

CITY OF BURNABY
HOUSING COMMITTEE

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*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

RE: DRAFT LAND USE FRAMEWORK PLAN - NEW HAVEN

RECOMMENDATIONS:

1. **THAT** Council authorize staff to seek public input on alternative road options for the New Haven property, as outlined in this report.
2. **THAT** Council authorize the distribution of this report to individuals that provided comment on the draft New Haven Land Use Framework Plan.

REPORT

The Housing Committee, at its Open meeting held on 2003 October 28, received and adopted the attached report conveying the results of the public consultation process undertaken for the New Haven property located in the Big Bend Development Plan area and requesting authorization to undertake a further consultation process on alternative road options for the property. The Committee advised that a subsequent report on the results of this consultation process will be prepared for Council providing a finalized Land Use Framework Plan incorporating the selected road option and other amendments.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor D. Johnston
Vice Chair

Councillor C. Jordan
Member

COPY - CITY MANAGER
- DIRECTOR PLANNING & BUILDING

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

2003 October 29

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: PL 71100-20
New Haven - Public Consultation

SUBJECT: DRAFT LAND USE FRAMEWORK PLAN - NEW HAVEN

PURPOSE: To convey the results of the public consultation process undertaken for the draft Land Use Framework Plan for the New Haven property located in the Big Bend Development Plan area, and to seek Council authority to undertake a further consultation process on alternative road options, as outlined in this report.

RECOMMENDATIONS:

1. **THAT** Council authorize staff to seek public input on alternative road options for the New Haven property, as outlined in this report.
2. **THAT** Council authorize the distribution of this report to individuals that provided comment on the draft New Haven Land Use Framework Plan.

REPORT

1.0 INTRODUCTION

On 2003 May 26, Council endorsed a draft Framework Plan for the New Haven property located within the Big Bend Development Plan area as a basis for further review and public comment. A summary of the draft Plan is shown on *Figure 1*. Following Council endorsement of the draft Framework Plan, staff initiated a public consultation process to provide an opportunity for Burnaby residents and businesses to review and provide comment on the draft Plan.

This report summarizes the issues raised through the public consultation process, and provides a response to comments received as summarized by subject area. In response to the primary issue raised by the community in relation to the draft Plan proposal for the Glenlyon Parkway extension, this report also presents alternative road options for the New Haven property. With Council authorization, staff would undertake to consult with the broader community to identify a preferred road option.

Following receipt of further input on the alternative road options presented in this report, a subsequent report on the results of this consultation process would be prepared for the Housing Committee and Council together with a finalized Land Use Framework Plan for the property that:

Draft Land Use Framework Plan Summary

Draft Plan proposals include:

Environment

Protection and re-establishment of Glen-lyon and Sussex Creek watercourses and riparian areas, and protection of the ravine forest area within *Site D* associated with Sussex Creek adjacent Marine Drive, encompassing 27% (15.6 acres) of the site.

Heritage

Designation of a Heritage Precinct to provide for the protection, restoration and adaptive re-use of the 1902 MacGregor House, barn and surrounding grounds and landscape features.

Residential

Creation of a residential enclave for development of 75 to 90 townhouse units in association with the Heritage Precinct on *Site A* to establish an economically viable context for the long term preservation and maintenance of the Heritage Precinct.

Business Centre

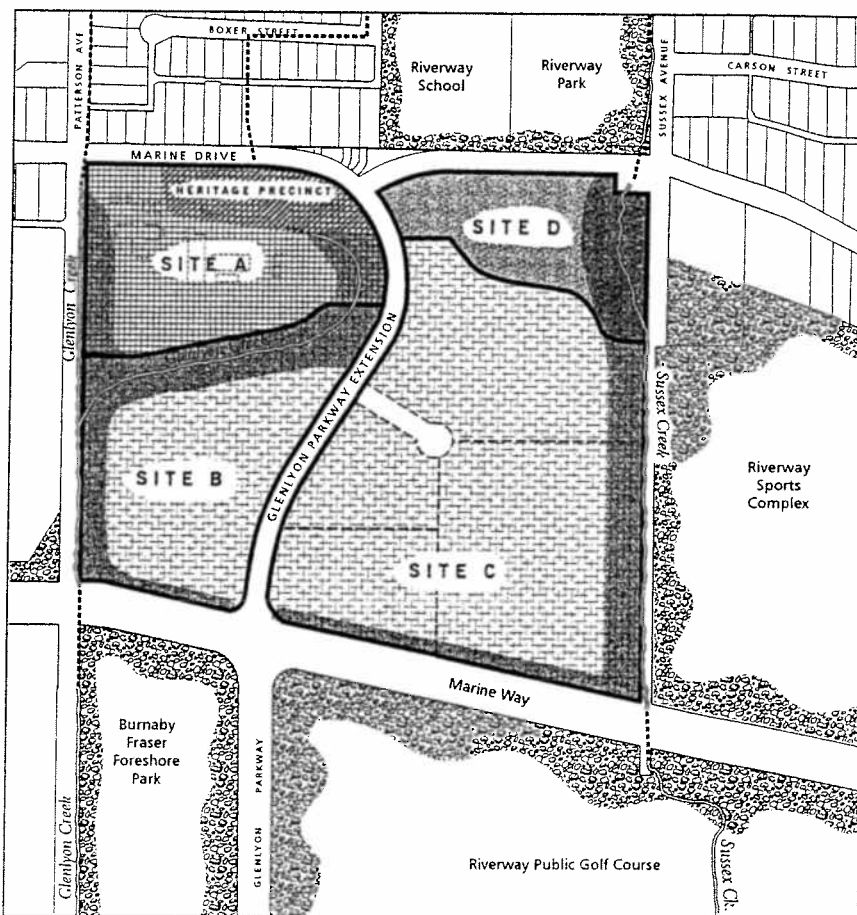
Designation of *Sites B and C* for future Business Centre development for office, specialized production and compatible light industrial uses to make a substantive contribution to the City's tax base and employment objectives.

Transportation

Integration of the site with the City's planned road, cycling and pedestrian networks, including the Glenlyon Parkway extension, and urban trail, cycle road and pedestrian networks.



MacGregor House c. 1902



New Haven - Draft Land Use Framework Plan



Urban Trail - Glenlyon Parkway to Patterson and Marine Drive

Key	Land Use Designations
Riparian / Conservation Areas (10.9 acres)	Residential (Townhousing) Use (Site A - 6.2 acres)
Open Watercourses	Business Centre (Site B + C - 30.3 acres)
Piped sections of watercourses	Ravine Conservation Area (Site D - 6.7 acres)
Heritage Precinct (2.3 acres)	
Potential Subdivision Pattern	
Park / Open Space	
Total Site Area - 57 acres	

- integrates the selected road option with the other components of the Land Use Framework Plan;
- incorporates suggested amendments to the Plan as outlined in this report; and
- addresses other issues and refinements to the Plan arising from the further public consultation process proposed in this report.

At that time, specific recommendations would also be brought forward for any arising amendments to the City's Official Community Plan, Big Bend Development Plan and the Burnaby Transportation Plan, as well as a City initiative for the Comprehensive Development (CD) rezoning of the property based on the finalized Land Use Framework Plan.

2.0 PUBLIC REVIEW PROCESS

Following Council endorsement of the draft Land Use Framework Plan for the New Haven property, staff initiated the prescribed public consultation process. A summary of the draft Framework Plan and notice of the Open House was mailed to approximately 600 residents, businesses, and property owners in the immediate South Slope area extending from Rumble Street to Marine Way between Kaymar Ravine Park and Grey Creek Ravine Park.

The availability of the draft Plan for review and the scheduled Open House event was also advertised in two editions of local Burnaby newspapers. The draft Plan, notice of the Open House event, and contact information for submission of comments were posted on the City web site. As part of the review process, input was also sought from the Parks Commission, Heritage Advisory Committee, the Burnaby School District, and the Environmental Review Committee.

