

TO: CITY MANAGER

1999 July 06

FROM: DIRECTOR PLANNING AND BUILDING

**SUBJECT: PROPOSED OFFICE AND HIGH-TECH COMPLEX
8335 EASTLAKE DRIVE - REZONING REFERENCE # 98-54**

PURPOSE: To provide further information regarding the concerns and questions raised at the 1999 June 29 Public Hearing regarding the subject development proposal.

RECOMMENDATION:

1. **THAT** this report be received for information purposes.

R E P O R T

1.0 BACKGROUND

- 1.1 On 1999 May 31, Council gave favourable consideration to Rezoning Reference #98-54 which involves a request to develop a phased office and high-tech complex to include five buildings with surface and underground parking. The rezoning bylaw amendment was advanced to First Reading on 1999 June 14 and to a Public Hearing on June 29.
- 1.2 In response to a number of concerns and questions raised at the 1999 June 29 Public Hearing regarding the proposed development, Council requested that a further report be prepared and submitted. The requested information is outlined below.

2.0 GENERAL DISCUSSION

2.1 Current and Proposed Zoning

The subject site is currently zoned M3 Heavy Industrial District which permits a wide variety of industrial uses, ranging from heavy manufacturing and processing to warehousing, storage yards and retail building supply establishments. This zoning designation has been in place for several decades and covers much of the Lake City Industrial Park. The M3 District permits a maximum building height of four storeys but does not restrict floor to floor heights. There is no maximum building site coverage or FAR (floor area ratio), front and rear yard setbacks are 6 metres (19.69 ft.) and 3 metres (9.84 ft.) respectively and side yard setbacks are 3 meters (9.84 ft.). As such, the current M3 zoning would presently permit the development of large industrial buildings with extensive areas of paved surface parking or outside storage.

The proposed zoning to the CD Comprehensive Development District (based on the M5 District) will include the development of office and high-tech uses within five buildings, ranging between three and five storeys. The proposed CD plan provides for a maximum FAR of 0.54, a 19% building site coverage, a 9 metre (29.53 ft.) front yard setback (adjacent to Eastlake Drive), a 33.5 metre (110 ft.) setback adjacent to Broadway and side yard setbacks in excess of 22.8 metres (75 ft.).

As a result, the proposed development and rezoning will provide an upgraded use of the site when compared to what could be developed under the prevailing M3 Heavy Industrial zoning. The proposed office and high-tech development will provide clean, high quality, labour intensive activities which are considered to be an appropriate use of the site and is consistent with the recent trends in the Lake City Industrial Park and in accordance with the objectives of the City's Official Community Plan.

2.2 Partial Closure of the Westerly Watercourse

On 1991 December 12, Council approval was given to the partial closure of the two watercourses which ran through the subject site leaving the southerly 200 feet of the westerly watercourse in an open condition. A copy of the Council Report on this matter, which includes a history of the subject site, along with a sketch illustrating the locations of the various watercourses is **attached**.

The subject site originally formed part of the adjacent property which is occupied by the Sears warehouse. Prior to the creation of the subject 16 acre site, portions of the westerly watercourse on the Sears warehouse portion of the property were diverted in 1968 into a temporary ditch located on the subject site, with the final diversion and partial piping completed in 1973 in connection with the building of the Sears warehouse. These works had been undertaken prior to Council's current policy regulating watercourse enclosures. This man-made ditch was constructed to temporary standards without rock lining and the steep, geotechnically unstable side slopes tended to fall into the creek which created sediment and bed load problems. It was concluded that the partial enclosure and piping was proposed to solve these problems and the northerly portion was thus permitted to be enclosed by Council in 1991. The southerly 200 ft of this watercourse was required to remain in an open condition with the provision of an adjacent landscaped area (which is protected through a covenant and will be maintained under the current rezoning and development proposal).

The B.C. Ministry of Environment subsequently approved the enclosure of the relevant portion of the westerly watercourse, but declined to approve any enclosure of the easterly one. The enclosure of the approved portion of the westerly watercourse was undertaken in 1998 and revegetation/enhancement of the open southerly 200 foot section is to be completed later this year.

