

TO: CITY MANAGER

2000 December 12

FROM: DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #99-55
Office and Manufacturing Development**

ADDRESS: 4343, 4373, 4443, 4470 Still Creek Drive
2517, 2539, 2561 Willingdon Avenue

LEGAL: Block 14, D.L. 119, Group 1, NWD Plan 2855, Block 15 except: West 116 feet of D.L. 119, Group 1, NWD Plan 2855, West 116 feet of Block 15, D.L. 119, Group 1, NWD Plan 2855, Lot 1, D.L. 70, Group 1, NWD Plan 13400, Lot 1, D.L. 119, Group 1, NWD Plan 3813, Lot 2, D.L. 119, Group 1, NWD Plan 3813, Lot 3 except: Firstly: Part on Reference Plan 7199 Secondly: Parcel "A" (Reference Plan 33001), D.L. 119, Group 1, NWD Plan 3813, Parcel "A" (Reference Plan 7199) of Lot 3, D.L. 119, Group 1, NWD Plan 3813, Parcel "A" (Reference Plan 33001) Lot 3, D.L. 119, Group 1, NWD Plan 3813.

FROM: M1 Manufacturing District and M2 General Industrial District

TO: CD Comprehensive Development District (based on M5 Light Industrial District and in accordance with the development plan entitled "Flex Buildings, Still Creek Drive at Willingdon" prepared by John Hollifield Architect Inc.)

APPLICANT: Adera Equities Inc.
700 - 1111 Melville Street
Vancouver, B.C. V6E 3V6
(Att: Norm Couttie)

PURPOSE: To seek Council authority to forward this application to a Public Hearing on 2001 January 23.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2001 January 8, and to a Public Hearing on 2001 January 23 at 7:30 p.m.
2. **THAT** the introduction of a Highway Exchange Bylaw be authorized as outlined in Section 3.2 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.

3. **THAT** Council approve the proposed cost-sharing agreement for the provision of the Still Creek Connector Road as outlined in Section 3.2 of this report.
4. **THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site as outlined in Section 3.2 of this report, and subject to the applicant pursuing the rezoning proposal to completion.
5. **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 completion of the subdivision to create the four lots as proposed in the development plans and the satisfaction of all necessary subdivision requirements.
 - e) Provision of a public trail and landscaping in the undeveloped Still Creek Avenue and Madison Avenue right-of-ways adjacent to the subject site.
 - f) The granting of any necessary easements and covenants.
 - g) The dedication of any rights-of-way deemed requisite.
 - h) That an agreement be entered into between the City and the property owners to share the groundwater treatment facility to allow treatment of groundwater underneath the new road and the development sites as outlined in Section 3.3 of this report.

- i) Registration of a Section 219 covenant in the Land Title Office ensuring that the shared groundwater treatment facility between the Still Creek Connector Road and the development sites will be maintained according to the conditions determined by the regulating agencies, and, if it is not the City will maintain the right to take over maintenance of the facility and charge any resultant costs back to the property owners.
- j) Completion of the Highway Exchange Bylaw.
- k) The completion of the sale of City Property.
- l) Compliance with environmental requirements related to the Provincial Contaminated Sites Regulations as outlined by the B.C. Ministry of Environment, Lands and Parks (MOELP), and the Federal Department of Fisheries and Oceans (DFO) and Environment Canada.
- m) The approval of the Ministry of Transportation and Highways to the rezoning application.
- n) The provision of facilities for cyclists in accordance with Section 4.4 of this report.
- o) The submission of a suitable engineered design for an approved on-site sediment control program.
- p) The deposit of the applicable GVS & DD sewerage charge.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw is to permit an office and manufacturing development.

2.0 BACKGROUND

2.1 The subject site is presently vacant and has a history of auto wrecking and scrap metal collection activities on the eastern portion adjacent to Willingdon Avenue. A portion of the north-east corner of the site has two lots which are City-owned, with the remainder, known as the “Kelly Douglas Site”, owned by Loblaws Inc. (see *attached* Sketch #1).

Past environmental assessments undertaken at the site have shown copper, lead and zinc concentrations in soils to be above commercial level criteria. In localized areas, lead was found to be at special waste levels. In 1994 August a remediation plan involving *in-situ* management with capping and groundwater treatment was prepared for the site and subsequently submitted to MOELP for their review and approval. In 1996 January MOELP issued an *Approval in Principle* for the proposed remediation plan.