About 65 people attended the Open House held at the South Slope Elementary School on 2003 June 26. At the time of preparation of this report, staff have received about 55 written submissions regarding the draft Plan. In addition, Council has received several delegations from local residents in the Marine Drive and Patterson Avenue area, as well as a petition gathered from the South Slope area opposing the Glenlyon Parkway road extension proposal presented in the draft Plan.

3.0 SUMMARY OF PUBLIC COMMENTS

Staff have reviewed the public comments received, and have undertaken to summarize the key issues identified through the public consultation process. A document consolidating all of the comments submitted in reference to the draft Plan has been provided to the Housing Committee and Council under separate cover. This document is also available from the Clerk's Office and the Planning and Building Department on request.

The vast majority of comments received were related to the proposal in the draft Plan for the extension of Glenlyon Parkway through the New Haven site from Marine Way to Marine Drive. In addition, a broad range of other comments were received in response to the draft Plan. In general, comments on the land use components of the draft Plan were generally supportive particularly in relation to objectives for the Heritage Precinct, Park Conservation area and riparian protection objectives. A mixed range of comments was received in relation to the proposal for the accommodation of 75 - 90 townhouse units. There was general acceptance of the Business Centre designation for the lower lying portion of the site provided that access to this use was only available from Marine Way. Comments were also received expressing concern that the specific uses and development of the Business Centre lands be undertaken in a manner compatible with the nearby residential and parklands to minimize any adverse or negative impacts. Comments suggesting alternative land uses for the property were also received for the use of the property for conservation, agriculture, and public use purposes.

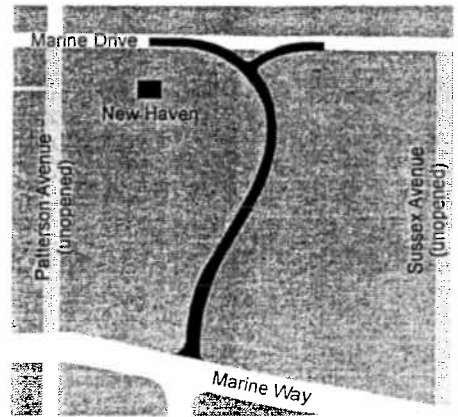
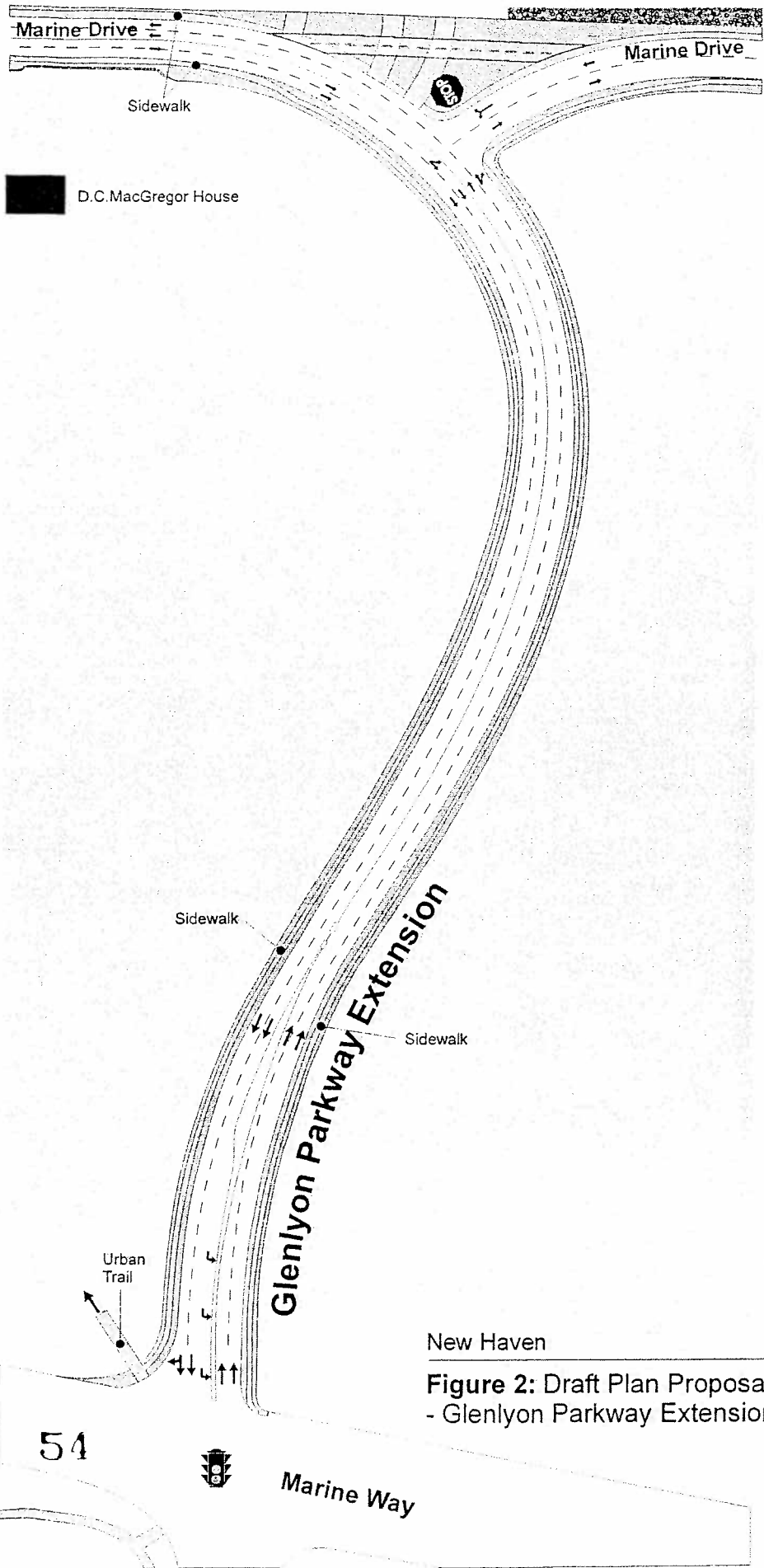
The following provides a summary of the key issues raised through the consultation process. Summarized comments are shown in italics under the heading of "**Public Comment**". For each summarized comment, a response has been prepared providing either further information, discussion of the issue, or specific amendments for incorporation into a finalized draft Plan document. In response to the substantial community input received regarding the proposal of the Glenlyon Parkway extension, alternative options for the development of the road network for the New Haven property are also presented as a basis for further public consultation.

3.1 Glenlyon Parkway Extension

***Public Comment:** The vast majority of comments received expressed significant opposition to the proposal in the draft Plan for the extension of Glenlyon Parkway through the New Haven site to Patterson Avenue at Marine Drive. Concerns regarding the proposal for the road network were primarily related to anticipated neighbourhood impacts arising from the introduction of additional traffic on Marine Drive and Patterson Avenue. Concerns were expressed regarding an extensive range of impacts that could arise from the proposed change to the road network including effects on residential property in the area arising from increases in traffic congestion, commuter traffic, truck traffic, vehicle noise, air pollution, vehicle and pedestrian accidents, and speeding vehicles.*

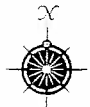
3.1.1 Response:

The draft Plan for the New Haven property presented a proposal for a road connection through the New Haven property extending from Marine Way at Glenlyon Parkway through to Marine Drive. This road connection is shown in context with the draft Plan on *Figure 1*, and in detail on *Figure 2*.



New Haven

**Figure 2: Draft Plan Proposal
- Glenlyon Parkway Extension**



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Marine Way

This proposed road connection between Marine Way and Marine Drive through the New Haven property is reflected within the City's adopted Official Community Plan, the Big Bend Development Plan, and the Burnaby Transportation Plan. The internal alignment of the road through the New Haven site was adjusted from a direct connection to Patterson Avenue to a modified T-intersection with Marine Drive, midway between Patterson and Sussex Avenue, in order to minimize impacts on open watercourses within the New Haven property (Glenlyon Creek).