2.3 Opening Up Sections of the Easterly Watercourse

In this regard, it was suggested that a portion of the easterly watercourse be opened in order to compensate for the partial closure of the westerly watercourse. As outlined above and illustrated on the watercourse Sketch #1 **attached**, only a portion of the easterly watercourse remains in an open condition, with a short portion located within the subject site. This watercourse has been piped upstream and downstream on two adjacent sites currently occupied by industrial facilities. The remaining open watercourse will be maintained in an open condition and preserved as required by the Ministry of Environment, Lands and Parks, as a prerequisite condition of the subject rezoning.

Opening up of sections of this watercourse that are currently piped would require such works to be undertaken on the adjacent properties which are not the subject of this rezoning application and are under different ownership. While, it is not customary to impose such requirements on adjacent private properties that do not require City Council approval of a formal rezoning request, the proposed development of the subject site will not preclude or impair the potential for opening up or daylighting sections of the easterly watercourse on the adjacent sites in the future should conditions be appropriate.

2.4 Provision of A Buffer Zone Within the Northerly Portion of the Site

Concern was expressed at the Public Hearing regarding the establishment of a buffer zone within the northerly portion of the site which is adjacent to the unopened Broadway road allowance and the conservation park area. The proposed development plan includes a 33.5 metre (110 ft.) fully landscaped area between the northerly two buildings and the north property line. A 13.4 metre (44 ft.) wide B.C. Hydro transmission right-of-way is located within this landscaped setback area which will limit the height and type of trees to be planted in this portion of the 110 foot northerly setback area. This will be examined further and the appropriate landscape materials incorporated into the detailed landscape plan required as a prerequisite condition of rezoning. In response to the concerns expressed, the landscape plan will also incorporate measures to appropriately screen the buildings, maximize ground water retention and incorporate appropriate retention of existing significant trees in this area where suitable and provide wildlife habitat through the use of native plant materials.

The preservation of existing vegetation and retention of significant trees where possible on other portions of the site will be examined further and incorporated into the required detailed landscape plan.

The subject site has not been identified as a wildlife corridor although planting and preservation of the riparian area of this property associated with the (retained) open portion of the easterly watercourse will afford certain habitat values.

2.5 Pedestrian Connection Through The Site

As outlined in the rezoning report, the developer will be required to provide a public walkway covered by a statutory right-of-way through the westerly portion of the site from Eastlake Drive to connect the existing urban trail on Eastlake Drive with the trails along the unopened Broadway road allowance and within the Conservation park area. This walkway will be designed to primarily accommodate pedestrians and will be surfaced with permeable materials. The westerly portion of the site is considered to be the most appropriate and practical location for this public walkway which will take advantage of the grade conditions over this portion of the site and the proximity of the open section of the westerly watercourse.

2.6 Eastlake Drive Road Dedication and Widening

As outlined in the rezoning report, the applicant is required to dedicate the southerly 3 metres of the subject site and widen Eastlake Drive adjacent to the site as a prerequisite of rezoning. This requirement which is illustrated on the development plans will be pursued through the usual rezoning and subdivision servicing process which includes the submission and approval of a road design and bonding for construction. All of the required road construction, including road pavement widening, landscape boulevard treatment and sidewalk construction will be provided and accommodated within the expanded road allowance provided by the required dedication.

2.7 Driveway Access To Eastlake Drive

The view was expressed that only one driveway should be permitted to Eastlake Drive rather than the two proposed and that such driveways should use a permeable surface. The subject site has a 180 metre (590 ft.) frontage on Eastlake Drive with two access driveways proposed to be located on the east and west portions of the site, approximately 64 metres (210 ft.) apart. These two driveways are considered to be appropriate and necessary to serve the access and circulation requirements of the site. The Ministry of Environment, Lands and Parks have no objections to the location of these driveways relative to their proximity to the existing watercourses. Restricting access to one driveway would cause undue traffic tie-ups on and off the site and impede emergency and fire access opportunities. The use of permeable surfaces for the driveways will be examined as part of the overall stormwater management strategy for the site outlined below. However, the use of permeable surfaces may be inappropriate at these locations as they could allow penetration of contaminants from motor vehicles in to the soil which could then leach into the adjacent watercourses. The preferred method of dealing with driveway runoff waters in such situations of proximity to watercourses is to utilize storm water collection and oil and grease interceptors.

