

CITY OF BURNABY
HOUSING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

SUBJECT: FINALIZED LAND USE FRAMEWORK PLAN - NEW HAVEN

RECOMMENDATIONS:

1. **THAT** Council adopt the finalized Land Use Framework Plan for the New Haven property as contained in *Appendix 1*, subject to completion of the required Official Community Plan (OCP) amendment process.
2. **THAT** Council authorize the distribution of a summary notice to individuals that provided comment on the Plan to advise of the finalized Plan adopted by Council subject to completion of the OCP amendment process.
3. **THAT** following adoption of the OCP Amendment Bylaw, Council authorize the amendment of the Big Bend Development Plan and the Burnaby Transportation Plan to reflect the adopted Land Use Framework Plan for the New Haven property.

REPORT

The Housing Committee, at its open meeting held on 2004 February 17, received and adopted the attached report conveying the results of the public input process undertaken to develop a finalized Land Use Framework Plan for the New Haven property. The proposed finalized Plan integrates the selected road option with the other components of the Land Use Framework Plan and incorporates amendments arising from the completed public review process.

Appearing elsewhere on tonight's Council agenda are reports from the City Manager requesting authorization to advance the rezoning bylaw and Burnaby Official Community Plan amendment bylaw to First Reading and a Public Hearing as requested by the Housing Committee.

Respectfully submitted,

Councillor C. Redman, Chair

Councillor D. Johnston, Vice Chair

Councillor C. Jordan, Member

TO: CHAIR AND MEMBERS

2004 February 10

HOUSING COMMITTEE

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: PL 71100-20

SUBJECT: **FINALIZED LAND USE FRAMEWORK PLAN - NEW HAVEN**

PURPOSE: To convey the results of the public input received in response to proposed Plan amendments and alternative road options for the New Haven property, and to present a finalized New Haven Land Use Framework Plan for Council adoption.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council adopt the finalized Land Use Framework Plan for the New Haven property as contained in *Appendix 1*, subject to completion of the required Official Community Plan (OCP) amendment process.
2. **THAT** the Committee recommend that Council authorize the distribution of a summary notice to individuals that provided comment on the Plan to advise of the finalized Plan adopted by Council subject to completion of the OCP amendment process.
3. **THAT** the Committee recommend that Council authorize the City Solicitor to prepare the necessary amendment bylaw for the Burnaby Official Community Plan (OCP) Bylaw No. 10709, for First Reading, to reflect the proposed Land Use Framework Plan for the New Haven property as shown on *Sketch #3, attached* and contained in *Appendix 1*.
4. **THAT** the Committee recommend that, following adoption of the OCP Amendment Bylaw, Council authorize the amendment of the Big Bend Development Plan and the Burnaby Transportation Plan to reflect the adopted Land Use Framework Plan for the New Haven property.
5. **THAT** the Committee recommend that Council authorize the City Solicitor to prepare a Rezoning Bylaw to be advanced to First Reading concurrent with the OCP Amendment Bylaw for the rezoning of the New Haven property, as shown in *Sketch #6, attached*, from Regional Institutional (P6) District and Heavy Industrial (M3) District to the Comprehensive Development (CD) District based on the adopted Land Use Framework Plan for the New Haven Property, and the amended Big Bend Development 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 public review and comment.

On 2003 November 03, Council received a report summarizing the results of the public consultation and authorized staff to seek further public input on proposed amendments to the Plan and on alternative road options for the property. This report summarizes the input received through this further public consultation process, and the results of the questionnaire distributed to residents. Arising from the input received, a finalized Land Use Framework Plan has been prepared, for consideration by the Housing Committee and Council that incorporates the selected road option and associated Plan amendments.

This report seeks Committee and Council adoption of the finalized Land Use Framework Plan for the New Haven property, as contained in *Appendix 1*, subject to the completion of the required Official Community Plan (OCP) amendment process. Due to its size, *Appendix 1* has been provided under separate cover. This document is available from the Clerk's Office and the Planning and Building Department on request.

2.0 PUBLIC REVIEW PROCESS

On 2003 November 03, Council initiated a further public consultation process on proposed Plan amendments and alternative road options for the New Haven property. A brochure and questionnaire summarizing proposed Plan amendments and alternative road options was mailed to about 1,500 residents, businesses, and property owners in 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 Patterson/Kaymar Creek Ravine Park to the west. The brochure and questionnaire was also posted on the City web site. The opportunity to comment on the New Haven Plan, and the scheduled Open House event, was also advertised in two editions of local Burnaby newspapers.