The proposed Glenlyon Parkway extension is intended to support development within the New Haven site, and to provide for an improved connection between the developing Business Centres in the Big Bend and other areas, facilities and services within the City. As well, it would provide for improved community access from the South Slope to Marine Way and to the parkland, trails and other amenities within the Big Bend area.

In response to resident requests for specific information on the current and potential future traffic volumes in the Marine Drive and Patterson Avenue area, traffic counts were taken in September of this year on streets in the vicinity of the New Haven development. The traffic counts ranged from 150 vehicles per peak hour on Sussex Avenue to 3,000 vehicles per peak hour on Marine Way. Traffic count numbers represent the total number of vehicles moving in both directions. Marine Drive adjacent to the New Haven site is accommodating about 800 to 1,000 vehicles during the morning peak hour, with Patterson Avenue accommodating 450 vehicles during the per peak hour between Marine Drive and Rumble, and about 700 vehicles during the peak hour between Rumble and Imperial. Marine Drive and Patterson Avenue have an upper design capacity of approximately 1,800 vehicles per hour. At this time, Marine Drive and Patterson Avenue are operating below capacity. There is, however, currently some traffic queuing at the intersection of Marine Drive and Patterson Avenue.

In order to determine future changes in traffic volumes on Marine Drive and Patterson Avenue, staff have undertaken to project future traffic volumes based on current traffic patterns and volumes from existing developments, assuming the full development of the New Haven site in accordance with the draft Plan and completion of the proposed Glenlyon Parkway Extension. The projection for future traffic volumes showed that the proposed Glenlyon Parkway extension would accommodate approximately 275 vehicles during the morning peak hour. At the same time, the proposed modified t-intersection on Marine Drive would serve to reduce through traffic volumes on Marine Drive by about 75 to 150 vehicles during the peak hour by interrupting the through continuity of this route. This resulted in a projected net increase on Marine Drive of 125 to 200 vehicles during the peak hour bringing the peak hour volumes to about 925 to 1,200 vehicles. At the same time, the current peak hour traffic volumes on

Patterson Avenue between Marine Drive and Rumble (450 vehicles per hour) would be expected to increase by approximately 100 vehicles during the peak hour. North of Rumble, the model projections did not indicate a change in peak hour volumes. In summary, the projected volumes on Marine Drive and Patterson Avenue, based on full development of New Haven and current traffic patterns, would be within the carrying capacity of existing roads. Over time, however, the number of vehicles accommodated on the proposed Glenlyon Parkway Extension, Marine Drive and Patterson Avenue could be expected to increase with new growth in the City and further development of other Business Centre lands within the Big Bend area.

In comparison, development of the New Haven site without a connection between Marine Way and Marine Drive is projected to only increase traffic on Marine Drive by about 50 vehicles during the peak hour, and by approximately 25 vehicles on Patterson Avenue. This is the peak hour traffic movements that would be expected to be generated by the 75 - 90 townhouse units proposed for *Site A* shown on *Figure 1*.

3.1.2 Potential Alternative Road Options

The projected changes in traffic volumes arising from the proposed extension for Glenlyon Parkway from Marine Way to Marine Drive are within the design capacity of the Marine Drive and Patterson Avenue routes. At the same time, any increase in existing traffic volumes on Marine Drive and Patterson Avenue is viewed as unacceptable by residents near and on these routes, as expressed in the written submissions received in response to the draft Plan. To address resident concerns regarding the potential impacts of increased traffic volumes on Patterson Avenue and Marine Drive, staff have undertaken to prepare two alternative road network options for the New Haven property.

Each option, discussed below, represents a viable alternative that would serve the land use designations contained within the draft Land Use Framework Plan, shown on *Figure 1*. A table summarizing the features of each option in comparison with the road proposal contained in the draft Plan is shown in *Table 1, attached*.

For each option, Marine Drive, between Patterson Avenue and Sussex Avenue, is proposed to provide for one travel lane in each direction, with provision for on-road cyclist and abutting sidewalks. In order to minimize the pavement width on Marine Drive to maintain existing driveway accesses and to minimize any impact related to the future re-construction of Marine Drive across the New Haven property frontage on existing trees in the area, the typical provision for on-street parking on both sides of the street is proposed to be removed.

Option A: Centred Cul-de-Sac Roads (Figure 3)

This option creates a *north leg cul-de-sac road* and the *south leg cul-de-sac road* removing any through road connection for traffic across the New Haven site between Marine Way and Marine Drive. The land area previously required for road under the draft Plan proposal would be incorporated into the adjacent development sites, riparian area or park conservation site based on a revised subdivision layout. This option would preclude the movement of all traffic through the New Haven site between Marine Drive and Marine Way. Specific features of this road option shown on **Figure 3** include:

i) Key Elements

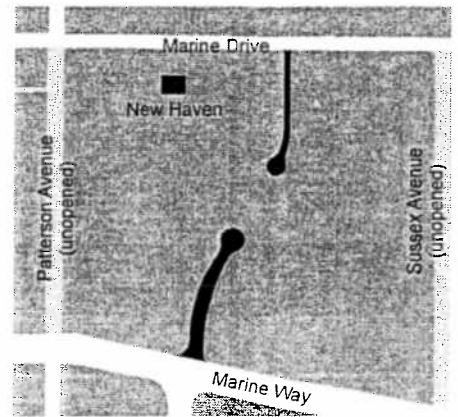
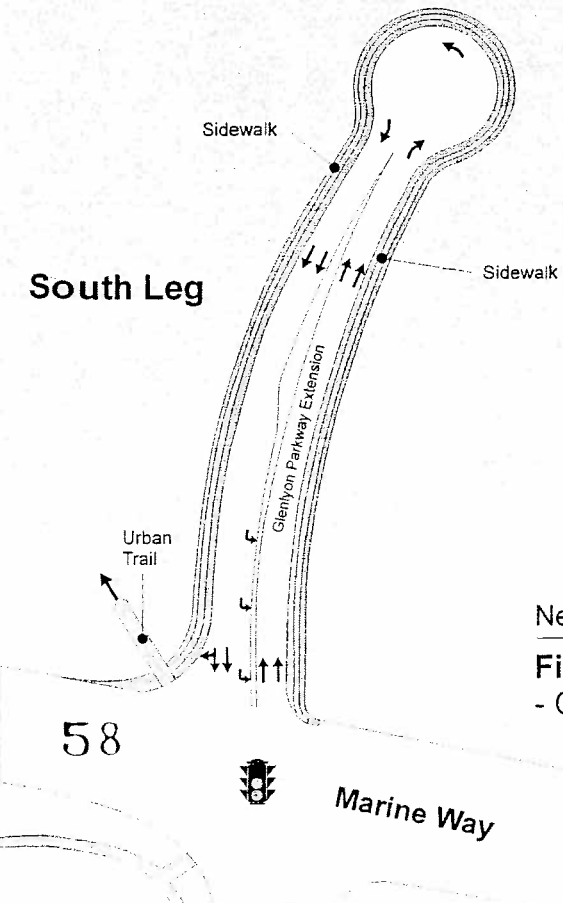
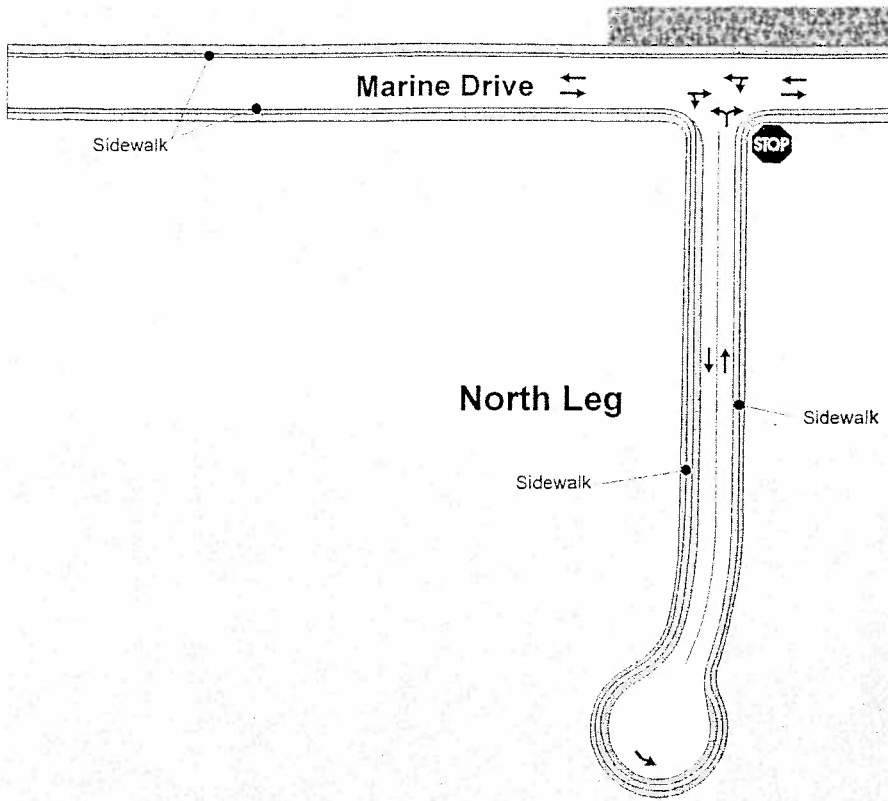
- a residential standard cul-de-sac road (two lanes) on the *north leg*
- an industrial standard cul-de-sac road (four lanes) on the *south leg*
- no road linkage between the *north leg* and *south leg cul-de-sacs*
- driveway access would be taken from the cul-de-sac bulb
- a stop sign north bound at Marine Drive at a t-intersection
- a traffic signal controlled intersection at Glenlyon and Marine Way