2.8 Watercourse Preservation and Stormwater Management

Concern was expressed about the measures required to preserve the existing easterly watercourse which require Ministry of Environment, Lands and Parks involvement and approval and the provision of appropriate measures to manage stormwater on the site.

As outlined in the rezoning report, the applicant has prepared plans which respond to the preservation of the watercourse which the Ministry has reviewed and given preliminary approval. The proposed development setbacks and landscape buffer treatment indicated on the development plans have been reviewed and are considered to be acceptable to the Ministry, subject to the satisfaction of a number of specific conditions that are outlined in a letter dated 1998 October 20. These conditions provide numerous requirements that include a 5 metre setback from the top of the bank, which extends beyond the wide (approximately 10 - 25± metres), steep and heavily vegetated bank that currently exists adjacent to the easterly watercourse. Furthermore, preservation of riparian areas, additional landscaping, sediment control, monitoring, covenants and storm water management to reduce impacts to receiving waters will be employed.

A plan for managing stormwater will be prepared by the applicant which will incorporate, where feasible, measures such as permeable surfaces, vegetated islands, bioswales, detention ponds and tanks, use of natural vegetation in the landscape and setback areas or other Best Management Practices (BMPs) as part of a comprehensive approach to stormwater management system for the site. The submission of the storm water management plan will be an integral part of the required servicing agreement for the site which will be reviewed and approved by the Planning and Engineering Departments and intended to satisfy the objectives of the Ministry of Environment Land and Parks.

2.9 Proposed Off-street Parking

Concern was expressed regarding the applicant's proposal to provide a total of 898 parking spaces of which 594 will be on-surface and 304 (34% of total) underground. The proposed total number of parking spaces is approximately 132 spaces or 17% more than the minimum required by the zoning bylaw regulations. It was suggested that an over-abundance of parking would encourage greater car use which could cause traffic problems on the adjacent streets and occupy site area that would otherwise be used for landscaping and provide storm water retention.

In this regard, the applicant submits that the provision of the proposed parking spaces is essentially market driven and should be provided in order to attract prospective tenants. The applicant's consultant also prepared a traffic and parking study which concluded that such parking would be required by the proposed tenants of the site and that the additional traffic

generated by the development should not cause problems on the adjacent streets provided that improvements be made at the Eastlake Drive/Underhill Avenue and Eastlake Drive/Production Way intersections. Upon review of this study, staff agree with these conclusions and will require that the applicant provide such intersection improvements as a prerequisite condition of rezoning.

In reference to the potential for constructing the currently unopened section of Broadway adjacent to the site for access purposes, the City has no plans to pursue such road development.

2.10 Visual and Acoustical Screening

In this regard, concern was expressed about the visual prominence of the two five-storey buildings proposed for the northerly portion of the site and the potential noise and view obstruction associated with rooftop mechanical equipment. As outlined in the rezoning report and illustrated in the **attached** schematic Sketches 2 and 3, the proposed five-storey buildings will be terraced from north to south due to the sloping nature of the site which drops approximately 100 feet from the north property line to Eastlake Drive. The north face of the two northerly five-storey buildings will be three-storeys above the adjacent grade which is further lessened by continuing the slope up to the north property line and beyond. With respect to views, the tops of these buildings are estimated to be well below the main floor level of the nearest residential units in the area located more than 500 ft to the north, which is separated by a naturally treed buffer zone. As a result, the proposed development should not cause any view obstruction problems for the residents located to the north.

In response to acoustical and visual screening of rooftop mechanical equipment, the applicant will be required to provide appropriate measures to respond to this concern which will be incorporated into the suitable plan of development drawings as a prerequisite condition of rezoning. This will include equipment orientation and the design and installation of appropriate visual and noise screening elements.