About 75 people attended the Open House held at the South Slope Elementary School on 2003 November 27. At the time of preparation of this report, staff have received about 225 submissions on the road options and other aspects of the proposed Plan for the property. As well, the Housing Committee and Council have received delegations speaking to the Plan development process for the New Haven property. A consolidated listing of the comments received through the further consultation process is contained in *Appendix 2*. Due to its size, *Appendix 2* has been provided under separate cover. This document is also available from the Clerk's Office and the Planning and Building Department on request. With the concurrence of the Housing Committee with the recommendations of this report, *Appendix 1* and *Appendix 2* will also be made available on the City's web site.

Staff have reviewed the written submissions and comments received in response to the brochure and questionnaire distributed in the South Slope area. Submissions were received by the Planning Department at the Open House, and by mail, fax and email into early 2004 January. The vast majority of written comments received were in response to the road options presented. All of the submissions received were considered to assist in the selection of the preferred road option and to prepare the Plan amendments outlined in this report.

The following consolidates the public input received under key topics, provides a staff response to issues raised, and outlines arising proposed *amendments* incorporated in the proposed finalized Plan.

2.1 *Alternative Road Options*

Summary Comment: To address residents' concerns regarding the draft proposal for the extension of Glenlyon Parkway through the property between Marine Way and Marine Drive, the two alternative road options illustrated below, 'Option A - Centred Cul-de-Sac Roads' and 'Option B - Off-set Cul-de-Sac Roads,' were prepared for the property.

(Graphic unavailable)

A total of 220 responses were received to the questionnaire on the road options illustrated above. Responses to the questionnaire indicated whether the respondent was in support, opposed or neutral with regard to each road option. As shown in the following table, the greatest level of support and least level of opposition was received for Option A. Of the responses received, 110 were in support of Option A, while 61 were opposed. In comparison, Option B received a total of 88 responses in support with 81 responses opposed.

Summary of Questionnaire Responses			
Option	Support	Oppose	Neutral
Option A	110	61	17
Option B	88	81	17
Number of Questionnaire Responses Received: 220			

Primary reasons given in support of Option A included minimizing the introduction of new traffic onto Patterson Avenue, and avoiding the necessity of enclosing the top section of Glen-Lyon Creek within the existing Patterson Avenue right-of-way. The main reasons given in support of Option B included use of the existing intersection at Patterson Avenue and Marine Drive, maintaining the existing traffic pattern and flow on Marine Drive, and providing for easier left turn movements.

Response: Based on the level of support received for Option A, staff are proposing that the New Haven Plan be amended to incorporate 'Option A - Centred Cul-de-Sac Roads'. This road network option would serve to minimize any increase in traffic volumes on the Marine Drive and Patterson Avenue routes. All Business Centre traffic would be directed to Marine Way by way of the proposed south leg cul-de-sac roads, while only local resident traffic associated with the 75 - 90 townhouse units proposed for Site A and the Heritage Precinct would have direct access to Marine Drive by way of the proposed north leg cul-de-sac road. The revised road network for the New Haven property is shown on **Sketch #1, attached**.

2.2 Potential for a Future Through Road Connection

Summary Comment: Comments were received expressing concern that, at some future date, the south leg and north leg cul-de-sac roads could be connected to provide for the movement of traffic across the New Haven site between Marine Way and Marine Drive.

Response: No provision has been made in the proposed Plan to establish a future north-south through road connection across the New Haven property. In addition, to create an efficient lot layout, specific development lots have been defined. The proposed lot layout also creates a specific development lot (Lot 1) in-between the north leg and south leg cul-de-sac roads. The

proposed sites and lots created by this revised subdivision pattern are shown on **Sketch #2, attached**. This proposed *amendment* will also serve to preclude the potential for any future road connection between the *north and south leg cul-de-sac roads*.

