

CITY OF BURNABY
HOUSING COMMITTEE

A

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

SUBJECT: DRAFT LAND USE FRAMEWORK PLAN - NEW HAVEN

RECOMMENDATION:

1. THAT Council endorse the draft Land Use Framework Plan proposed for the New Haven property as a basis for public review.

REPORT

The Housing Committee, at its open meeting held on 2003 May 12, received and adopted the attached report regarding the draft Land Use Framework Plan for the New Haven property and associated public consultation process. This draft Plan builds on the existing OCP objectives for the property and defines a number of more specific objectives that serve to structure both land use and site configuration proposals for the property. Key issues addressed in the draft plan include riparian setbacks and protected areas, transportation network and heritage resources.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor D. Johnston
Vice Chair

Councillor C. Jordan
Member

COPY: CITY MANAGER
DIRECTOR ENGINEERING
DIRECTOR FINANCE
DIRECTOR PARKS, RECR. & CULT. SERVICES
DIRECTOR PLANNING AND BUILDING

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

2003 May 08

FROM: DIRECTOR PLANNING AND BUILDING

Our File: 15.616

SUBJECT: DRAFT LAND USE FRAMEWORK PLAN – NEW HAVEN

PURPOSE: To seek Committee and Council endorsement of the draft Land Use Framework Plan for the New Haven property as a basis for public review.

RECOMMENDATION:

1. **THAT** the Committee request Council endorsement of the draft Land Use Framework Plan prepared for the New Haven property as a basis for public review.

REPORT

1.0 INTRODUCTION

At its meeting of 2002 February 04, Council authorized staff to prepare a Land Use Framework Plan for the former New Haven Correctional Centre. This report conveys the requested draft Land Use Framework Plan for Committee and Council endorsement as a basis for public review.

Following the public consultation process proposed in this report, a further report would be submitted to Committee and Council seeking adoption of a finalized Land Use Framework Plan. With Council adoption of a Land Use Framework Plan, staff would then work with the current or future owners of the property to develop a detailed Concept Plan for the property as a basis for the CD (Comprehensive Development) District rezoning of the property.

Once completed, the Concept Plan would establish the pre-conditions for approval of the first and subsequent phases of development for the property. The initial phase of development would be expected to address Plan objectives, particularly related to servicing, heritage conservation, and riparian protection, in a comprehensive manner as a prerequisite condition for finalization and approval of development of individual subdivided sites on the property. Individual site specific amended CD rezoning approvals would be required for each subsequent phase of property development leading to completion of the approved Concept Plan.

This report seeks Committee and Council endorsement of the draft Land Use Framework Plan, as outlined in *Attachment 1, as a basis for public review.

2.0 SUBJECT PROPERTY

The subject site is located within the Big Bend area of Burnaby, west of Riverway Sports Complex, north of Marine Way, south of Marine Drive and east of the Patterson Avenue right-of-way, as shown on *Figure 1 of Attachment 1*.

The property is currently owned by the Province and managed through the British Columbia Buildings Corporation (BCBC). The Province has determined that the site is surplus to Provincial needs and is advancing the sale of the property to the private market. The adoption of a Land Use Framework Plan would provide direction to potential purchasers as to expectations for the appropriate future development and use of the property.

The site currently consists of two legal parcels encompassing 57 acres of land zoned to the Regional Institutional (P6) District. A small portion of the site adjacent to Marine Way is zoned M3 - Heavy Industrial District. This portion of industrial zoning is a result of the consolidation of a remnant portion of industrial land following dedication and construction of Marine Way. *Figure 2 of Attachment 1* shows the current legal lot boundaries, zoning and adjacent road rights-of-way associated with the property.

The site was originally occupied by the Royal City Mills logging camp between 1873 - 1892. It was purchased by Duncan & Margaret MacGregor in about 1900, who built a country estate on the site which they named "Glen-Lyon". From 1937 to 2001, the Province operated the site as the *New Haven Borstal School* – a young offenders program first started at Burnaby's Oakalla Prison Farm in 1934 and was directed by the John Howard Society. The institutional use continued on the property until the facility was closed by the Province in 2001. The site retains significant heritage features from the MacGregor's estate including the original house, surrounding gardens, pond and landscape features, as well as features from the 1939 development of the Borstal School.

The New Haven site is currently designated within the City's Official Community Plan (OCP) for institutional and business centre use. The OCP also reflects an objective of the Burnaby Transportation Plan for the extension of Glenlyon Parkway through the site to Patterson Avenue to provide for a connection between the Big Bend area and Metrotown Town Centre. This connection will also provide for the linkage of upland pedestrian and cycling routes into the Big Bend Urban Trail and Burnaby Fraser Foreshore Park systems.