2.11 Lake City Development Plan

Concern was expressed at the Public Hearing about proceeding with the subject rezoning application prior to the completion of the long range land use plan for the Lake City area which has been identified as one of a number of business centres in the Official Community Plan. In this regard, a study of the Lake City area has been initiated and the plan is not expected to be concluded until next year. There have been a number of recently approved rezoning and development proposals in Lake City that are considered to be consistent with

the Business Centre designation in the adopted Official Community Plan, and a moratorium has not been imposed on current development in this area. It is Burnaby's customary practice in such situations to proceed with rezoning applications on their merits and in accordance with the provisions of the OCP.

The foregoing is for the information of Council.



D. G. Stenson
Director Planning and Building

PS: gk
Attach

cc: Director Engineering
Director Parks, Recreation & Cultural Services

ITEM	6
MANAGER'S REPORT NO.	74
COUNCIL MEETING 91/12/09	

Adopted

1991 December 03

TO: MUNICIPAL MANAGER
 FROM: APPROVING OFFICER
 SUBJECT: SUBDIVISION REFERENCE #72/91
 D.L. 57, Lot 278, Plan 35621
 2820 Underhill Avenue
 SEARS WAREHOUSE SITE

PURPOSE: To obtain Council approval for the piping of portions of two watercourses traversing the subject site.

RECOMMENDATION:

1. THAT Council authorize the piping of portions of two watercourses traversing the subject site as outlined in Section 3.0 of this report.

R E P O R T

1.0 BACKGROUND:

On 1979 July 16, Council adopted the recommendation in Manager's Report No. 49, Item 3, more particularly:

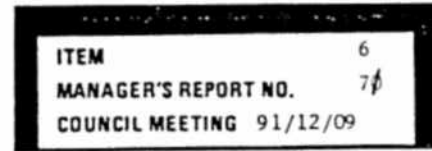
- "1. THAT Council direct staff to report on only those watercourses where enclosure of the watercourse (in whole or in part) would be recommended by all departments concerned or where departments are not unanimous on the treatment to be applied to a specific watercourse."

In accordance with the first part of this directive, the following report is submitted for the consideration of Council.

2.0 EXISTING SITUATION:

- 2.1 The Planning and Building Department received an application for subdivision of the subject property into two lots under the existing M3 zoning as shown on the attached sketch. The westerly portion of the site (proposed Lot 1) contains the existing Sears warehouse. The easterly portion (proposed Lot 2) is vacant and there are two watercourses traversing this section of the site.

The original Lake City industrial subdivision servicing concept included piping these watercourses through this site. This requirement was waived pending future development of the site as the desirable location of the storm sewers and easements could not be established at that time. Temporary inlets were installed on these storm sewers north of Eastlake Drive.



Both watercourse systems are currently piped upstream for 300 m (westerly) and 120 m (easterly) and downstream for 1200 m (storm outlet is south of Winston Street at the BNR).

2.2 The following points are noted in connection with the westerly watercourse on proposed Lot 2:

2.2.1 The original locations of the westerly watercourse are shown on the sketch. Portions of it were diverted in 1968 into a temporary ditch, with the final diversion and partial piping completed in 1973 in connection with the building of the Sears warehouse. The existing man-made temporary drainage ditch was constructed to carry the drainage from the new storm sewer outlet to the temporary inlet at Eastlake Drive. No portion of this watercourse remains in its original location, although the current open section is now heavily treed and thick with underbrush.

2.2.2 The existing man-made temporary drainage ditch was constructed to temporary standards without rock lining utilizing 1.5:1 side slopes. The 1.5:1 side slopes are failing into the creek and the channel invert and sides are suffering badly from erosion. The flow has eroded the banks such that in some areas there are semi-vertical failure slopes up to 5 m high. For much of the temporary drainage ditch the semi-vertical failure slopes average 3 m in height and the overgrowth is falling into the channel along with the soil.

2.2.3 The failing slopes are creating sediment and bed load problems in the downstream storm sewer system, and the overgrowth that falls into the channel creates a continual maintenance problem and potential of flooding and property damage by accumulating on the Eastlake inlet.