2.3 Redundant Patterson and Sussex Avenue Road Rights-of-Way

Summary Comment: *A number of comments were received expressing concern that the un-open road rights-of-way associated with Patterson Avenue and Sussex Avenue adjacent to the New Haven property could be constructed at sometime in the future to connect Marine Way to Marine Drive.*

Response: These road rights-of-way currently form part of the legal plan for the area, however, they also form part of the walking trail system and the riparian protection area for the open watercourses associated with Glen-Lyon Creek and Sussex Creek. As such, there is no current or future provision made within adopted City plans to construct roads within these legal rights-of-way. As such, staff are proposing to incorporate an *amendment*, within the proposed Plan, to seek Council authorization for closure of the redundant portions of the Patterson and Sussex Avenue roads right-of-way abutting the New Haven property, following completion of the required re-subdivision approval process to implement the proposed New Haven Plan. The Sussex Avenue road right-of-way (about 1.75 acres) would be consolidated with the abutting City park properties, while the Patterson Avenue road right-of-way (about 1.65 acres) would be maintained as a separate City park lot for pedestrian trail and riparian protection purposes.

2.4 Pedestrian Activated Traffic Signal

Summary Comment: *A number of comments were received suggesting that a pedestrian activated traffic signal should be provided at the proposed intersection of the selected road option with Marine Drive to provide for safer crossing of Marine Drive by pedestrians and cyclists.*

Response: Staff are proposing that the Plan be *amended* to include provision for a pedestrian activated traffic signal at the new intersection of the *north leg cul-de-sac road* with Marine Drive. This signal would provide for a controlled pedestrian crossing of Marine Drive at this location.

2.5 On-street parking

Summary Comment: Comments and questions were received both in favour and against the provision of on-street parking on Marine Drive and the new *north leg cul-de-sac road*.

Response: The Plan has been *amended* to accommodate a limited component of on-street parking on the north side of Marine Drive, adjacent Boxer Ravine, in order to reduce the overall road width on Marine Drive in an effort to protect existing trees along the south side of the road. In addition, a limited component of on-street parking is proposed for the west side of the *north leg cul-de-sac road* to accommodate area residents wishing to access the Big Bend Urban Trail and park trail system at this location. Additionally, an *amendment* has been included in the Plan to increase the provision of visitor parking by about one-third above that of the Burnaby Zoning Bylaw, in conjunction with the CD plan of development for future development of the townhouse units proposed for *Site A*. The development plan would also ensure the provision of sufficient parking to support the adaptive uses accommodated within the *Heritage Precinct*.

2.6 *Park, Conservation and Other Public Purposes*

Summary Comment: *General comments were received that more of the New Haven site should be protected for park, conservation, recreational or other community uses.*

Response: As part of preliminary work leading to the proposed Land Use Framework Plan for the New Haven property, Council undertook to review the implications of acquisition of the site in relation to the City's need for additional lands for park or other purposes, the resulting impact on the City's tax rates to support acquisition of the property, and public benefits that could be achieved through the development approval process.

Given that the New Haven property has significant environmental, heritage and aesthetic values worthy of protection, the proposed Framework Plan for the New Haven property seeks to set aside a significant portion of the property for conservation and habitat protection. In total, about 30% (17.4 acres) of the property is designated for heritage conservation, ravine park conservation, and riparian protection purposes. This includes the proposed 6.9 acre ravine conservation area on *Site C*. The proposed *Heritage Precinct* and other protected riparian and conservation lands are shown on **Sketches #2 and #3, attached**.

From a private development perspective, the contribution made to protection and preservation of key features of the property and provisions for public access and enjoyment of the *Heritage Precinct* and trail network on the property represents a significant dedication of land and development expenditures. The public benefits of these protected areas are also augmented by the tax base, employment and housing benefits that development of the New Haven property will bring to the City.

On balance, the proposed Framework Plan provides for the conservation and protection of significant areas of the New Haven property, while bringing the City the tax base, employment and housing benefits from the development proposed on the property. In addition, from a park land perspective, the City has significant areas protected for park purposes in the immediate area. The City currently holds about 25% of the City land base for park and conservation purposes. There is about 300 acres of park land within the Big Bend area with remaining park land to be acquired within the park acquisition program. The New Haven property is not within the City's adopted park land acquisition program.

In consideration of these factors, Council's previous review of City interest in the possible acquisition of the New Haven property determined that there was not a substantive need to pursue City acquisition of the New Haven lands for public purposes. On this basis, the property is not being pursued further for acquisition by the City.

2.7 *Pedestrian Trails and Cycling Routes*

Summary Comment: *A number of comments were received requesting that the Plan provide for the maintenance of existing pedestrian trails, upgrading of trail sections, provision of sidewalk connections, and integration of walking and cycling trails through the New Haven property.*

Response: The proposed Plan has been *amended* to provide for a complete network of trails and routes to accommodate pedestrians and cyclists based on the selected road option. Provisions for pedestrian and cycling routes included within the proposed Plan include walking trails adjacent Sussex and Glen-Lyon Creeks and within the proposed Ravine Conservation area on *Site C*, north-south and east-west Urban Trail connections across the

property, provisions for on-road cyclists, and pedestrian sidewalks on Marine Drive and new roads. **Sketch #4, attached**, shows the proposed pedestrian and bicycle network.