ii) Road Function

- no through continuity between the cul-de-sac roads for vehicle traffic
- access to Business Centre sites taken from Marine Way
- access to residential/heritage precinct sites taken from the *north leg cul-de-sac*

iii) Discussion

This road network option would minimize any change or increase in traffic volumes on the Marine Drive and Patterson Avenue routes. All Business Centre traffic would be directed to Marine Way, while only local resident traffic associated with the 75 - 90 townhouse units within *Site A* and the Heritage Precinct would have direct access to Marine Drive at a t-intersection. This road configuration is projected to result in an increase in peak hour traffic volumes of about 50 vehicles on Marine Drive, and of about 25 vehicles on Patterson Avenue. The centred location of the *north leg cul-de-sac road* would not focus the residential traffic from the townhouse / heritage precinct site at the Patterson Avenue intersection, and as such, this would also result in some reduction in the proportion of new residential traffic from the townhouse site that would use or be directed to the Patterson Avenue route.



New Haven

Figure 3: Alternative Road Option A
- Centred cul de sac Roads



Option B: Off-set Cul-de-Sac Roads (Figure 4)

This option is a variation of *Option A*. The *north leg cul-de-sac road* in this option is relocated from the centred alignment, shown in *Option A*, to an alignment on the west side of the New Haven property at Patterson Avenue. This option would create a standard four-way stop sign controlled intersection at Marine Drive and Patterson Avenue. The *south leg cul-de-sac road*, providing access to the Business Centre portion of the property from Marine Way, is based on the same road geometric as shown in *Option A*. Specific features of this road option shown on **Figure 4** include:

i) Key Elements

- a residential standard cul-de-sac road (two lanes) at Patterson Avenue
- an industrial standard cul-de-sac road (four lanes) at Marine Way
- no road linkage through the property between Marine Way and Marine Drive
- driveway access would be taken from the cul-de-sac bulb
- a four-way stop sign controlled intersection at Marine Drive and Patterson
- a traffic signal controlled intersection at Glenlyon and Marine Way

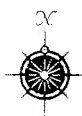
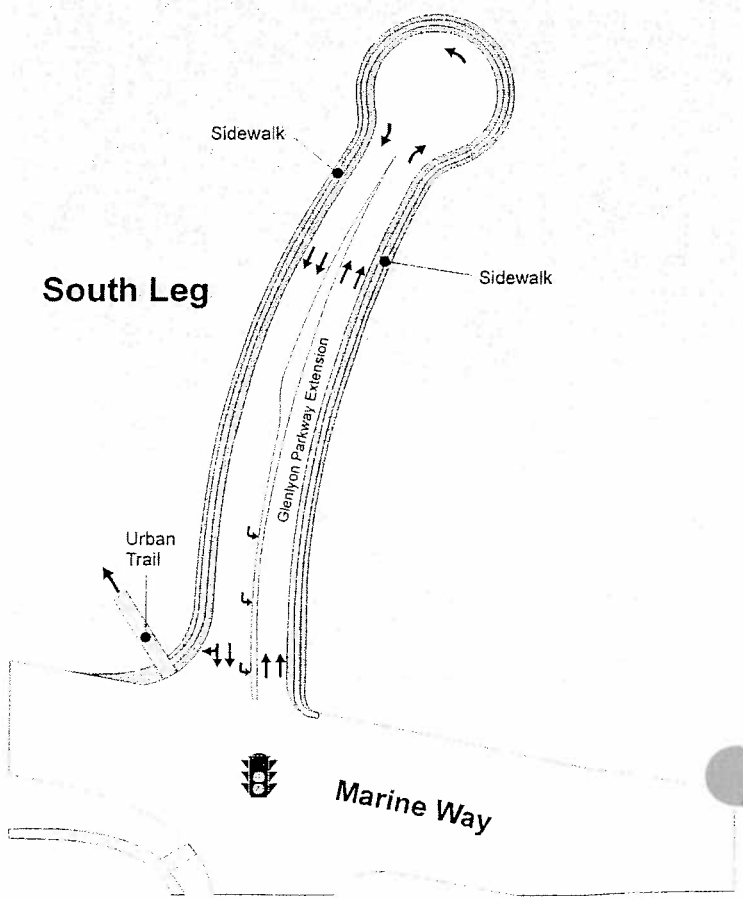
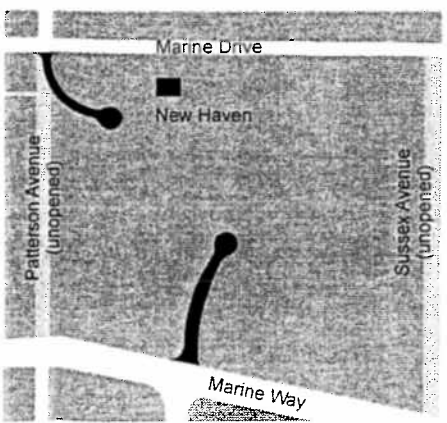
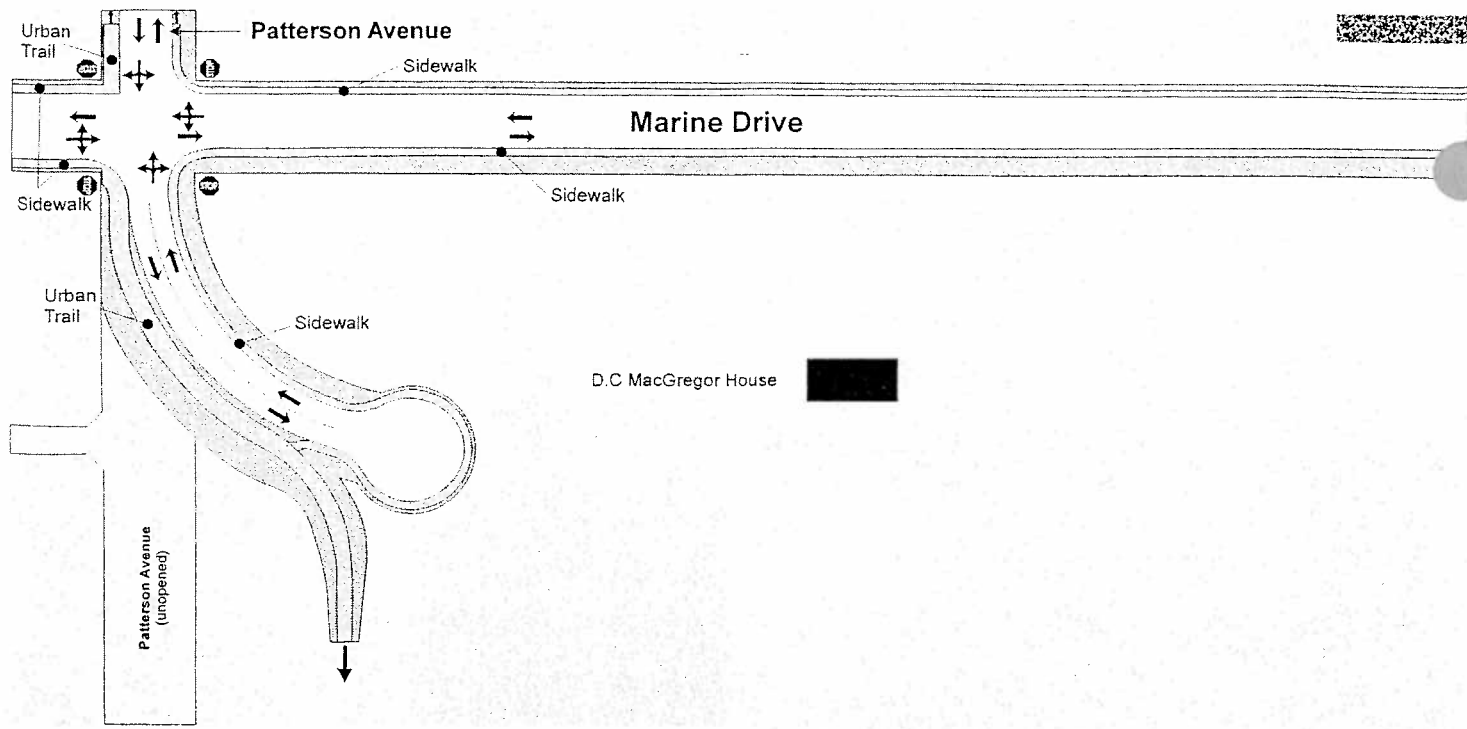
ii) Road Function

