

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: BULLER-BERESFORD PARK SITE
7304, 7320 BULLER AVENUE AND 6050 BERESFORD STREET
ROYAL OAK COMMUNITY PLAN**

RECOMMENDATIONS:

1. THAT the Royal Oak Community Plan be amended to reflect the Park and Open Space use for the entire property located at 7320 Buller Avenue for inclusion in the Buller-Beresford Park site, as described in Section 4.1 of the report.
2. THAT Council authorize the City Solicitor to bring forward a Development Cost Charges Reserve Fund Expenditure Bylaw in the amount of \$3,077,735 to repay from the Parkland Acquisition Development Cost Charge Reserve Fund to the Corporate & Tax Sale Land Reserve Fund the 46% contribution, plus interest, for the original acquisition cost for 7320 Buller Avenue, as outlined in Section 4.2 of the report.
3. THAT the report be forwarded to the Parks, Recreation and Culture Commission for information purposes.
4. THAT the report be forwarded to the Financial Management Committee for information purposes.

REPORT

The Planning and Development Committee, at its meeting held on 2021 March 30, received and adopted the *attached* report providing information on the status of the planned Buller-Beresford Park site within the Royal Oak Community Plan area, in response to a delegation on 2019 November 19. The Committee is also recommending a revision to the Royal Oak Community Plan and an expenditure of funds from the Parkland Acquisition Development Cost Charge Reserve Fund.

Respectfully submitted,

Copied to: Acting City Manager Director Planning & Building Director Corporate Services Director Finance Director Parks, Recreation & Cultural Services Director Public Safety & Community Services City Solicitor
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Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2021 March 24

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 61100 20
Reference: Buller-Beresford

**SUBJECT: BULLER-BERESFORD PARK SITE
7304, 7320 BULLER AVENUE AND 6050 BERESFORD STREET
ROYAL OAK COMMUNITY PLAN**

PURPOSE: To provide information on the status of the planned Buller-Beresford Park site within the Royal Oak Community Plan area, in response to a delegation to Committee on 2019 November 19, and recommend a revision to the Royal Oak Community Plan and expenditure of funds from the Parkland Acquisition Development Cost Charge Reserve Fund.

RECOMMENDATIONS:

1. **THAT** the Royal Oak Community Plan be amended to reflect the Park and Open Space use for the entire property located at 7320 Buller Avenue for inclusion in the Buller-Beresford Park site, as described in Section 4.1 of this report.
2. **THAT** Council authorize the City Solicitor to bring forward a Development Cost Charges Reserve Fund Expenditure Bylaw in the amount of \$3,077,735 to repay from the Parkland Acquisition Development Cost Charge Reserve Fund to the Corporate & Tax Sale Land Reserve Fund the 46% contribution, plus interest, for the original acquisition cost for 7320 Buller Avenue, as outlined in Section 4.2 of this report.
3. **THAT** this report be forwarded to the Parks, Recreation and Culture Commission for information purposes.
4. **THAT** this report be forwarded to the Financial Management Committee for information purposes.

REPORT**1.0 INTRODUCTION**

On 2019 November 19, the Planning and Development Committee received a delegation from Mr. David Roppel of Beedie Living with regards to the status of the City-owned property at 7320 Buller Avenue, and the development of the planned Buller-Beresford Park site within the Council-adopted Royal Oak Community Plan. Beedie Living is constructing a 124-unit townhouse development on the adjacent property to the south, at 6085 Irmin Street, under Rezoning Reference

To: *Planning and Development Committee*
From: *Director Planning and Building*
Re: *Buller-Beresford Park Site*
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#16-38. The development includes a greenway along the north property line, to serve both the residents of the proposed development, as well as users of the future Park and broader community, in accordance with the Royal Oak Community Plan. The design of the proposed development includes townhouses on the northern portion of the site with individual entrances from the greenway, in order to provide residents with enhanced connections to the area’s urban trail network and future park site. That orientation, with those direct entrances, is also intended to activate the public spaces, adding “eyes on the street”, in an effort to make those spaces safer. Arising from the requests made by the delegation, the Committee referred the matter to staff and requested a report outlining the current status of the Buller-Beresford Park site.

This report provides information further to Committee’s request and recommends a revision to the Royal Oak Community Plan to reflect the entire property located at 7320 Buller Avenue as Park and Open Space use for inclusion in the Buller-Beresford Park site and the repayment of funds from the Parkland Acquisition Development Cost Charge Reserve Fund to the Corporate & Tax Sale Land Reserve Fund for a portion of the costs, plus interest, for the acquisition of 7320 Buller Avenue.