2.8 Riparian Setbacks and Protected Areas

Summary Comment: *Input on the streamside protection proposals included in the Plan was received through the City Environmental Review Committee (ERC). The ERC includes staff from the Department of Fisheries and Oceans (DFO) and the City. The ERC has advised that the general concept for habitat protection outlined in the Plan is supportable subject to further detailed work and conditions.*

Response: The findings of the ERC review, and directions for further assessment work, preparation of a detailed stormwater management plan, formulation of a watercourse relocation plan, and completion of riparian protection measures have been incorporated as an *amendment* to the proposed Plan. Proposed riparian areas are shown on **Sketch #5, attached**. The Plan provides for 30 metre wide riparian setbacks from the top of bank of both Sussex Creek and Glen-Lyon Creek mainstems, and re-alignment of the centre tributaries of Glen-Lyon Creek with minimum 15 metre re-vegetated riparian setbacks.

2.9 Development Guidelines for Business Centre Lands

Summary Comment: *Comments were received expressing concern with the general compatibility of proposed Business Centre uses with adjacent park and residential uses.*

Response: As part of the previous review of public comments on the draft Plan document, the Housing Committee and Council endorsed proposed amendments to the draft Plan to ensure that the Business Centre lands are used and developed in a compatible manner with the adjacent park, ravine and riparian areas, the townhouse site, and the surrounding neighbourhood. In addition, amendments to the Plan were endorsed to provide for specific direction and greater certainty for the longer term future location of office, light industrial and supporting local commercial uses within *Site B*. Specific *amendments* incorporated into the proposed Plan to achieve these objectives include:

- *South Leg Cul-de-Sac Road* – re-aligning the industrial standard road accessing *Sites B and C* from Marine Way to create 5 development lots (*Lots 1, 2, 3, 4 and 5*), as shown on **Sketch #2**. Each development parcel is of sufficient size to accommodate Business Centre development. Within this lot development pattern, opportunities would continue to be available to create additional smaller parcels, or to adjust proposed lot lines to meet the needs of specific users through the amended Comprehensive Development (CD) rezoning approval process.
- *Buffer Lands* – establishing a landscape buffer to separate the residential uses proposed for *Site A* from the designated Business Centre lands on *Site B*. The proposed 15 metre wide buffer area extends from the Ravine Conservation lands on *Site C* to connect with the riparian area of the re-aligned centre tributary of Glen-Lyon Creek on *Site A*. The buffer area would form part of *Site A* and *Site B*. Proposed landscape buffers and riparian areas are shown on **Sketch #2**.
- *Land Use Designations* – applying specific designations to *Lots 1, 2, 3, 4 and 5* for Business Centre development based on the Business Centre (B1) District, Light Industrial (M5) District (excluding select uses), and integrated Neighbourhood Commercial (C1) District uses. Proposed land use designations are shown on **Sketch #3**.
- *Standards of Development* – identifying needs for the development of specific guidelines for site planning, building design, and landscaping for future development within the New Haven property. This is to include provisions to ensure a compatible relationship for Business Centre lands with adjacent uses. Issues to be addressed include control of site lighting, use of native

plant materials, location of loading areas, building setbacks and landscape areas, control of outside uses, and building architectural treatment and glazing.

2.10 Local Commercial Uses

Summary Comment: *No concerns or comments were received regarding the proposal endorsed previously by the Housing Committee and Council for the inclusion of a small component of neighbourhood commercial services within the proposed Business Centre development area to serve nearby employees and residents.*

Response: On this basis, the finalized Plan incorporates specific *amendments* to provide for a small component of neighbourhood commercial uses within a single designated site as an integrated component of a Business Centre development to meet needs of nearby residents and the expected employment base to be created on *Site B*. This *amendment* has been incorporated into the proposed finalized Plan by:

- designating a small component of *Lot 1 within Site B* shown on **Sketch #3**, to accommodate the prescribed commercial component.
- requiring the commercial component to be integrated within a primary Business Centre development and the Neighbourhood Commercial (C1) District as part of a specific CD rezoning.
- limiting the commercial component to a maximum FAR of 0.05 for this lot to provide for the accommodation of about 8,000 to 10,000 square feet of local commercial services within the building footprint of the primary Business Centre development.
- creating *Lot 1* for the integrated commercial component in a location that is central to the Business Centre area, and easily accessible by nearby residents by foot or bicycle using the Urban Trail connection between the *north and south leg cul-de-sac roads*.
- limiting the range of local services to include cafes, restaurants, automated banking, and convenience retail services catering to needs of the employees and local residents within and nearby the New Haven site.