3.0 DRAFT LAND USE FRAMEWORK

The draft Land Use Framework Plan shown in *Attachment 1* builds on the existing OCP objectives for the property and defines a number of more specific objectives for the property that serve to structure both land use and site configuration proposals for the property. The following summarizes key proposals included in the draft Plan.

3.1 *Riparian Setbacks and Protected Areas*

Portions of two watercourses, Sussex Creek to the east and Glen-Lyon Creek to the west, traverse the subject property. Adjacent to Marine Way, an ephemeral road side drainage channel conveys flows to both creeks. **Figure 3 of Attachment 1** shows the existing watercourses associated with the subject site.

An initial environmental assessment has confirmed the fisheries values of the open watercourses on the property. As such, any future development proposal for the property will require further assessment and consideration through the City's Environmental Review Committee to establish development conditions relative to riparian setbacks and enhancement works. Pending further review through the City's ERC process, the draft Plan establishes preliminary proposals for stormwater management and protection of streams and riparian areas on the western, and eastern sides of the property associated with Glen-Lyon Creek and Sussex Creek. **Figure 4 of Attachment 1** illustrates preliminary riparian setback requirements, and an anticipated re-alignment of the centre tributaries of Glen-Lyon Creek.

A proposal to provide for the protection of the mature mixed ravine forested area on the north-east portion of the site adjacent to Marine Drive is shown on **Figure 7 of Attachment 1** as *Site D*. This conservation area, including the associated riparian area, is about 6.7 acres in size.

3.2 *Transportation Network*

Within the context of the City's Official Community Plan and the adopted Burnaby Transportation Plan, the subject property is expected to provide for the connection of the road, transit, bicycle and pedestrian networks from Glenlyon Parkway at Marine Way through to Patterson Avenue and Marine Drive. Within the broader City context, this linkage will serve to connect the developing Business Centre areas of the Big Bend with Metrotown Town Centre. It will also enhance local and Burnaby access to the significant and developing park and trails systems within the Big Bend, which focus on providing public access to and enjoyment of the Fraser River foreshore.

Given constraints related to protection of riparian areas within the existing Sussex and Patterson Avenue road rights-of-way, and the change in slope on site from the low lying areas of the Big Bend at Glenlyon Parkway through to the intersection of Patterson Avenue and Marine Drive, there are limited options for the establishment of the required new road connection through the site.

Figure 5 of Attachment 1 illustrates proposals for the integration of the property with the City's transportation network. It also shows a viable option for the establishment of a central road alignment through the property connecting Glenlyon Parkway with Patterson Avenue via Marine Drive.

The proposed road network would provide an opportunity to review routing of transit services in the area to improve localized service, and to explore the potential of using this route to extend transit service from the Metrotown Centre Station through to the developing Business Centres areas of the Big Bend.

Figure 6 of Attachment 1 shows proposals for the pedestrian and bicycle network for the property including provisions for cycle road facilities, urban trails, sidewalks and pedestrian trails.

3.3 *Heritage Resources*

An initial review of the heritage character and resources on the property has identified a number of significant built and landscape heritage resources that warrant long-term protection and conservation. These include the 1902 D.C. MacGregor House, the c.1939 Barn designed by Provincial Architect, Henry Whittaker, and the historic landscape surrounding the mansion and barn including the gardens, rockeries, drives, pond, retaining walls and significant trees.

Specific proposals contained within the draft Plan for protection, enhancement and public enjoyment of the heritage resources on the property include:

- the establishment of a Heritage Precinct within the Plan and the development of a program for heritage revitalization to provide for the conservation, adaptive restoration and integration of the heritage buildings and resources as a prerequisite condition of the first phase of site development in conformance with the adopted Land Use Framework Plan.
- providing sufficient incentive to ensure the long-term adaptive re-use and conservation of heritage resources by accepting a mix of land use options within the Heritage Precinct and adjacent area that support the conservation of identified heritage buildings and resources.
- maintaining provision for public access to the Heritage Precinct as part of the requirements for redevelopment of the property. The extent of public access to the grounds within the Heritage Precinct would be determined in relation to the land use pursued within the Heritage Precinct and *Site A* shown on *Figure 7 of Attachment 1*.

- the adoption of a Heritage Designation Bylaw based on a completed Heritage Revitalization Plan to provide for the protection of designated and restored heritage buildings and landscapes within the Heritage Precinct.