- 2.2** The City of Burnaby's adopted Transportation Plan calls for a Still Creek Connector road to be constructed through the site which would connect Still Creek Avenue near the City's recycling depot to the east with Still Creek Drive in the Willingdon Business Park. This connection would pass diagonally through the subject site and under the Willingdon overpass which crosses the B.N.R. rail tracks (see *attached* Sketch #2). The road is defined as a major collector (primary) and would provide an important east-west connection through the Central Valley industrial district.

The Still Creek Connector road has been included in Burnaby's Transportation Plan for many years and the need for this road is now recognized as a high priority. The B.C. Ministry of Transportation and Highways (MOTH) has indicated that the construction of the connector road would likely be a requirement of any further significant development in the area due to congestion and safety concerns associated with the left turn movements to and from Willingdon Avenue onto Still Creek Drive as well as access problems onto the Trans Canada Highway westbound for vehicles travelling north on Willingdon Avenue. In the past the City has been unsuccessful in efforts to acquire from Loblaws the necessary land to build the Still Creek Connector.

- 2.3** The site is designated for Business Centre use in the Council-adopted 1998 Official Community Plan (OCP). The development of Business Centre facilities would be seen as compatible with the adjacent Willingdon Business Park developments which incorporate high-technology office facilities, environmental protection and enhancement measures. As well, Business Centre type development would take advantage of the site's locational advantages close to major transportation corridors such as the Trans Canada Highway, Willingdon Avenue and Lougheed Highway including SkyTrain.
- 2.4** On 2000 January 24 Council received the report of the Planning & Building Department concerning the rezoning of the subject site and authorized the 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.

3.0 GENERAL COMMENTS

3.1 Development Proposal

Construction of the Still Creek Connector Road diagonally across the subject site would divide the property. The applicant is proposing the creation of one lot east of the new road and three lots to the west (see **attached** Sketch #2). Three-storey office buildings are proposed on either side of the new connector road, and 2 two-storey buildings with a mixture of office and manufacturing space are proposed on the lots further to the west. All parking will be accommodated by surface lots with appropriate landscaping and screening. Appropriate signage would be established through a Comprehensive Sign Plan and any skysign proposals would require a further rezoning application. The project design takes into consideration the load bearing properties of the soil and the *in-situ* management of site contaminants.

Pursuance of this proposal is considered to be of significant benefit to the City. The development would provide the Still Creek Connector road which will improve the safety of the Still Creek Avenue and Willingdon Avenue and provide much improved access to the lands on the eastern side of Willingdon Avenue in this area. This rezoning proposal also provides an opportunity to effectively handle contamination from the site which is currently uncontained and untreated. The rezoning proposal as shown will provide much-needed access, traffic safety and environmental improvements to the site and its surrounding area.

3.2 Still Creek Connector Road

The construction of the Still Creek Connector Road will be a requirement of the subject rezoning application. Due to the road being a high priority item in the 2001 - 2005 Financial Plan, it is proposed that the City would share the cost of construction with the applicant, with details of the cost sharing arrangement to be set out in a servicing agreement. The proposed cost sharing agreement would have the City providing funds for construction of the road itself and related facilities from curb to curb and the applicant providing funds for all required boulevard treatments such as grass, trees, sidewalks, urban trail and lighting. Details of the cost sharing arrangement will be set out in a future report to Council.

The portion of the applicant's property required for the road will be obtained through a Highway Exchange Bylaw which will close portions of Still Creek Avenue to be included within the proposed Lot #1. The City will be dedicating the property required for the road on City-owned land, with any remaining portions of City property proposed to be sold to the applicant at market value taking into consideration site contamination, and consolidated into the development parcels.

3.3 Site Contamination

As noted earlier in this report, the site has been identified as containing contamination at levels of *special waste* under the Provincial Contaminated Sites Regulation. The rezoning applicant has applied and received an updated Approval in Principle from MOELP for *in situ* management of these contaminants with groundwater treatment due to changes in the legislation between 1996 and the present time.

The City-owned lands which are part of this rezoning application were not included in the original Approval in Principle issued by MOELP in 1996. As a result, staff will shortly be submitting an application for Approval in Principle from MOELP to treat the City-owned lands in the same manner proposed on the privately-held lands. A final response is expected from MOELP in the near future.

In order to effectively and efficiently deal with the treatment of contaminated groundwater across the entire site, a common groundwater treatment facility is being proposed to deal with the area of the new road as well as the area of the development sites. It is being proposed that the City enter into an agreement with the property owners to contribute to costs of construction and maintenance of the groundwater treatment system in an amount represented by the proportion of the area of the road in relation to the development sites.