2.3 The following points are noted in connection with the easterly watercourse on proposed Lot 2:

2.3.1 The north half of the easterly watercourse system was enclosed (with Council approval granted on 1989 June 19 - Manager's Report No. 43, Item 21) when the GVRD maintenance building was constructed. This has reduced much of the bed load and siltation problems in the downstream storm sewers, but the Eastlake inlet is still subject to the same problems as the westerly channel, only to a lesser extent.

2.3.2 When the H.Y. Louie site to the east of proposed Lot 2 was created, an easement was provided for a future storm sewer to facilitate enclosing the easterly watercourse where it traverses this site. The requirement to construct the storm sewer was waived pending future development of the western portion of the H.Y. Louie site.

3.0 RECOMMENDED WATERCOURSE TREATMENT:

3.1 The Planning and Building Department recommends leaving the southerly 200 feet of the westerly watercourse in its current open and natural condition with minimal disturbance to the existing trees and vegetation and that the subdivider have a tree survey completed identifying existing trees. This section of the watercourse appears to be stable without the slope failure problems noted in Section 2.2 above.

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- 3.2 The Acting Chief Public Health Inspector is in agreement with this recommendation. This would allow staff to monitor creek water quality and provide an access for staff to collect water samples.
- 3.3 The Director Engineering supports leaving this section in an open and natural condition subject to a number of conditions which are outlined as follows:
- 3.3.1 The developer is to retain a geotechnical engineer to assess the stability of the ravine slopes in this area and make appropriate recommendations for stabilization if necessary.
 - 3.3.2 The developer will be responsible for the design and construction of appropriate outfall structures and energy dissipation structures for the portion of watercourse which is being recommended for enclosure to the north of this open section.
 - 3.3.3 The developer will be responsible for designing and constructing a permanent inlet structure complete with trash screen north of Eastlake Drive plus any localized rip-rapping or other form of erosion protection as needed within the open section.
 - 3.3.4 There will undoubtedly be some form of construction access required and the developer should plan his construction activity in such a way that the access road can continue to serve as a maintenance facility after the construction has been completed. Detailed specifications and dimensions for the maintenance route will be dependent on the type of inlet structure and the level of maintenance required.
 - 3.3.5 The developer's design consultant is to work closely with both the District's Design and Operations personnel.
- 3.4 The Planning and Building Department, after reviewing the Director Engineering's conditions noted above, also recommends that, in addition to the required tree survey, the developer be responsible for the preparation and submission of a landscape plan, to be prepared by a qualified Landscape Architect, showing the existing trees being retained, the engineering design of this section of the watercourse (to be approved by the Planning and Building Department as well as the Engineering Department), and any landscape enhancement (i.e. replanting) as deemed necessary by the Planning and Building Department.
- A 215 Covenant will be required to ensure this section of the watercourse is maintained in an open condition in accordance with approved landscape and engineering design plans.
- 3.5 The Planning and Building Department, Environmental Health Department, and Engineering Department are all unanimous in their recommendation that the remainder of the westerly watercourse north of the southerly 200 feet be piped for the reasons mentioned in Section 2.2 above.
- 3.6 All departments are unanimous in their recommendation that the portion of the easterly watercourse traversing proposed Lot 2 be piped for the reasons mentioned in Section 2.3 above.

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4.0 CONCLUSIONS:

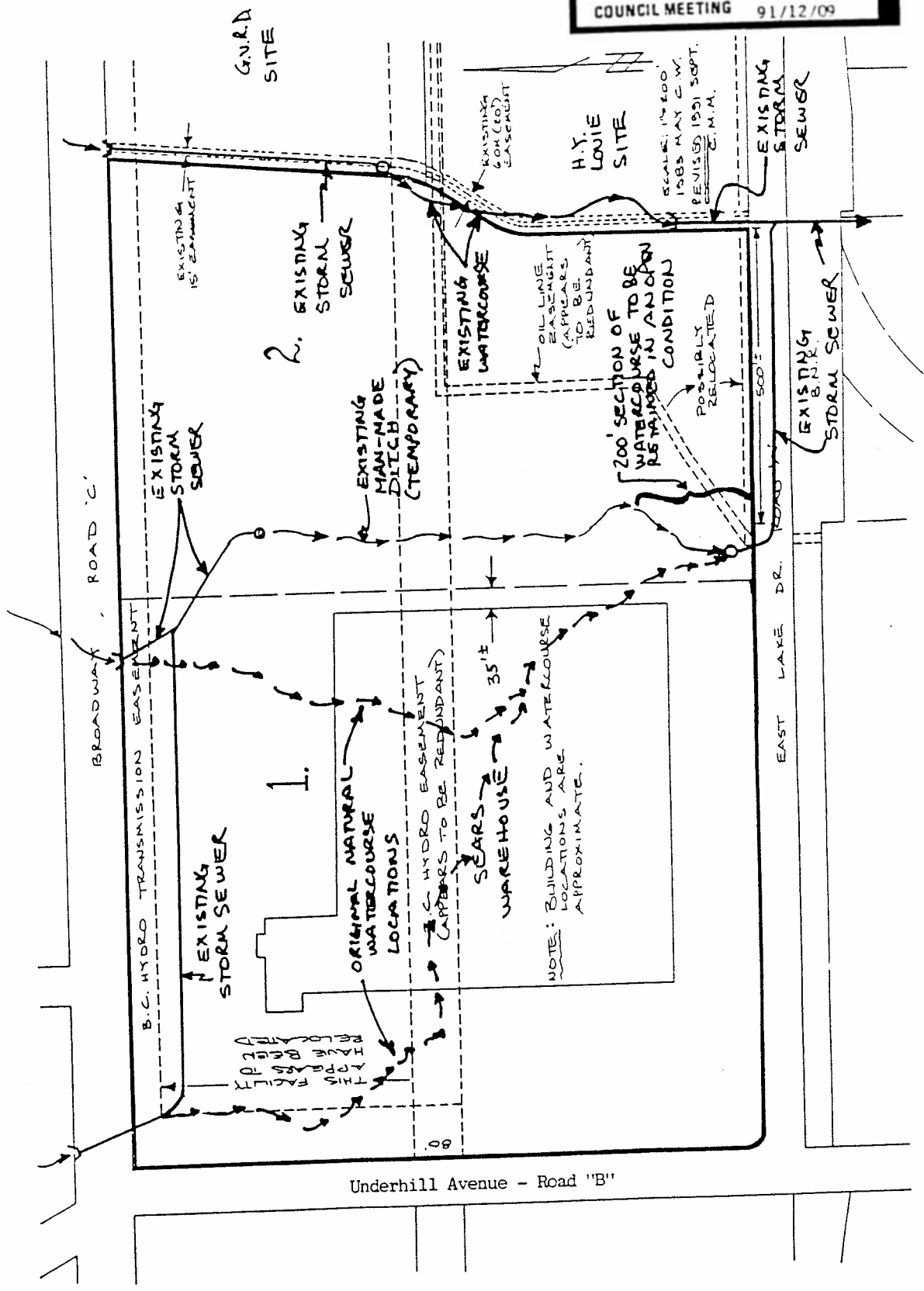
It is recommended that portions of the two watercourses traversing proposed Lot 2 be piped to solve the identified problems. If this recommendation is not supported, the developer will be required to cut back the existing side slopes at 2:1 slope so they are no longer unstable, rock line the invert and sides of the drainage channel, construct new permanent inlets on the Eastlake storm inlets complete with overflow protection, vehicular access, debris barriers, and inlet grillage, and construct a permanent energy dissipation outfall structure on the outlet of the easterly (GYRD) storm sewer. This would create ongoing maintenance problems and higher potential for flooding liability. In some areas the side slopes are up to 15 m high. A 2:1 side slope would result in a top of bank approximately 30 m from the channel and a total ravine width of up to 60 m in width. This would be very restrictive on the development of the site.

The retention of the southerly 200 feet of the westerly watercourse in an open, natural and possibly enhanced condition will provide an aesthetically pleasing green space and visual relief in this industrial park where the majority of the storm system is piped, and will enable the continued monitoring of the creek water quality and the collection of water samples.