2.11 Public Access and Use of Heritage Precinct

Summary Comment: *No concerns or comments were received regarding the proposal previously endorsed by the Housing Committee and Council to provide for improved public access to the Heritage precinct and to require specific evaluation of adaptive re-uses for the heritage buildings for the accommodation of uses that would be generally accessible and of benefit to the public.*

Response: The proposed Plan includes the previously endorsed *amendment* to require the specific evaluation of adaptive re-use options for the *Heritage Precinct* and buildings 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 process include space for community groups, offices and programs, meeting room rental, receptions, and other community functions. The heritage conservation program, adaptive re-use and ongoing maintenance and operation of the *Heritage Precinct* would be provided for by the private development to be accommodated on the New Haven lands, and secured through the development approval process.

2.12 Height of Buildings

Summary Comment: *A comment was received suggesting that the height of new buildings on the New Haven property should be limited to 3 storeys to protect views from the upland area above the New Haven site.*

Response: The proposed townhouse development on *Site A* would generally be limited in height to 2.5 to 3 storeys based on the proposed Multiple Family Residential (RM1) District designation. Business Centre development within the Big Bend area is generally only 2 storeys or 12 to 15 metres in height due to prevailing soil conditions and flood proofing requirements. Based on this and the generally lower elevation of the New Haven property, it is not expected that any new structures on the New Haven Property would have the potential to block or impede views from the upland south slope area.

2.13 Agricultural Uses

Summary Comment: *Comments were received suggesting that the New Haven property should be used for agricultural purposes.*

Response: As part of the previous review of public comments received to the draft Framework Plan for the New Haven property, the Housing Committee and Council reviewed suggestions for the agricultural use of the property. At that time, it was noted that the property did not form part of the City's inventory of lands set aside for agricultural purposes, and is not within the Agricultural Land Reserve (ALR). The property is designated for development purposes within the City's Official Community Plan and the Big Bend Development Plan. On this basis, the draft Framework Plan outlined objectives for development of the property, and the property was sold for private development by the Provincial Government based on its future development potential. In light of these considerations, the proposed Land Use Framework Plan does *not* propose an agricultural designation for the New Haven property.

2.14 Designation of Business Centre Lands

Summary Comment: *A comment was received suggesting that City has a sufficient inventory of Business Centre and light industrial lands and that the New Haven property is not designated for these uses in the current Official Community Plan (OCP).*

Response: Within the City's current OCP, the south west portion of the New Haven property (about 6 acres) is designated for Business Centre use. The institutional designation for the balance of the property reflected the previous government ownership and institutional use of the property for the New Haven Correctional Centre. The proposed finalized Land Use Framework Plan proposes to replace the government institutional designation with a Business Centre designation on the low lying area of the property associated with *Site B*, a multiple family residential designation in association with the *Heritage Precinct on Site A*, and a park/conservation designation on *Site C*, as shown on **Sketch #3**. Council adoption of these designations would be subject to completion of the required OCP amendment bylaw.

From a long range planning perspective, the City has sought to maintain an available inventory of appropriately designated Business Centre and industrial lands to meet future City needs for office and industrial uses to support tax base and employment growth in the City over a 20 year development horizon. A significant part of the City's business centre and industrial inventory is located within the Big Bend area. The majority of available business centre lands are currently located within the Glenlyon Business Park, Burnaby Business Park and Glenwood Industrial Estates plan areas. These developments are actively advancing the

servicing and sale of about 200 acres of land for business centre purposes, and expected to be substantially complete within a 10 year horizon. The City owns about 24 acres of land designated for business centre use within the Marine Way/Boundary Road area. These properties are intended to be consolidated and/or serviced for future development in coordination with adjacent privately held lands. The proposals for the New Haven property would add about 22 acres to the City's available inventory of business centre lands.