- access to Business Centre sites from Marine Way
- access to the residential / heritage precinct site from the *north leg cul-de-sac road* at the Patterson Avenue and Marine Drive intersection
- no through continuity for traffic between Marine Way and Marine Drive

iii) Discussion

This option would also minimize any change or increase in traffic volumes on the Marine Drive and Patterson Avenue routes in that it continues to preclude through vehicle movements across the New Haven property between Marine Way and Marine Drive. All Business Centre traffic would access the site from Marine Way, while only local resident traffic associated with the 75 - 90 townhouse units within *Site A* and the Heritage Precinct would have direct access to the Marine Drive and Patterson Avenue intersection.

This option, however, does focus the residential traffic from the townhouse units proposed for *Site A* at the Patterson Avenue and Marine Drive intersection. This would likely result in a slight increase in the proportion of residential traffic accessing the townhouse development that would use the Patterson Avenue route in comparison with *Option A*.



New Haven

Figure 4: Alternative Road Option B
Off-set Cul de sac Roads

In terms of traffic movements on Marine Drive, in comparison to *Option A*, this option does not introduce a new intersection on Marine Drive, but creates a standard four-way intersection at the existing Marine Drive and Patterson intersection. This option would, however, have some impact on the top section of the Glenlyon Creek as the Patterson Avenue storm pipe would need to be extended to allow for the construction of the cul-de-sac road shown on *Figure 4*. Staff have discussed this option with representatives of the Department of Fisheries and Oceans (DFO) on the Environmental Review Committee, and are advised that this option could only be implemented with DFO authorization and appropriate on-site habitat compensation. Further input will be sought from DFO on the implications of this options within the overall development framework for the property and the riparian protection objectives contained in the draft Plan.

3.1.3 Community Consultation

The two alternative options for the New Haven road network have been prepared to provide a basis for community input towards the selection of a preferred option to incorporate within a finalized Land Use Framework Plan for the New Haven property. The options presented reflect many of the suggestions received from the community on possible alternative approaches to service the New Haven property to minimize traffic impacts on existing neighbourhood collector roads in the area.

To gather community opinion on these options, it is proposed that a questionnaire summarizing the options be distributed within the south slope residential and Big Bend area. In response to previous community requests, staff would propose to broaden the boundaries of the direct mailing to encompass the area generally bounded by Imperial Avenue to the north, Sussex Avenue/Rumble Street/Grey Creek Ravine Park to the east, Glenlyon Parkway to the south, and Kaymar Creek Ravine Park to the west. The questionnaire would also contain a notice for an Open House tentatively scheduled for 2003 November 27 at the South Slope Elementary School Gym. Staff would be available at the Open House to explain the road options, answer questions, and receive comments and completed questionnaire forms.

The input received from the public consultation would be summarized for Committee and Council. The public comments received and the responses to the questionnaire would be evaluated together with input from DFO to identify the preferred alternative road network option for inclusion within a finalized Land Use Framework Plan document for subsequent Committee endorsement and Council adoption.

3.2 Land Use Issues

Overall, the public comments received were generally supportive of the land use designations for the property, particularly in relation to heritage preservation objectives, designated parkland areas, riparian areas, and watercourse protection. There was general acceptance of the Business Centre uses on *Sites B and C*, which are within the lower lying land area generally associated with the Big Bend, provided that access to these sites was taken only from Marine Way. Comments were received expressing concern that the specific uses and development of the Business Centre lands be undertaken in a manner compatible with the nearby residential and parklands to minimize any adverse or negative impacts. Comments on the incorporation of 75 - 90 townhouse units within *Site A* were somewhat mixed with suggestions for no residential component, exclusively single family residential development, and a greater range and number of townhouse units. There were also a broad range of comments suggesting alternative land uses to preserve the site as is, for agricultural use, or to use the lands for other public purposes such as parkland, recreation, sports fields or habitat protection purposes.

The following presents a consolidated summary of the range of land use comments and issues received through the public consultation along with a response providing either further information, discussion of the issue, or specific amendments for incorporation into the finalized draft Plan document.

3.2.1 Heritage Precinct

Public Comment: *Comments received were generally supportive of the overall objectives related to the conservation of the heritage features, landscapes and buildings within the designated Heritage precinct. A range of comments were also received expressing support for the maintenance and enhancement of public access to the Heritage Precinct and the accommodation of uses within the heritage structures that would serve or be of general benefit to the community.*

Response: The draft Plan provides for the designation of a Heritage Precinct for conservation and adaptive re-use of the MacGregor House, barn and surrounding grounds and landscape features within a 2.3 acre area. A key objective of the Framework Plan for the Heritage Precinct is the provision of public access through the Heritage Precinct for public enjoyment of the Heritage Precinct as part of the overall development of the property. The costs associated with the conservation and adaptive re-use of the Heritage Precinct are expected to be carried by the development, at no cost to Burnaby taxpayers, with the associated lands and buildings remaining in private ownership as an integrated part of the strata townhouse development on *Site A*, shown on *Figure 1*.