Development of the comprehensive plan for the protection, restoration and adaptive re-use of the grounds and structures within the proposed Heritage Precinct would be required and secured as a prerequisite condition of the first phase of rezoning, subdivision and development of the New Haven property. The lands, structures and landscapes associated with the proposed Heritage Precinct are expected to remain within private ownership through future phases of development of the New Haven property and will be protected by the approved CD rezoning plan, Heritage Designation Bylaw and required covenants.

3.4 *Property Configuration*

Development objectives for the property, related to integration of the site into Burnaby's transportation system, protection of riparian area and the establishment of a ravine forest conservation area, and creation of a Heritage Precinct serve to define three larger development site areas within the New Haven site. These areas are labelled *Site A*, *Site B*, *Site C* and *Site D* on *Figure 7* of *Attachment 1*.

The site boundaries have been established in relation to the proposed road network and protected riparian and forested areas. Depending on the development pursued for the site, a further pattern of subdivision may be pursued within these larger parcels to support more specific development proposals. *Table 1* of *Attachment 1* provides detailed figures for the resulting site configuration, including site area proposed for development, park and open space, riparian protection, and roads. The following table summarizes proposed areas for development, riparian protection, park conservation lands and road.

Summary Site Areas	Estimated Area	Percentage
<i>Net Development Area (Including Heritage Precinct)</i>	<i>38.8 Acres</i>	<i>68.1%</i>
<i>Riparian Area</i>	<i>10.9 Acres</i>	<i>19.1%</i>
<i>Park / Conservation Area</i>	<i>4.7 Acres</i>	<i>8.2%</i>
<i>Roads (Estimated)</i>	<i>2.6 Acres</i>	<i>4.6%</i>
TOTAL SITE AREA	57 Acres	100%

3.5 Land Use Designations

Within the defined site areas, key land use objectives have been identified for the property in relation to the neighbouring development patterns and in keeping with the broader objectives of the prevailing adopted Big Bend Development Plan. Primary land use objectives proposed for the northern portion of the property adjacent to Marine Drive (*Sites A and D*) include:

- providing for the preservation, restoration, adaptive re-use and long term protection and maintenance of the significant heritage buildings and features associated with the MacGregor House.
- protecting the existing mature ravine forest landscape adjacent to Marine Drive and Sussex Creek.
- establishing a compatible relationship to the adjacent South Slope residential area.

The lower lying portion of the property associated with *Sites B and C* falls within the development context of the Big Bend Development Plan. Prevailing land use objectives within the Big Bend include supporting the development of higher quality and amenity Business Centres for office, specialized production, and light industrial uses; providing for protection and public enjoyment of the Fraser River waterfront and natural features; and supporting the long term protection of designated lands within the Agricultural Land Reserve (ALR). Within this context, primary land use objectives proposed for the lower lying portion of the New Haven property (*Sites B and C*) include:

- supporting development that is compatible with and contributes to the existing and emerging higher quality office, specialized production and light industrial developments in the Big Bend. Focussing development on non-ALR land serves to reduce development pressure on designated ALR lands within the Big Bend area.
- ensuring that such development makes a substantive contribution to the employment and tax base objectives articulated within the City's Official Community Plan.
- taking advantage of the strategic location of this property in relation to regional transportation networks, other higher profile Business Centres, and area park, recreation and open space amenities.

Land use designations for the property have been prepared in relation to these broader objectives, while respecting the prevailing directions for development within the Big

Bend area. The proposed designations also take into consideration the structural elements defined for the property in relation to heritage objectives, riparian protection, and pedestrian, cycle and road network linkages. Development of the property is to be undertaken in a comprehensive manner to ensure that City objectives for the development of the site, including servicing, environmental protection, heritage revitalization and road and pedestrian networks, are achieved in an integrated manner. Prerequisite conditions for development of any portion of the property will be established through the rezoning and subdivision approval processes to ensure that these primary objectives for the development of the property are achieved on a comprehensive basis.

The following summarizes proposed land use designations shown on **Figure 8** of **Attachment 1** for *Sites A, B, C and D* defined within the New Haven property:

3.5.1 Site A – Heritage Precinct

The land use designation for *Site A* is expected to achieve stated objectives for the restoration and long term protection of designated heritage buildings, associated landscapes, and the accommodation of public access and enjoyment within the grounds of the Heritage Precinct. Potential uses for designated heritage buildings within the Heritage Precinct could include restaurant, office, and/or residential use. The selection of a specific adaptive re-use for the heritage structures would be determined as part of a future required heritage revitalization plan.