3.4 Servicing Requirements

Servicing elements of the rezoning application, as noted above, include the provision of the Still Creek Connector road with appropriate lighting and a separated sidewalk and street trees on the eastern side and an urban trail and street trees on the western side. An improved abutting sidewalk is also required along Willingdon Avenue adjacent to the site.

The City Engineer will assess the need for any further services to the site. The GVS & DD Sewerage Charge (Vancouver District) of \$0.443 per sq. ft. is applicable to this development.

3.5 Site Access

Vehicular access to Lot #1 is proposed to be from the new Still Creek Connector Road at the north-western portion of the lot. Vehicular access to Lots #2,3 and 4 is also proposed from the new Still Creek Connector road, with two access points; one at the north-east portion of Lot #2 and one at the south-east portion of Lot#2. These will also provide the vehicular access to Lots #3 and 4 which will be provided through access easements. Direct pedestrian connections are also proposed from the new Still Creek Connector road to each of the sites.

3.6 Public Trail

As part of the rezoning prerequisites the applicant is required to provide a 2 metre gravel pedestrian trail along the undeveloped Still Creek Avenue and Madison Avenue right-of-ways. Appropriate landscaping will be provided as well to create a natural setting for the trails without causing conflict with the existing services located in the road right-of-way.

3.7 Landscaping

Landscaping will be provided by the applicant as well to the area adjacent to the eastern edge of Lot #1 within the Willingdon Avenue road right-of-way. The landscaping in this area will consist of natural planting of ground covers, shrubs and trees to create a green buffer visible to motorists and pedestrians from Willingdon Avenue.

3.8 Relationship to Willingdon Business Park Community Plan

The proposed development plan is suitable in the context of the neighbouring Willingdon Business Park immediately to the south and west of the subject site. The Willingdon Business Park has been developed with quality office buildings varying in height between two and five storeys oriented towards the high-tech industry. The buildings in the proposed development plan will have a high-tech design incorporating glass, metal and concrete exterior finishes. The proposed density, setbacks, heights, site coverage and landscape treatment are similar to those found in the Willingdon Business Park.

4.0 DEVELOPMENT PROPOSAL

4.1 Net Site Areas

Lot 1	-	9,625 m ² /103,610 sq.ft.
Lot 2	-	9,360 m ² /100,750 sq.ft.
Lot 3	-	10,420 m ² /112,160 sq.ft.
Lot 4	-	7,444 m ² / 80,130 sq.ft.
TOTAL	-	36,849 m²/396,650 sq.ft.

4.2 Building Coverage

Lot 1	Permitted	-	50%
	Provided	-	17%
Lot 2	Permitted	-	50%
	Provided	-	18%

Lot 3	Permitted	-	50%
	Provided	-	38%
Lot 4	Permitted	-	50%
	Provided	-	25%

4.3 Floor Area

Lot 1	Permitted & Provided	- -	5,781 m ² / 62,229 sq.ft. 0.6 FAR
Lot 2	Permitted & Provided	- -	5,781 m ² / 62,229 sq.ft. 0.6 FAR
Lot 3	Permitted & Provided	- -	8,221 m ² / 88,495 sq.ft. 0.8 FAR
Lot 4	Permitted & Provided	- -	3,877 m ² / 41,730 sq.ft. 0.5 FAR
TOTAL	Permitted & Provided	- -	23,660 m ² / 254,683 sq.ft. 0.6 FAR

4.4 Height

Lot 1	Permitted	-	12 m/39.37 ft.
	Provided	-	11.58 m/38 ft
Lot 2	Permitted	-	12 m/39.37 ft.
	Provided	-	11.58 m/38 ft
Lot 3	Permitted	-	12 m/39.37 ft.
	Provided	-	8.8 m/29.0 ft.
Lot 4	Permitted	-	12 m/39.37 ft.
	Provided	-	8.8 m/29.0 ft.

4.5 Parking

Vehicle Parking:

Lot 1	Required	-	126 (62,229sq.ft./495.16)
	Provided	-	174

Lot 2	Required	-	126 (62,229sq.ft./495.16)
	Provided	-	176
Lot 3	Required	-	132 (42,686 sq.ft./495.16 + 45,809 sq.ft./1001.08)
	Provided	-	153
Lot 4	Required	-	62 (19,846 sq.ft./495.16 + 21,884 sq.ft./1001.08)
	Provided	-	75
TOTAL	Required	-	446
	Provided	-	578

Bicycle Parking

Lot 1	Required & Provided	-	13 spaces
Lot 2	Required & Provided	-	13 spaces
Lot 3	Required & Provided	-	14 spaces
Lot 4	Required & Provided	-	7 spaces

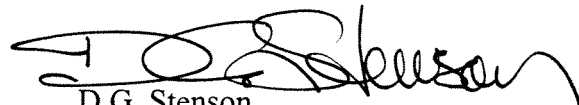
End Of Trip Facilities

- Showers, lockers, change rooms,
 water closets and wash basins
 required and provided in Lots #1 & 2
 only.