A comprehensive heritage revitalization plan will be required to provide for the conservation, adaptive restoration and integration of the heritage buildings and resources with new development on the site. As noted in the draft Plan, this work will also result in the selection of a specific adaptive re-use for the heritage structures and associated land area. The draft Plan identified a range of potential uses including, but not limited to, office, restaurant or residential use.

In response to public comments received, staff would propose that the draft Plan be *amended* to emphasize that the adaptive re-use study for the Heritage Precinct would include the specific evaluation of options to provide for uses that are generally accessible to the public and of benefit to the neighbourhood and surrounding community. Publically accessible uses identified through the public consultation include space for community groups, offices and programs, restaurant, meeting rental space, reception space, daycare, and other community serving uses. This amendment would *not* affect the broad objective for the cost of the heritage conservation program, adaptive re-use and ongoing maintenance and operating cost for the Heritage Precinct to be supported and provided for by the private development accommodated on the New Haven lands.

3.2.2 Residential Townhouse Use

Public Comment: *Comments on the incorporation of 75 - 90 townhouse units within Site A were somewhat mixed with suggestions for no residential component, single family residential, and a greater range and number of townhouse units.*

Response: The draft Plan designates *Site A* for the accommodation of 75 - 90 townhouse units on a net site area of about 6.2 acres, or about 11% of the New Haven site. This land use is intended to establish an appropriate and economically viable context for the conservation and long term maintenance of the features within the Heritage Precinct, and to establish a compatible use with the single family area north of Marine Drive. The townhouse form also makes efficient use of the available land base in comparison to single family lots to allow for the protection of areas for heritage, riparian, and park purposes. It also allows for greater control of building siting in relation to tree protection objectives, heritage features, site grades, and access points. The townhouse site, the Heritage Precinct, the park/conservation area on *Site D*, and the riparian areas will provide for a significant buffer between the single family area north of Marine Drive and the proposed Business Centre uses on *Sites B and C*. Based on these objectives, and the public comments received, staff would not propose any specific amendment to the townhouse designation for *Site A* within the draft Plan, and are not proposing any increase in site area or units for residential development.

3.2.3 Business Centre Uses

Public Comment: *There were few concerns expressed regarding the Business Centre uses on Sites B and C, which are within the lower lying land area generally associated with the Big Bend, provided that access to these sites was taken only from Marine Way. More specific questions and comments were received on the type of industrial uses that could be accommodated, and the compatibility of Business Centre uses with the nearby residential and parklands.*

Response: *Sites B and C are designated within the draft Plan for Business Centre uses. A Business Centres designation would generally allow for the development of business office uses, high-technology, research and development production studio, and other compatible light industrial uses under the Light Industrial (M5) District and Suburban Business Centre (B1) District contained within the Burnaby Zoning Bylaw. These uses are required to be accommodated with completely enclosed buildings with no outdoor storage or processing components. These uses would be generally compatible with nearby residential and parklands in that they do not accommodate general or heavy industrial activities that could require outside storage and processing activities with a significant component of truck traffic.*

Current developments within the Glenlyon and Riverfront Business Parks are reflective of the range and type of uses that could be accommodated on *Sites B and C* shown on **Figure 1**. These uses range in scope from the office and research functions associated with the Glenlyon development which accommodates companies, such as Telus, Nokia, Ballard Power, and Inex, to light industrial development within the Riverfront Business Park which accommodates light manufacturing and warehouse companies such as Stylus, Grand and Toy, and Core-Mark. Within the New Haven site, developments fronting Marine Way and the new road extension into the site would be expected to accommodate a high component of office, research and development or specialized industrial uses similar to the those within the Glenlyon Business Park. Areas off the main frontages could accommodate more typical light industrial uses involving clean processes. In order to meet the employment targets expressed in the draft Plan, approximately 50% of the development lands associated with *Site B and C* would be developed for higher order office, film production and research and development uses.

However, in order to provide for specific direction and greater certainty for the longer term future development and location office and light industrial uses within *Sites B and C* to meet the office component, employment and compatible industrial development objectives currently expressed in the draft Land Use Framework Plan, it is proposed that the Framework Plan be *amended* to provide a specific subdivision

lot pattern for *Sites B and C* along with designations and development guidelines for specific lots for Suburban Business Centre (B1) District and Light Industrial (M5) District uses. This amendment will be included within the finalized Land Use Framework Plan for the New Haven property to be submitted to the Housing Committee and Council following further public input on a preferred road option.

3.2.4 Business Centre Landscaping and Parking Standards

Public Comment: *Comments were received expressing support for the incorporation of native plant material within landscaped areas of Business Centre sites, and use of underground parking facilities to allow for a reduction in surface parking areas.*

Response: Development within the Big Bend area is typically accommodated in one to two storey buildings with surface parking. Peat soil conditions in the area, and flood proofing requirements generally preclude the development of higher buildings with underground parking. Areas of development sites not used for the building footprint, parking, loading and driveways are required to be fully landscaped. Recent guide plans completed by the City have placed an emphasis on the use of native shrubs and ground cover and draught resistant plants in place of grass to assist in water conservation and to provide green linkages to adjacent natural areas to support birds and other wildlife. Similar requirements will be incorporated as part of site specific development within New Haven, and will be reflected in the detail conceptual plan of development to be undertaken following Council adoption of a finalized Land Use Framework Plan for the property.

3.2.5 Local Commercial Uses

Public Comment: *Several comments were received noting that the Marine Drive area in the vicinity of the New Haven property lacked local commercial services to meet convenience needs of existing residents or future residents, businesses and employees anticipated for the New Haven property, and suggesting that the Plan should incorporate a small commercial component.*

Response: The draft Plan did not make provision for the accommodation of local commercial services within the development framework. The approach generally taken within the Big Bend area is to focus commercial services for businesses and employees within the Byrne Road and Marine Way Commercial Precinct Plan area, adopted by Council in 2002 May. An opportunity is also provided within the Big Bend Development Plan for a small component of local commercial service to meet business and employee needs on the south-east corner of Marine Way and Boundary Road. At this time, development of these commercial service areas has yet to advance. Given the anticipated development potential of the New Haven site to accommodate

about 600,000 square feet of office and business centre floor area accommodating upwards of 1,300 employees, staff are supportive of the suggestion that the site accommodate a small component of local commercial services within the New Haven at a location near the Marine Way and Glenlyon Parkway intersection. As such, it is proposed that the draft Plan be *amended* to allow for the development of a small component of local commercial uses to be integrated within office development buildings fronting the road connection entering the New Haven site from Marine Way. The commercial component would be limited to a maximum FAR of 0.05 per office site, and would be not be oriented to serve or attract commuter traffic from Marine Way. This amendment would provide for the accommodation of about 15,000 to 20,000 square feet of streetfront local commercial services within the building footprint of a primary office development. The range of local services could include cafes, restaurants, automated banking, and convenience retail services catering to needs of the employees accommodated on the New Haven site. These services would also be available to local residents accessing the site by bicycle or on foot, or by car via Marine Way.

3.2.6 Park, Conservation and Riparian Areas

Public Comment: *Comments received were supportive of proposals in the draft Plan for the protection of the Sussex Creek ravine forest area, and the protection of riparian areas associated with Sussex and Glenlyon Creek. However, general comments were received that more parkland and protected habitat area should be provided and that the site should be purchased by the City for park and recreational purposes.*

Response: As part of preliminary work leading to the draft Land Use Framework Plan for the property, it was recognized that the New Haven site has significant environmental, heritage and aesthetic values worthy of protection. In light of these values, consideration of various options for the protection of these values was undertaken.

Specific considered was given to the relative benefit that could be achieved through public acquisition of the property and the outcomes that could be achieved through development requirements. City acquisition of the New Haven site was also considered in relation to City needs for additional lands for park or other purposes, the resulting impact on the City's tax rates to support the public acquisition of the property, and the loss of future tax base and employment opportunities that would come with development of the property.