Given the strategic advantages for businesses to locate within Burnaby, the growing reputation of the Big Bend area as a desirable location of both office and specialized industrial uses, and market interest in development in the Big Bend area, staff expect that all of the available inventory of vacant industrial land in the Big Bend will be fully developed well within a 20 year planning horizon. The additional area of the New Haven lands proposed for business centre use would extend the City's supply of available industrial lands in the Big Bend area by about a further 2 years. From a long range planning perspective, provision of a sufficient inventory of available lands for Business Centre development is necessary for the City to meet future employment and tax base objectives.

2.15 Public Institutional (P6) Uses

Summary Comment: *A comment was received suggesting that the City should retain the existing Regional Institutional (P6) District zoning of the New Haven property, and should attempt to attract P6 uses to the City.*

Response: The Regional Institutional (P6) District is the prevailing zoning for the New Haven property. This zoning district reflects the previous government institutional use of the New Haven property for youth corrections. The Regional Institutional (P6) District allows for the accommodation of large scale public institutional uses including colleges, universities, technical schools, government offices, prisons, reformatories, and utility installations. The City has about 600 acres of land with P6 zoning, excluding the New Haven property, that accommodate a range of existing public institutional uses including Simon Fraser University, Burnaby Hospital, Women's Penitentiary, Maples Adolescent Centre, BCIT, and BC Hydro, Telus and ICBC utilities and services.

Given the large scale nature of these uses, and the primary role that senior levels of government have in determining whether to pursue the development of institutional uses on a regional basis, there is not a general need for individual municipalities to maintain a specific inventory of vacant P6 lands to accommodate possible future senior government needs. Senior governments generally have the means to work with local governments, on an as needed basis, to identify and acquire appropriate sites for the accommodation of future government institutional uses. In the case of New Haven, the Province has determined that the site is not required for Provincial purposes, and on this basis, has sold the property for private development. It is also noted that, the proposed Business Centre designation for *Site B* shown on **Sketch #3**, would accommodate the development of government office, specialized industrial, and research facilities on the same basis as private facilities. Based on these factors, staff do not consider it necessary to maintain the prevailing P6 zoning designation for the New Haven property.

2.16 Single Family Residential Use

Summary Comment: *A comment was received suggesting that the residential component proposed in the New Haven plan should be restricted to single family lots.*

Response: The Plan designates *Site A* for the accommodation of 75 - 90 townhouse units on a net site area of about 6.5 acres. This land use is intended to establish an appropriate and economically supportable context for the conservation and long term maintenance of the features within the Heritage Precinct, and to establish a compatible use with the upland residential neighbourhood north of Marine Drive. The proposed townhouse form also makes more efficient use of the available land base in comparison to the subdivision of *Site A* into single family lots. This allows for the protection of greater land area for heritage, riparian, and public access purposes. It also allows for greater control of building siting in relation to tree protection objectives, heritage features, site grades, and access points. Based on these objectives, staff are not proposing the creation of single family lots within the New Haven property.

2.17 Land Exchange

Summary Comment: *A comment was received suggesting that the City exchange some of its existing park lands and/or future industrial lands in adjacent areas of the Big Bend with the property owner of New Haven in order to make a portion of the New Haven site into park land.*

Response: From staff's perspective, there is not a feasible opportunity to exchange City park land for lands within the New Haven property. Nearby park land is dedicated as park and forms part of the lands set aside to create the Burnaby Fraser Foreshore Park system and for protection of riparian and wetland areas associated with Glen-Lyon Creek. Further, Council had previously considered whether the City had a need or interest in the acquisition of the New Haven property prior to the endorsement of the draft Land Use Framework Plan for the property. Arising from that review, Council made a determination not to pursue the acquisition of the New Haven property for City purposes. A significant portion of the New Haven site, about 30% (17.4 acres), however, has been designated for heritage conservation, ravine park conservation, and riparian protection purposes in the proposed Plan. In addition, as noted in Section 2.14 of this report, the City seeks to maintain an inventory of designated industrial lands to meet future growth needs over a 20 year horizon. As such, there is not a basis for the City to pursue acquisition of a portion of the New Haven property through a cash purchase or the exchange of City land assets.

2.18 Public Amenity or Housing Contribution

Summary Comment: *A comment was received suggesting the incorporation of public amenities, non-profit housing, seniors housing, and daycare facilities within the Framework Plan.*

Response: In preparing development plans for lands in public ownership, the City has a practice of reviewing opportunities for a suitable public amenity or housing contribution. In the past, these contributions have involved the dedication of open space and park land, environmental protection measures, the inclusion of publicly accessible amenities, or the reservation of sites for non-market housing.