4.7 Loading Bays

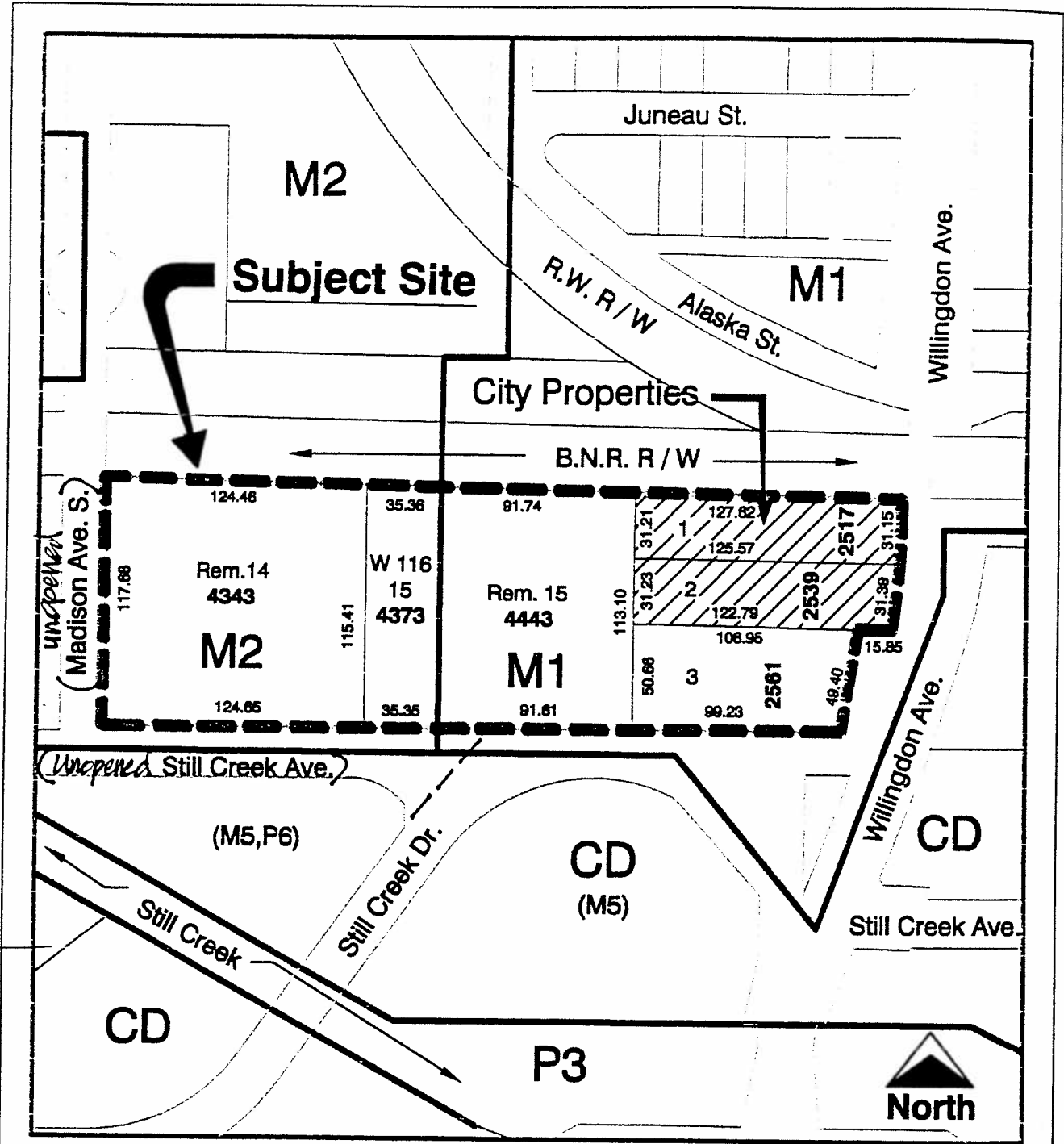
Lot 1	Required & Provided	-	1 Loading Bay
Lot 2	Required & Provided	-	1 Loading Bay

Lot 3	Required & Provided	-	3 Loading Bays
Lot 4	Required & Provided	-	3 Loading Bays