The City currently holds about 25% of the City land base for park and conservation purposes, and maintains a list of additional priority lands for future City purchase for park and conservation purposes. The New Haven does not form part of the City's

parkland acquisition program. Given that, within the Big Bend area, the City owns about 300 acres of parkland, and has identified further lands for acquisition for the Burnaby Fraser Foreshore Park system, a specific public purpose or need was not identified for the acquisition of the New Haven site for park purposes. As such, a determination was made not to pursue a public acquisition of the New Haven lands. Consideration was also given to the fact that the City is able to provide for the protection of key environmental and heritage values of New Haven through the development approval process without a requirement for the expenditure of public funds. The draft Framework Plan for the New Haven site sets aside significant portion of the site for conservation and riparian protection. In total, about 27%, or 15.6 acres of the 57 acre property, is designated for riparian, park and conservation purposes. *Site D* adjacent to Marine Drive provides for the protection of a ravine forest area of 6.7 acres, which includes the Sussex Creek riparian area. The riparian areas would be protected by the covenants secured through the development approval process. The lands associated with *Site D* would be transferred to the City at no cost as part of the development approval process. From a private development perspective, the contribution made to protection and preservation of key values on the property represents a significant dedication of land and development expenditures in exchange for property development opportunities.

On balance, the draft Plan provides for the conservation and protection of key values associated with the property, while bringing to the City specific development benefits in terms of new housing opportunities, business development, employment, and tax base advantages. In addition, from a parks perspective, the City has significant areas protected for park purposes within the Big Bend area. From this perspective, staff have not identified a basis for the amendment of the plan in relation to the proportion of the site to be set aside for park and conservation purposes.

3.2.7 *Agriculture*

Public Comment: *Comments were received suggesting that the New Haven site should be designated for agricultural use.*

Response: The New Haven property is currently zoned for institutional use consistent with its previous use as a borstal school. The property is designated for Business Centre and institutional use under the City's prevailing Official Community Plan and Big Bend Development Plan. The property is not within the Provincial Agricultural Land Reserve. At the time of the formation of the Agricultural Land Reserve (ALR) in 1974, the Provincial Government undertook to identify lands for inclusion within the ALR in Burnaby. At that time, a determination was made regarding the boundaries of the ALR in the area of the New Haven property. This process did not result in the inclusion of the New Haven property within the reserve. As a result, the New Haven property has been included within the inventory of development lands within the Big Bend area.

Since the establishment of the ALR in the 1974, the City in cooperation with the Agricultural Land Reserve Commission has managed designated agricultural lands in the Big Bend for agricultural and limited habitat and recreational purposes. The City has about 600 acres of agricultural land within the ALR. The Big Bend Development

Plan continues to provide a balance framework for land use decisions related to agricultural lands and lands designated for development. Burnaby's continued commitment to the land use framework established for the Big Bend area has provided a stable framework for investment decisions for both agricultural and other lands. This has served to protect agricultural lands from speculation for non-agricultural uses, and has supported private decisions for long term commitment to and investment in agricultural production activities. In addition, the clear land use management directions provided in the Plan, as well as the City's balanced approach to supporting agricultural and non-agricultural land uses within the Big Bend, has provided a greater level of certainty for private investment in the servicing and development of non-ALR properties.

At this time, an agricultural designation for the property would be counter to the prevailing land use directions for the property that have been taken into consideration in preparing the property for private sale by BCBC. It would also represent a significant departure from the established directions and long term commitments that the City and Agricultural Land Reserve Commission have made to create a stable land use framework for both the protection of designated ALR lands and the development of non-ALR lands in the Big Bend area. Staff have been advised by BCBC that an offer to purchase the site has been made by a property developer based on the future development potential. BCBC, as the agent for the Province, has also advised that it would oppose the designation of these lands for agricultural purposes. Based on these considerations, staff would not propose an agricultural designation for the New Haven property.

3.3 *Other Issues and Topics*

3.3.1 *Marine Way and Nelson Intersection*

Public Comment: *The intersection of Marine Way and Nelson Avenue is dangerous because of a lack of a dedicated right turn streaming lane from Marine Way onto Nelson Avenue.*

Response: Currently, right turn movements from Marine Way to Nelson Avenue must be accommodated within the right travel lane and shoulder area on Marine Way. At this time, a dedicated right turn lane has not been constructed on Marine Way

northbound to Nelson Avenue. Provision of a full movement signalized intersection at this location, including a dedicated right turn lane westbound onto Nelson, is part of the City's planned program for future road improvements. At this time, however, this item is not within the City's current 5 year Capital Program.

3.3.2 Marine Drive and Patterson Intersection

***Public Comment:** Traffic safety concerns were identified in relation to the current configuration of the intersection of Patterson Avenue and Marine Drive and its future use for access to the proposed townhouse development on Site A.*

***Response:** As part of required works for City approval of future development of the New Haven property, the property developer will be required to design and re-construct the public roads and related services and infrastructure within and abutting to the property to prescribed City standards. The scope of road works for the development will include the design and re-construction of Marine Drive abutting the property.*

Under the road options presented above, *Option B* would include works for the reconstruction of the intersection of Marine Drive and Patterson Avenue to accommodate the public cul-de-sac road at a standard four-way intersection. Through the detailed design process for the re-configuration of the intersection under *Option B*, the City will ensure that the approved design for these works appropriately addresses issues of traffic and public safety related to sight lines, road grades, turning movements, and pedestrian crossings. These considerations would also apply to the new intersection on Marine Drive for road *Option A*, presented above. Future improvements at this intersection would also include provision for the proposed Urban Trail connection and crossing at Patterson Avenue and Marine Drive.

3.3.3 Patterson Avenue Improvements

***Public Comment:** Patterson Avenue between Imperial and Marine Drive requires improvement to the current interim road standard in order to properly accommodate existing traffic and to safely accommodate pedestrians.*

***Response:** Patterson Avenue is currently constructed to an interim standard between Imperial and Marine Drive. The finished road standard for this section of Patterson Avenue will ultimately provide for a finished curb to curb street with one travel lane in each direction. Pedestrian facilities will include a sidewalk on the east side and an Urban Trail route on the west side. On-street parking would be provided on one side south of Rumble, and on both sides between Rumble and Imperial.*

Completion of the road to the finished standard would be pursued as a Local Improvement Program (LIP) based on a LIP petition initiated by abutting property owners. Under this program, the City would cost share the improvement with the abutting property owners. The resident contribution would be based on a 28 foot standard residential road with sidewalks. The City would contribute to the finishing of the road to the final 36 foot standard including the Urban Trail component and any major infrastructure upgrades required to water, drainage and sanitary systems.

3.3.4 Marine Drive Improvements

Public Comment: *Improvements are required on Marine Drive to provide for safe on-street parking, sidewalks and safer pedestrian crossings.*

Response: Development of the Hew Haven property would provide for the finishing of the Marine Drive frontage abutting the New Haven property, and any related works for transitions to existing road improvements. The typical finished road standard for Marine Drive adjacent the New Haven site would provide for one travel lane in each direction, abutting sidewalks, and on-road cycle provision. On-street parking would typically be provided on both sides of Marine Drive. However, in an effort to reduce the potential impact of road construction on existing trees on the New Haven site, and to accommodate existing residential driveway connections to Marine Drive, the road standard on Marine Drive is proposed to be *amended* to reduce the overall pavement width by removing the typical provision for on-street parking, and accommodating only a limited component of on-street parking on the north side, as feasible. The New Haven development would also provide for pedestrian crossings at intersections in relation to the selected road network and Urban Trail connections. Once again, completion of the Marine Drive to the finished standard beyond frontage of the New Haven property would need to be pursued as a Local Improvement Program (LIP) based on a LIP petition initiated by abutting property owners. The resident contribution towards cost shared works would be based on a 28 foot standard residential road with sidewalks.