A. L. Parr
APPROVING OFFICER

CMM:hr
Att.

cc: Director Engineering
Acting Chief Public Health Inspector
Sarah Groves, Ecosystem Planner

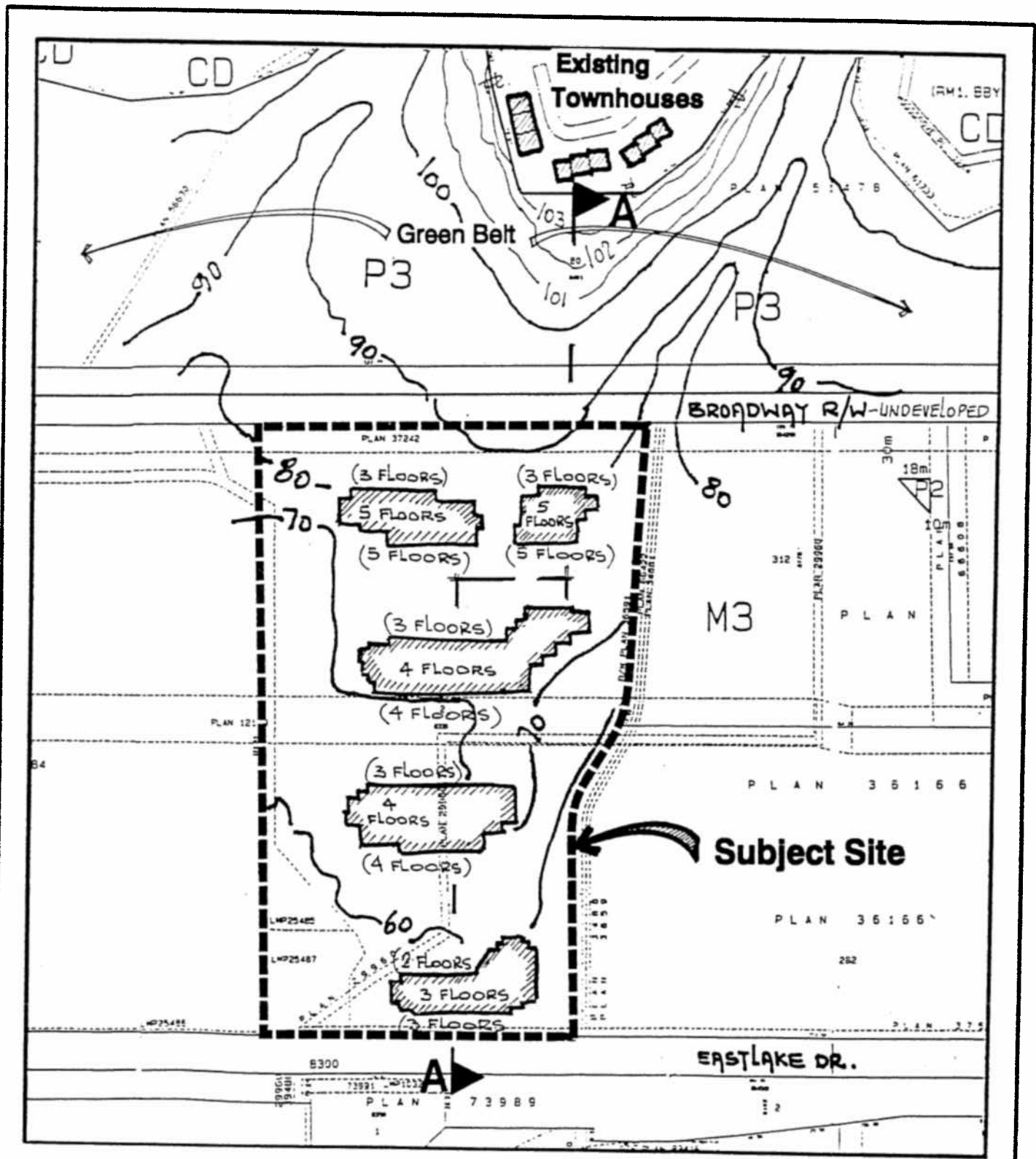


D.L. 57
 LOT 278
 PLAN 35621

S. D. REF. # 72/91
 X. REF. S. D. REF. # 39/83

ZONING: M3

SKETCH # 1