Within the New Haven site, the most important public assets considered worthy of protection include the heritage values and key environmental features associated with the open watercourses on site and the ravine forest area adjacent Marine Drive. The proposed site development Plan includes a relatively small number (75 - 90 units) of low density townhouses. The developer, and subsequent owners, of the townhouses will be obligated to

maintain the heritage assets as part of the common property, and as such, a further requirement to provide a portion of the site for non-market housing or to provide child care facilities, would likely result in a project that would not be viable from an economic perspective. As well, non-market housing is not generally feasible to implement in the absence of senior government programs to provide for ongoing subsidies.

The low density housing component of the New Haven Development Plan was not considered appropriate for seniors' housing. Housing for seniors is most appropriately located in areas that have close proximity to services, such as shopping, medical services, recreational facilities and that contain excellent transit and pedestrian routes. Burnaby's Town Centre and apartment areas, as well as sites that are adjacent to existing seniors-oriented housing, are considered more suitable to the needs of seniors than the more remote New Haven property.

2.19 Traffic Signalization of Marine Drive and Patterson Intersection

Summary Comment: A number of comments were received suggesting the installation of a traffic signal at the intersection of Marine Drive and Patterson Avenue to provide for better control of turning movements and pedestrian crossings at this intersection.

Response: Given that the primary access into the townhouse development and Heritage Precinct designated for *Site A* is now proposed to be provided for by way of a new *north leg cul-de-sac road* with Marine Drive, the intersection of Marine Drive with Patterson Avenue is not proposed to be signalized. The existing three-way stop sign configuration will be maintained which requires all vehicles to come to a complete stop before proceeding through the intersection. Given the steep grades on Patterson Avenue, this configuration provides for safer control of southbound vehicles turning east and west onto Marine Drive from Patterson Avenue by requiring vehicles to come to a complete stop prior to safely proceeding through the intersection.

2.20 Other Public Comments:

Summary Comment: A number of other comments were received regarding traffic, community recreation facilities, and other issues that were not related to development of the New Haven property. The consolidated listing of comments contained in ***Appendix 2*** has been forwarded to applicable City departments for consideration as part of regular departmental work programs.

3.0 PLAN SUMMARY

Based on the response to the public comments received, a proposed finalized Framework Plan has been prepared that incorporates the road option selected by the community, and the Plan *amendments* outlined above in *Section 2.0* of this report. The proposed finalized Framework Plan is presented in ***Appendix 1*** for consideration by the Housing Committee and Council adoption. The Plan has been prepared to guide future development of the subject New Haven property, and is intended to set directions and guidelines for the formulation of a detailed Conceptual Development Plan for the property. In summary, key land use and development objectives included within the Land Use Framework Plan include:

- **Heritage Precinct** – establishment of a *Heritage Precinct* within *Site A* shown on **Sketch #3** for the conservation, adaptive re-use and restoration of identified heritage buildings and resources associated with the D.C. MacGregor House, pond and barn located on the property.
- **Residential Component** – creation of a residential townhouse enclave, within *Site A* shown on **Sketch #3**, in association with the Heritage Precinct to establish a context for the longer term conservation of the Heritage Precinct. *Site A* has a net area of approximately 6.5 acres for 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 accommodating about 200 - 250 residents.
- **Business Centre Uses** – about 30.7 acres of land, shown as *Site B* on **Sketch #3**, is designated for Business Centre development for office, specialized production and compatible light industrial uses. A small component of integrated neighbourhood commercial use is also accommodated on *Lot 1* shown on **Sketch #3**. Full development of *Site B* would result in approximately 500,000 square feet of office and industrial floor space. These uses would make a substantial 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.
- **Ravine Conservation Area** – protection of the mature mixed ravine forested area on the north-east portion of the site adjacent to Marine Drive and Sussex Creek for habitat and walking trail purposes. This site is shown on **Sketch #3** as *Site C*, and is about 6.9 acres in size.
- **Environmental Protection** – proposals for development of a comprehensive stormwater management program for the site and protection of Glen-Lyon Creek and Sussex Creek and associated riparian areas, including the re-alignment of the centre tributaries of Glen-Lyon Creek. Proposed riparian, landscape and buffer areas are shown on **Sketches #2 and #5**.
- **Pedestrian and Urban Trail Network** – creation of a complete and integrated network of pedestrian and Urban Trails. The Plan provides for the creation of a *north-south and a east-west Urban Trail* to link to adjacent existing and planned walking and cycling networks. Proposals are also included for the maintenance and enhancement of existing walking trails adjacent Sussex Creek and Glen-Lyon Creek, as well as for minor inter-connections to the primary trails. **Sketch #4** shows proposals for the pedestrian and bicycle network for the property including provisions for cycle road facilities, Urban Trails, sidewalks and pedestrian trails.
- **Road Proposals** – provision for a *south leg cul-de-sac road and a north cul-de-sac road* in response to requests from existing area residents that the road network should preclude the movement of traffic through the New Haven site between Marine Way to Marine Drive. A centred residential standard *north leg cul-de-sac road* is provided to service the proposed *Heritage Precinct* and townhouse development on *Site A*. An industrial standard *south leg cul-de-sac road* is proposed to serve the Business Centre development on *Site B*. The proposed road network is shown on **Sketch #1**.
- **Summary Statistics** – the following tables summarize proposed areas and potential development for the proposed property configuration and uses contained in the finalized Plan.