3.3.5 On-street Parking

Public Comment: *Question were raised regarding the provision and availability of on-street parking on Marine Drive in relation to the New Haven development and the current road standard.*

Response: On-street parking is typically accommodated within the finished standard for roads with the exception of larger arterial and freeway roads. Currently, the interim road standard on Marine Drive does not provide for sufficient width in most locations for on-street parking. As outlined above, across the New Haven frontage, a limited

amount of on-street parking will be provided, as feasible, on the north side, to limit the impact of new road construction on existing trees, and to maintain existing driveway connections on Marine Drive. Within the New Haven site, off-street parking would be provided in compliance with the Burnaby Zoning Bylaw regulations in relation to the specific uses developed on the property. It is not anticipated that the townhouse and Heritage Precinct uses would need to use on-street parking to meet day to day parking needs within the development. As part of a specific development proposal within *Site A*, staff will review needs for visitor parking spaces, and would increase the provision for visitor parking above that of the Bylaw, as warranted, in conjunction with the CD plan of development.

3.3.6 School Capacity

Public Comment: *Questions were raised regarding the number of school children expected to live in the townhouse development, available capacity at local schools, and school catchment areas.*

The Burnaby School District has reviewed the residential component of the draft New Haven Plan. The School District advises that the development would typically generate 40 students, with 20 - 25 students of elementary school age and 15 - 20 student of high school age. The townhouse site would be within the Suncrest Elementary School and the Burnaby South Secondary School catchment areas. Recent changes adopted by the Provincial Government will, however, allow students to enroll in any school, subject to conditions. The School District has advised that the small number of children expected to be generated from the townhouse units can be readily accommodated within the designated elementary and secondary school facilities.

3.3.7 Transit Service

Public Comment: *Suggestions were received for alternative bus routes in the South Slope area to improve the local service.*

Response: Bus service in the South Slope area is provided by TransLink with improvements pursued by TransLink, with input from the City, as funding permits. At this time, TransLink does not anticipate any changes to the current bus service in the near future. However, TransLink is exploring the introduction of smaller community shuttle buses which are more economical to operate and may allow for more frequent service and/or different routes. Staff will undertake to include the suggestions received for improvements to local bus service in any future review of bus service undertaken in the area by TransLink.

3.3.8 Pedestrian Network

Public Comment: General comments were received in support of the pedestrian trail network proposed for the New Haven site, while noting the need for safe pedestrian crossings of local roads and the current lack of proper pedestrian access within the South Slope area to Burnaby Fraser Foreshore Park and other facilities.

Response: Implementation of proposals for the pedestrian and cycle routes contained in the draft New Haven Plan will result in a significant improvement in options for public access through the property into the developing Big Bend trail and river front park system. The draft Plan provides for an Urban Trail connection from Marine Drive and Patterson to the existing Urban Trail at Marine Way and Glenlyon Parkway, and for a connecting east into the Riverway Sports Complex. As part of a future City project, this connection would extend to Nelson Avenue. Pedestrian walking trail routes will also be maintained on the unopened Patterson and Sussex Avenue road rights-of-way. The Patterson Avenue trail provides for grade separated crossing of Marine Way into the Burnaby Fraser Foreshore Park system. The intersection of Marine Way and Glenlyon Parkway will also provide for grade level crossing of Marine Way for pedestrians at the signalized intersection. The development of the New Haven site will also provide for sidewalk facilities on Marine Drive between Patterson and Sussex Avenue on Marine Drive and on all new roads constructed within the New Haven property.

4.0 CONCLUDING COMMENTS AND NEXT STEPS

This report summarizes the key input received in response to the draft Land Use Framework Plan for the New Haven property. A document consolidating all of the comments submitted in reference to the draft Plan has been provided to the Housing Committee and Council under separate cover. This document is also available from the Clerks Office and the Planning and Building Department on request.


This report seeks Council authorization to seek public comments and input on alternative road options for the New Haven property. With Council approval, staff would undertake to consult with the broader community to identify a preferred road option. To solicit public input, it is proposed that a brochure and questionnaire on the road options be distributed within south slope and Big Bend areas. The boundaries of the direct mailing are proposed to encompass the area generally bounded by Imperial Avenue to the north, Sussex Avenue/Rumble Street/Grey Creek Ravine Park to the east, Glenlyon Parkway to the south, and Kaymar Creek Ravine Park to the west. This distribution would also contain a notice of the Open House tentatively scheduled for 2003 November 27 at the South Slope Elementary School Gym. Staff would be available at the Open House to explain the road options, answer questions, and receive comments and completed questionnaire forms.

A subsequent report on the results of this consultation process would be prepared for the Housing Committee and Council for a finalized Land Use Framework Plan that:

- integrates the selected road option with the other components of the Land Use Framework Plan;
- incorporates the suggested amendments to the Plan as outlined in this report; and
- addresses other issues and refinements to the Plan arising from the further public consultation process proposed in this report.

Council adoption of a finalized Land Use Framework Plan for the New Haven property would provide the basis for a City initiated rezoning of the property from the prevailing Regional Institutional (P6) District to the Comprehensive Development (CD) District based on the adopted Framework Plan. Following completion of the City initiated rezoning, the property owner would be expected to prepare a detailed conceptual plan of development for the property based on the adopted Framework Plan for City approval prior to any property development or preparation. This detailed conceptual plan would provide the basis for the review and approval of specific phases of development within the New Haven property. The initial phase of development of the New Haven property 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 development approval. Site specific amended CD rezoning approvals would also be required for each subsequent phase of property development within the New Haven property.

Further opportunities for public review and comment on development of the New Haven property would also be available at the required Public Hearings for amendment of the OCP consistent with the adopted Plan, and at required Public Hearings for each CD rezoning application for development within the property.


J.S. Belhouse, Director
PLANNING AND BUILDING

LP/jc
Attachment

Table 1: Key Characteristics - Alternative Road Options

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

TABLE 1: ALTERNATIVE ROAD OPTIONS – NEW HAVEN

CHARACTERISTICS		Draft Proposal: Glenlyon Parkway Extension	Option A: Centred Cul-de-Sac Roads	Option B: Off-set Cul-de-Sac Roads
R O A D S E G M E N T S	<i>Marine Drive</i> Road Width Travel Lanes On-street Parking	(See Note 1) 11.9 Metres 2 West - 1 East North Side	8.6 Metres 1 West - 1 East Localized North Side	8.6 Metres 1 West - 1 East Localized North Side
	<i>North Leg - Heritage Precinct / Townhouse Frontage</i> Road Width Travel Lanes On-street Parking	15.2 Metres 2 North - 2 South Both Sides	8.6 Metres 1 North - 1 South None	8.6 Metres 1 North - 1 South None
	<i>South Leg – Business Centre Frontage</i> Road Width Travel Lanes On-street Parking	15.2 Metres 2 North - 2 South Both Sides	15.2 Metres 2 North - 2 South Both Sides	15.2 Metres 2 North - 2 South Both Sides
Intersections	Marine Drive and Patterson Marine Drive and North Leg Marine Way and South Leg	Four-way Stop Sign Stop Sign West Bound Traffic Signal	Three-way Stop Sign Stop Sign North Bound Traffic Signal	Four-way Stop Sign N/A Traffic Signal
Through Continuity	<i>General Traffic</i> <i>Emergency Vehicles</i> <i>Truck Traffic</i> <i>Pedestrians / Bicycles</i> <i>Urban Trail Connection</i>	Yes Yes No Yes Yes	No No No No Yes	No No No No Yes

Note: 1) Marine Drive: Lane width, travels lanes and parking under this option (Draft Proposal: Glenlyon Parkway Extension) describes the road section west of new intersection with Marine Drive. East of the new intersection, the typical road standard would provide for a 12.2 metres wide road with 1 west bound lane and 1 east bound lane with on-street parking.