City of Burnaby Planning And Building Department

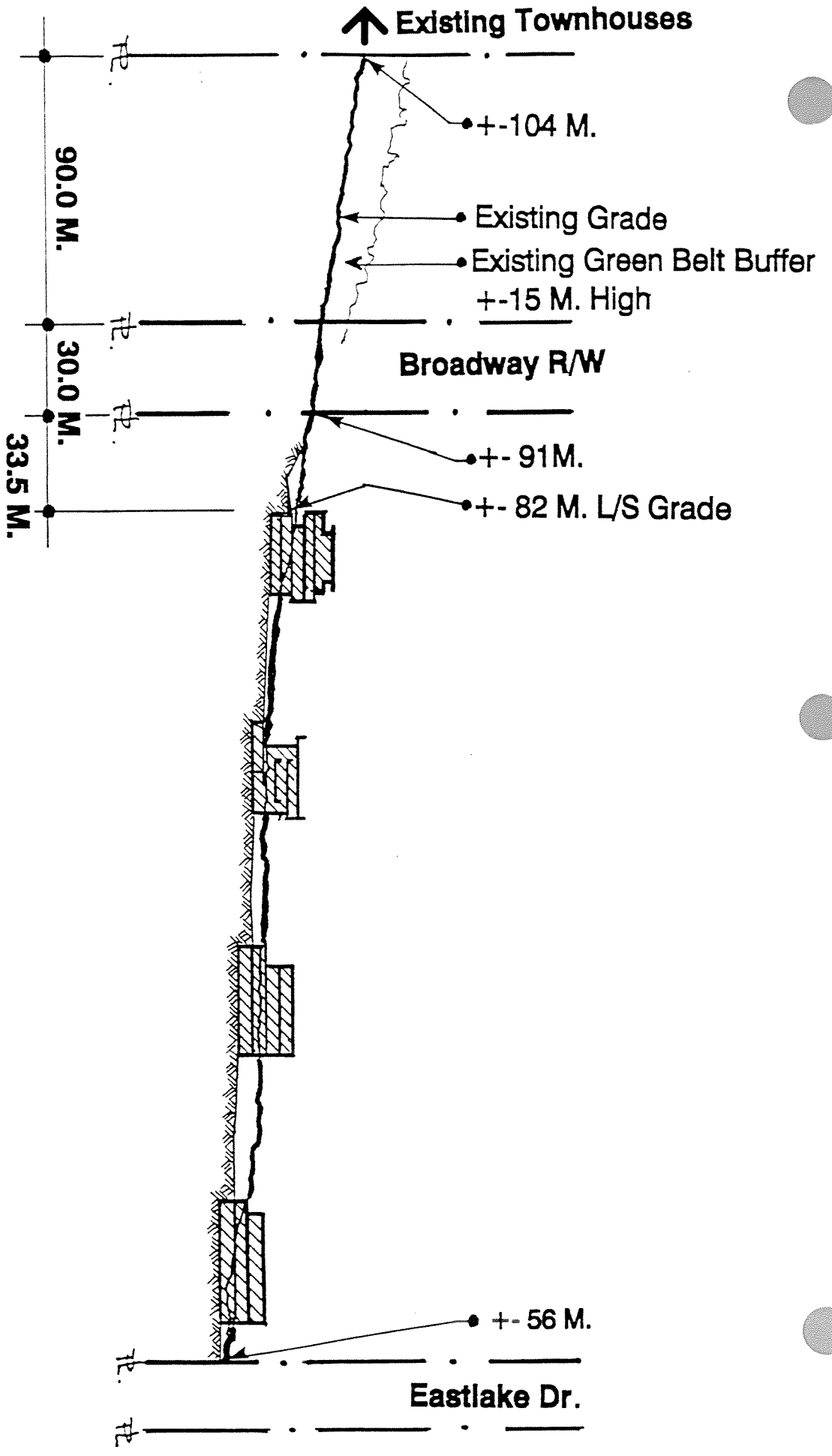
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Drawn By: JPC

Date: June 1999

Schematic Site Plan
RZ 98 - 54

Sketch #2



North-South Site Cross Section "A-A"

RZ 98-54

Scale: $\pm 1 = 2000$

Sketch #3