2.0 POLICY CONTEXT

The development of the identified Buller-Beresford Park is in line with the site’s land use designation in the Council-adopted Royal Oak Community Plan and aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Social Connection – Enhance social connections throughout Burnaby
- Partnership – Work collaboratively with Businesses, educational institutions, associations, other communities and governments
- Geographical Connection – ensure that people can move easily through all areas of Burnaby, using any form of transportation

An Inclusive Community

- Serve a Diverse Community – Ensure City services fully meet the needs of our dynamic community
- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging

A Healthy Community

- Healthy Life – Encourage opportunities for healthy living and well-being
- Healthy Environment – Enhance our environmental health, resilience and sustainability

A Dynamic Community

- Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging

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- City facilities and infrastructure – Build and maintain infrastructure that meets the needs of our growing community

3.0 BACKGROUND

3.1 Royal Oak Community Plan: Overview of Designated Park Program

The Royal Oak Community Plan, adopted by Council in 1999, includes an overall park program within the Royal Oak area that includes a mix of urban parks, neighbourhood parks, ecological areas and public greenways, including identified locations such as Lewarne Park (west), Lewarne Park (east), the Antrim Park site, a portion of Frogger’s Creek Ravine Park, the BC Parkway, Highland Park Line, the former Grimmer-Lane Park site, and the subject Buller-Beresford Park (see *attached* Sketch #1). The City has been actively acquiring designated properties for park purposes since the adoption of the Royal Oak Community Plan, with some privately-owned parcels pending future acquisition to complete the park program. The current status of the Royal Oak park program is as follows:

- **Lewarne Park (east)**, adjacent to Burnaby South Secondary School, is currently operational and is improved with a community swimming pool, basketball court and playfield areas;
- **Lewarne Park (west)**: Nineteen properties have been identified for the Lewarne Park (west), formerly MacPherson Park, adjacent to Burnaby South Secondary School. To date, the City has acquired 18 of the properties identified in the Park Acquisition Program for this park site, with the property located at 5290 Irmin Street still to be acquired;
- **Antrim Park site**: To date, the City has been unable to acquire the property at 7037 Antrim Avenue, which is identified for the Antrim Park site. Staff will continue to pursue the acquisition of 7037 Antrim Avenue, as opportunities arise;
- **Former Grimmer-Lane Park site**: In 2011, Council approved the staff recommendation to the Community Development Committee that the City-owned properties located at 5401 and 5437 Lane Street, which comprised a portion of the planned Grimmer-Lane Park site, be sold for inclusion in the adjacent development site to the west proposed under Rezoning Reference #11-37. At that time, the City had made substantial efforts to acquire the property at 5390 Grimmer Street, which made up the balance of this identified park site. However, negotiations to acquire 5390 Grimmer Street failed and the owner of this property elected to pursue new development under prevailing zoning. Given the sale of the City-owned property for development, the Grimmer-Lane Park Site was removed from the Royal Oak Community Plan. However, Committee and Council instructed staff to identify and report on other potentially suitable alternative sites to be acquired for park purposes as a result of this loss of planned park space;
- **Frogger’s Creek Ravine Park**: The City has acquired nine properties related to Frogger’s Creek Ravine Park within the Royal Oak Community Plan boundary. The remaining 11 residential properties along Arthur Avenue that were identified within the plan were intended to be acquired to protect the current naturalized ravine condition, and were not

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intended for public use purposes. However, as Section 6.23 of the Burnaby Zoning Bylaw now prohibits development within streamside protection and enhancement areas, the acquisition of these 11 remaining properties is no longer necessary; and

- **Buller-Beresford Park site:** This designated park site, which is comprised of 7304 Buller Avenue, 6050 Beresford Street, and a portion of the subject property at 7320 Buller Avenue, is the largest park site in the Royal Oak Community Plan, and has been fully assembled under City ownership. Further context on the location, intent, and status of the Buller-Beresford Park site is provided in Section 3.2 below.