Sites	Estimated Area (Subject to Survey)	Percentage

Site A: Townhouse Development	11.5 Acres	19.7%
<i>Heritage Precinct</i>	<i>2.3 Acres</i>	
<i>Riparian Setback</i>	<i>2.7 Acres</i>	
<i>Net Development Area</i>	<i>6.5 Acres</i>	
Site B: Business Centre Development	36.2 Acres	62%
<i>Riparian Setback</i>	<i>5.5 Acres</i>	
<i>Net Development Area</i>	<i>30.7 Acres</i>	
Site C : Park / Conservation Area	6.9 Acres	11.8%
<i>(Including Adjacent Riparian Area)</i>		
Road Right-of-way	3.8 Acres	6.5%
<i>(Estimated)</i>		
Total Site Area	58.4 Acres	100%

Land Use	Site	Net Area	Typical Density	Development Potential
Townhousing <i>(Excluding Heritage Precinct)</i>	<i>Site A</i>	<i>6.5 Acres</i>	<i>0.45 FAR</i>	<i>75 - 90 Units</i>
Business Centre	<i>Site B</i>	<i>30.7 Acres</i>	<i>0.40 FAR</i>	<i>535,000 sq.ft.</i>
Local Commercial	<i>Lot 1</i>		<i>0.05 FAR</i>	<i>8,000 sq.ft.</i>
Net Development Area		<i>37.2Acres</i>		

4.0 NEXT STEPS

This report presents the results of the further consultation process undertaken to develop a finalized Land Use Framework Plan for the New Haven property. The proposed finalized Plan integrates the selected road option with the other components of the Land Use Framework Plan, and incorporates *amendments*, outlined in this report, arising from the completed public review process.

This report seeks the endorsement of the Housing Committee and Council adoption of the finalized Land Use Framework Plan presented in *Appendix 1*, subject to completion of the required Official Community Plan (OCP) amendment process.

Concurrent with the completion of the OCP amendment process, this report also seeks Council authorization for a City initiated rezoning of the property from the prevailing Regional Institutional (P6) District and Heavy Industrial (M3) District to the Comprehensive Development (CD) District based on the adopted Framework Plan, as shown on *Sketch #6, attached*. 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 Land Use 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 the development plan for the New Haven property would be available at the required Public Hearings for amendment of the OCP consistent with the adopted Plan, and at required Public Hearings for each subsequent CD rezoning application. A generalized outline of this process is included within the proposed Land Use Framework Plan.

With the endorsement of the Housing Committee and Council adoption of the finalized Plan, it is recommended that Council authorize the distribution of a summary notice to individuals that provided comment on the Plan through the public consultation process to advise of the finalized Plan adopted by Council subject to completion of the OCP amendment process.

J.S. Belhouse, Director

PLANNING AND BUILDING

Attachments (6)

Please phone Planning Department for copies of these attachments 604-294-7400

Sketch #1: Road Network

Sketch #2: Structural Framework – Subdivision and Lot Pattern

Sketch #3: Land Use Designations

Sketch #4: Pedestrian and Bicycle Network

Sketch #5: Preliminary Watercourse Alignments and Landscape Areas

Sketch #6: Subject CD Rezoning Area

Provided Under Separate Cover (2)

Appendix 1 Land Use Framework Plan - New Haven

Appendix 2 Consolidated Public Comments - 2004 January