The remaining development area of *Site A* is intended to provide sufficient land area to accommodate a use that would also support the long term maintenance and preservation of the features within the Heritage Precinct. On this basis, *Site A* is designated to accommodate a limited component of residential townhousing. A net site area of approximately 6.2 acres is proposed for RM1 Residential District townhouse development at a maximum density of 12 - 14 units per acre with a maximum floor area ratio of 0.45. Depending on the mix of unit sizes, this would allow for the development of between 75 and 90 units with 200 - 250 residents. This residential strata development on *Site A* would assume the responsibility for maintenance of the restored features within the Heritage Precinct with the initial restoration of the House, barn and grounds secured as part of the first phase of comprehensive development of the New Haven site.

3.5.2 Sites B and C – Business Centre - Office Use and Compatible Light Industrial Uses

The Business Centre designation for *Sites B and C* is consistent with and contributes to the existing and emerging higher quality office, specialized production and light

industrial developments in the Big Bend. This designation would support the development of business office, high-technology, research and development, specialized production and production studio uses, as well as other compatible light industrial uses defined within the M5 Light Industrial and B1 Business Centre Districts which involve clean processes fully contained within an enclosed building. Full development of Sites B and C would result in approximately 600,000 square feet of office and industrial floor space.

Developments fronting and visible from Marine Way and the Glenlyon Parkway extension would be expected to incorporate a high component of office uses consistent with the developing higher quality and higher amenity business centre office and specialized industrial uses associated with the nearby Glenlyon Business Park. Business Centre sites located off these main frontages could support other compatible specialized and light industrial uses. These uses would make a contribution to the City's industrial strategy objectives in support of high quality and amenity development in the Big Bend area which contribute to the City's employment and tax base objectives.

3.5.3 Site D – Park Conservation Area

Site D is designated for park conservation purposes to provide for the protection of this ravine forested area adjacent to Marine Drive. Public trail access through this area would be provided with connection to the Heritage Precinct and the Sussex Creek trail leading to the Riverway Sports Complex. The area required for riparian protection within *Site D* is approximately 2.0 acres. An additional area of 4.7 acres is proposed for conservation purposes creating a total park conservation area for *Site D* of 6.7 acres.

The following table summaries general development statistics for proposed uses:

Land Use	Site	Net Area (Acres)	Typical Density	Development Potential
Heritage Precinct RM1 Residential Townhousing	<i>Site A</i>	6.2	0.45 FAR	121,000 sq.ft. 75 - 90 Units
Business Centre	<i>Sites B & C</i>	30.3	0.45 FAR	594,000 sq.ft.
Park Conservation Area	<i>Site D</i>	4.7		
Riparian Areas	<i>Sites A, B, C & D</i>	10.9		
Net Development Area		36.5		

4.0 PROPOSED CONSULTATION PROCESS

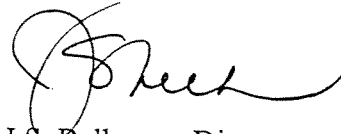
This draft Land Use Framework Plan has been prepared for Committee and Council endorsement as a basis for public review. With endorsement of the draft proposals presented in *Attachment 1* of this report, staff would initiate a consultation process for review on the draft Plan by:

- advertising the availability of the draft Plan for public review in the local newspapers.
- making the draft Plan available at all Burnaby public libraries, on the City Web site, at the Planning Department, and by e-mail, post or fax on request.
- advertising and hosting an open house event at an appropriate location in the area to receive public comment on the draft Plan. Notice of the open house would be advertised in the Burnaby NewsLeader and Burnaby Now newspapers. Notices would also be distributed by mail to properties in adjacent areas to the New Haven site.
- meeting with community groups, organizations, and individuals, on request, to review the report and receive comments.

Following completion of the public consultation process, staff would prepare a report on the input received along with finalized proposals for Committee review and Council approval. Council adoption of the Plan would also provide the basis for amendment of the Big Bend Development Plan and any required Official Community Plan (OCP) amendment bylaw to reflect an adopted Land Use Framework Plan.

With Council adoption, the Land Use Framework Plan would provide the basis for the development of a detailed Conceptual Development Plan for the property. The detailed Conceptual Development Plan would be prepared by the property owner in accordance with the directions contained in the adopted Land Use Framework Plan. The detail Conceptual Development Plan would be advanced for Council approval as the basis for rezoning of the New Haven property from its prevailing Regional Institutional (P6) District designation to Comprehensive Development (CD) District. This would then provide the basis for review and rezoning approval for specific phases of development within New Haven consistent with the adopted Conceptual Development Plan.

The draft development Plan proposals summarized in this report and presented in *Attachment I* have been prepared for Council endorsement as a basis for initiation of a public review process as outlined above.



J.S. Belhouse, Director
PLANNING AND BUILDING

LP/sa/jc
Attachment (1)

cc: City Manager
Director Engineering
Director Finance
Director Parks, Recreation & Cultural Services

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