3.2 Buller-Beresford Park Site

The designated Buller-Beresford Park is bound by Buller Avenue to the west, Beresford Street to the north, 6088 Beresford Street to the east and 6085 Irmin Street to the south (see *attached* Sketch #2). The proposed park site is bisected by the Expo SkyTrain Line and BC Parkway below. The properties that form the park site include the City-owned properties located at 7304 Buller Avenue (acquired in 2010), 7320 Buller Avenue (acquired in 2001), and 6050 Beresford Street (acquired in 2013). In line with the Royal Oak Community Plan, the properties at 7304 Buller Avenue and 6050 Beresford Street are designated for Park and Public use, while a large portion of the property at 7320 Buller Avenue is designated for Park and Public use, with the remaining portion fronting Buller Avenue designated for Medium Density Multiple Family Residential development under CD (RM3 and RM3r) District.

The property at 7304 Buller Avenue is currently improved with an unoccupied one-storey warehouse building. The property at 7320 Buller Avenue is improved with a two-storey office/warehouse building that is currently leased to a film production company until 2024 May 31. The property at 6050 Beresford Street is improved with an office/warehouse building that is currently used by the Burnaby Engineering Department (Survey Division) for offices and accessory storage uses, and was formerly used as one of four temporary warming shelters provided by the City. The City office and storage uses are to be relocated to the Laurel Street Works Yard facility at 5780 Laurel Street, upon its completion in late 2022.

3.3 Residential Development Surrounding the Buller-Beresford Park Site

The designated Buller-Beresford Park site is currently within an existing, centrally located M2 industrial area (Sub-Area 6) that is transitioning to a medium density multiple-family residential area, primarily with townhouses and low rise apartments occupied by families of all types and compositions (see *attached* Sketch #3). Redevelopment of this sub-area commenced with the construction of three multiple family residential developments to the west of Buller Avenue at 7388 MacPherson Avenue (Rezoning Reference #02-49), 5661/5881 Irmin Street (Rezoning Reference #06-44), and 5788 Sidley Street (Rezoning Reference #09-33), along with an associated greenway urban trail link following a former rail spur on private lands, with public access secured by a statutory right-of-way in favour of the City. The intent of the greenway is to provide a public amenity within this sub-area of Royal Oak, and a linkage from the surrounding residential communities to the proposed Buller-Beresford Park, the BC Parkway and Highland Park Line urban trails.

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To the east of Buller Avenue, townhouse developments have been constructed at 7533 Gilley Avenue (Rezoning Reference #10-17) and 6088 Beresford Street (Rezoning Reference #11-13), with an additional townhouse development currently under construction at 6288 Beresford Street under Rezoning Reference #15-48.

To the south of the designated park site is 6085 Irmin Street, which is the subject of Rezoning Reference #16-38 and the proposed construction of a three-storey, 124-unit stacked townhouse development consisting of 12 individual townhouse buildings, landscaped courtyards, and pedestrian walkways. As noted, as a requirement of this development, the greenway identified in the Royal Oak Community Plan that connects the BC Parkway to the existing greenway on the west of Buller Avenue is to be constructed along the north property line, with public access secured by a statutory right-of-way in favour of the City. The townhouse units on the northern edge of the development have been designed to have individual accesses onto the greenway in order to create an active development frontage and provide community overlook of both the greenway and the future park site. Rezoning Reference #16-38 received Final Adoption on 2020 August 24 and the developer is initiating construction in accordance with the Rezoning.

4.0 DISCUSSION

4.1 Royal Oak Community Plan amendment

In accordance with the City's Official Community Plan (OCP), the City has used acreage standards for assessing neighbourhood and district park requirements. The OCP standard for neighbourhood parks is 2.25 acres per 1000 residents and the standard for district parks is 1.5 acres per 1000 residents. In accordance with the 2016 Census, the population within the Royal Oak Community Plan area is approximately 10,923 residents. Based on the above-noted acreage standard for assessing park requirements, the Royal Oak Community Plan area is currently deficient of developed park space, at approximately 0.28 acres of park space per 1000 residents. In light of the available park space noted above and the emerging residential neighbourhood in the sub-area around the Buller-Beresford Park site, the need for the development of adequate park and open space for both this sub-area and the Royal Oak Community Plan area as a whole is evident. Taking into account the planned relocation of the Engineering Survey Division offices from 6050 Beresford Street to the Laurel Street Works Yard in 2022, and the expiration of the existing film studio lease at 7320 Buller Avenue in 2024, the properties identified for the designated Buller-Beresford Park will be available for advancement of park development in mid-2024.