D.G. Stenson
Director Planning and Building

PSF:
Attach.

cc: City Clerk
Director Engineering
City Solicitor
Director Parks, Recreation and Cultural Services
Director Finance

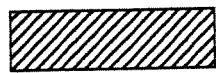
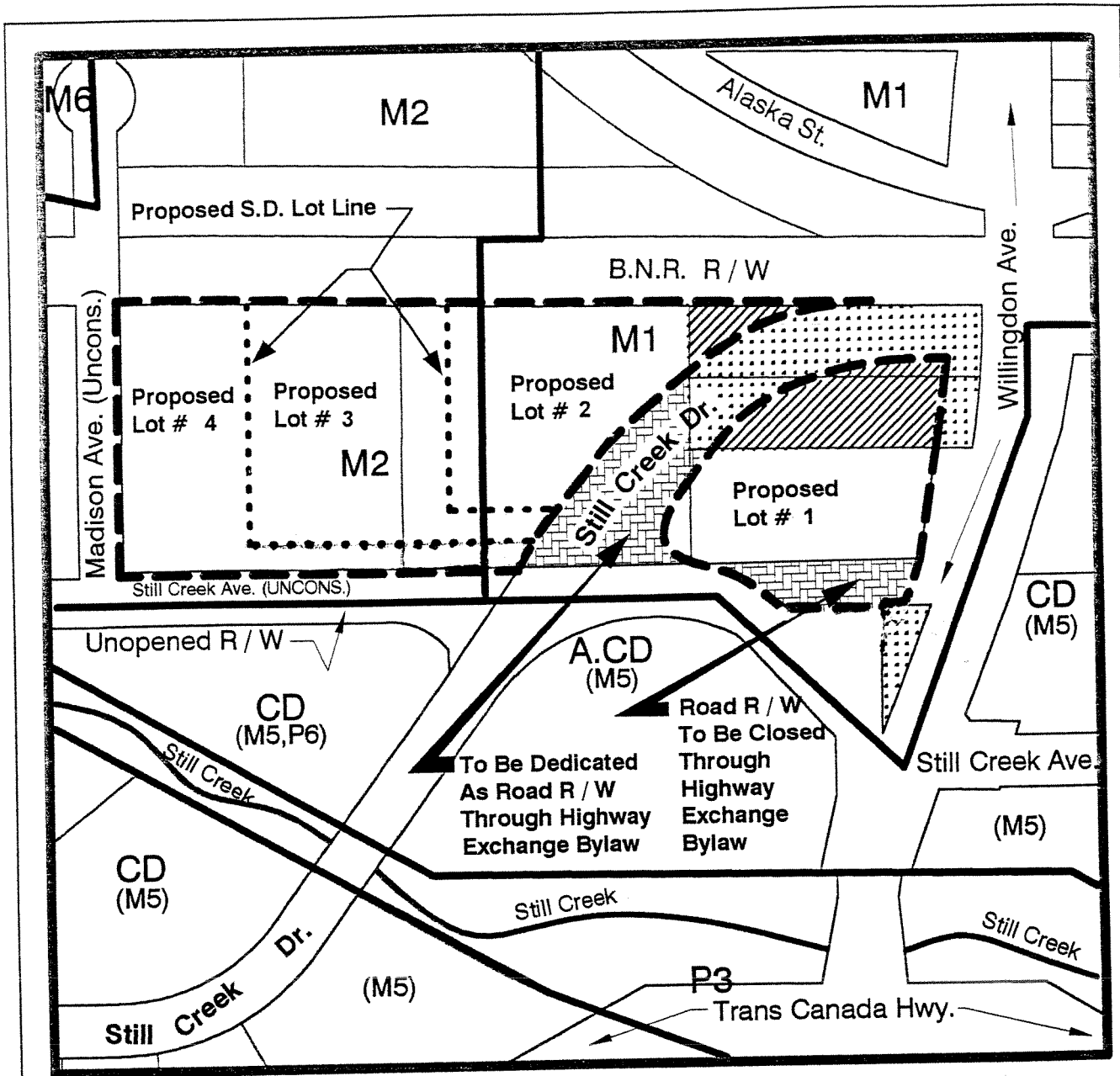


Planning And Building Department

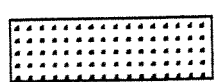
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REZONING REFERENCE 99 -- 55

Sketch # 1



▶ City Land To Be Sold



▶ City Land To Be Dedicated For Road R/W



Planning And Building Department

Scale: 1 = +- 3000

Drawn By: J.P.C.

Date: June 2000

REZONING REFERENCE 99 -- 55

Sketch # 2