Due to the above-noted existing available park space and loss of identified park space within the Royal Oak Community Plan including the former Grimmer-Lane Park site and Frogger's Creek Ravine Park, the disposition of a portion of 7320 Buller Avenue for private residential development is no longer supportable. It is therefore recommended that the entirety of the City-owned property at 7320 Buller Avenue be used for Park and Open Space purposes, which will enable the future park to have a much more engaging and open public frontage onto Buller Avenue (see *attached* Sketch #4). This amendment would also fulfill the request by Committee and Council in 2011 for staff to identify and

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report on other potentially suitable alternative sites to be acquired for park purposes as a result of the loss of the Grimmer-Lane Park site. It is therefore recommended that the Royal Oak Community Plan be amended to reflect this change.

Should Council adopt the recommendation in this report to amend the Royal Oak Community Plan, Planning staff will coordinate with Parks, Recreation and Cultural Services staff to initiate a park master plan for the Buller-Beresford Park site to be advanced for Committee, Commission, and Council consideration.

4.2 Repayment of Corporate & Tax Sale Land Reserve Fund from Parkland Acquisition Development Cost Charge Reserve Fund

Pursuant to Section 189(1) of the *Community Charter*, money in a reserve fund must be used only for the purpose for which the fund was established. The Corporate & Tax Sale Land Reserve Fund supports the acquisition of land for a variety of civic and community development purposes. The intent of this reserve fund is to finance and secure real estate assets as they become available over time and then advance the sale or transfer of these municipal lands at market value. All financial proceeds from any municipal land sales or transfers are returned to the Corporate & Tax Sale Land Reserve Fund to support future civic land acquisition and development. The Parkland Acquisition Development Cost Charge (DCC) Reserve Fund was established to support the acquisition of park lands by the City.

In 2001, 7320 Buller Avenue was acquired for \$2,750,055. As the Royal Oak Community Plan showed split uses for the property (Park and Open Space purposes for a portion of the property, and Medium Density Multiple Family Residential development purposes for the remaining portion of the property), the cost to acquire the property was financed 46% (\$1,281,710) through the Corporate & Tax Sale Land Reserve Fund and 54% (\$1,468,345) through the Parkland Acquisition DCC Reserve Fund to reflect such intended split use. However, due to the loss of park space within the Royal Oak Community Plan area, the entirety of the property at 7320 Buller Avenue is now recommended for Park and Open Space purposes. If the entire property will be used for Park and Open Space purposes, then it is appropriate for the Parkland Acquisition DCC Reserve Fund to finance the entire acquisition cost of 7320 Buller Avenue and that the Corporate & Tax Sale Land Reserve Fund be repaid in full for its original 46% contribution to the acquisition cost, plus interest since the acquisition date (totalling \$3,077,735).

Should Council adopt the recommendation in Section 4.1 of this report to amend the Royal Oak Community Plan to reflect the Park and Open Space use for the entire property located at 7320 Buller Avenue for inclusion in the Buller-Beresford Park site, it is recommended that Council authorize the City Solicitor to bring forward a Development Cost Charges Reserve Fund Expenditure Bylaw in the amount of \$3,077,735 to repay from the Parkland Acquisition DCC Reserve Fund to the Corporate & Tax Sale Land Reserve Fund the original 46% contribution, plus interest, for the acquisition of 7320 Buller Avenue. This expenditure will be included in the 2021 – 2025 Annual Financial Plan and sufficient Parkland Acquisition DCC Reserve Funds are available to finance this repayment of the Corporate & Tax Sale Land Reserve Fund.

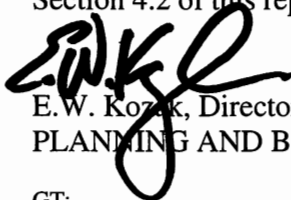
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5.0 CONCLUSION

On 2019 November 19, the Planning and Development Committee received a delegation from Mr. David Roppel of Beedie Living with regards to the status of the City-owned property at 7320 Buller Avenue and development of the Buller-Beresford Park site, which is identified in the Council-adopted Royal Oak Community Plan. This report provides information on the current uses of the City-owned properties that are included in the land assembly for the future Buller-Beresford Park site, as well as an associated timeline for the advancement of the park site in accordance with the Royal Oak Community Plan.

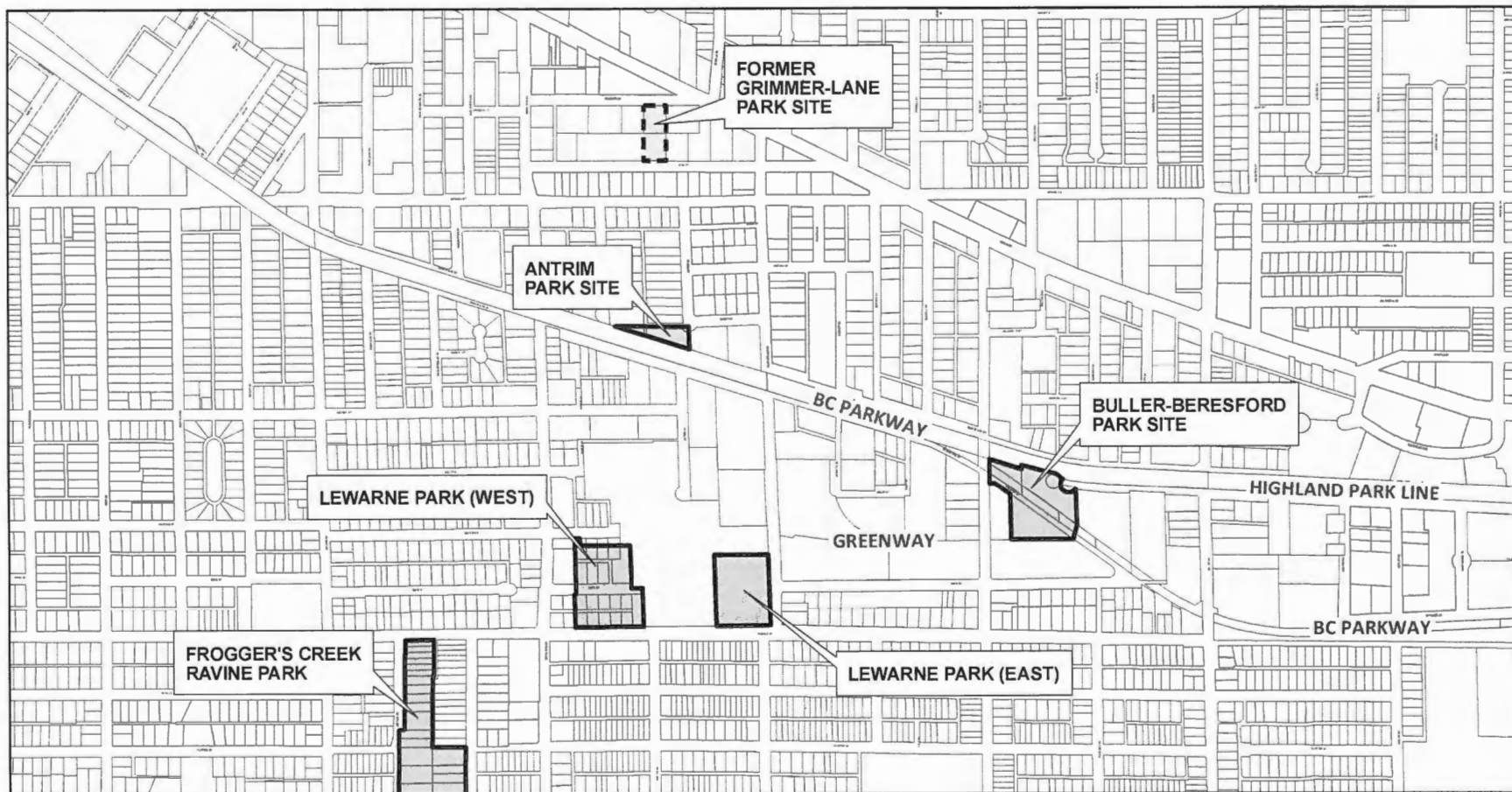
This report also recommends that Council approve an amendment to the Royal Oak Community Plan to reflect the entire property located at 7320 Buller Avenue for Park and Open Space use as outlined in Section 4.1 of this report to create a larger park site at this location to meet the needs of a growing community. It is further recommended that Council authorize the City Solicitor to bring forward a Development Cost Charges Reserve Fund Expenditure Bylaw in the amount of \$3,077,735 to repay from the Parkland Acquisition DCC Reserve Fund to the Corporate & Tax Sale Land Reserve Fund the original 46% contribution, plus interest, for the acquisition of 7320 Buller Avenue, as set out in Section 4.2 of this report.



E. W. Kozak, Director
PLANNING AND BUILDING

GT:

cc: Acting City Manager
Director Parks, Recreation and Cultural Services
Director Public Safety and Community Services
Director Finance
Director Corporate Services
City Clerk
City Solicitor



City of Burnaby

PLANNING & BUILDING DEPARTMENT

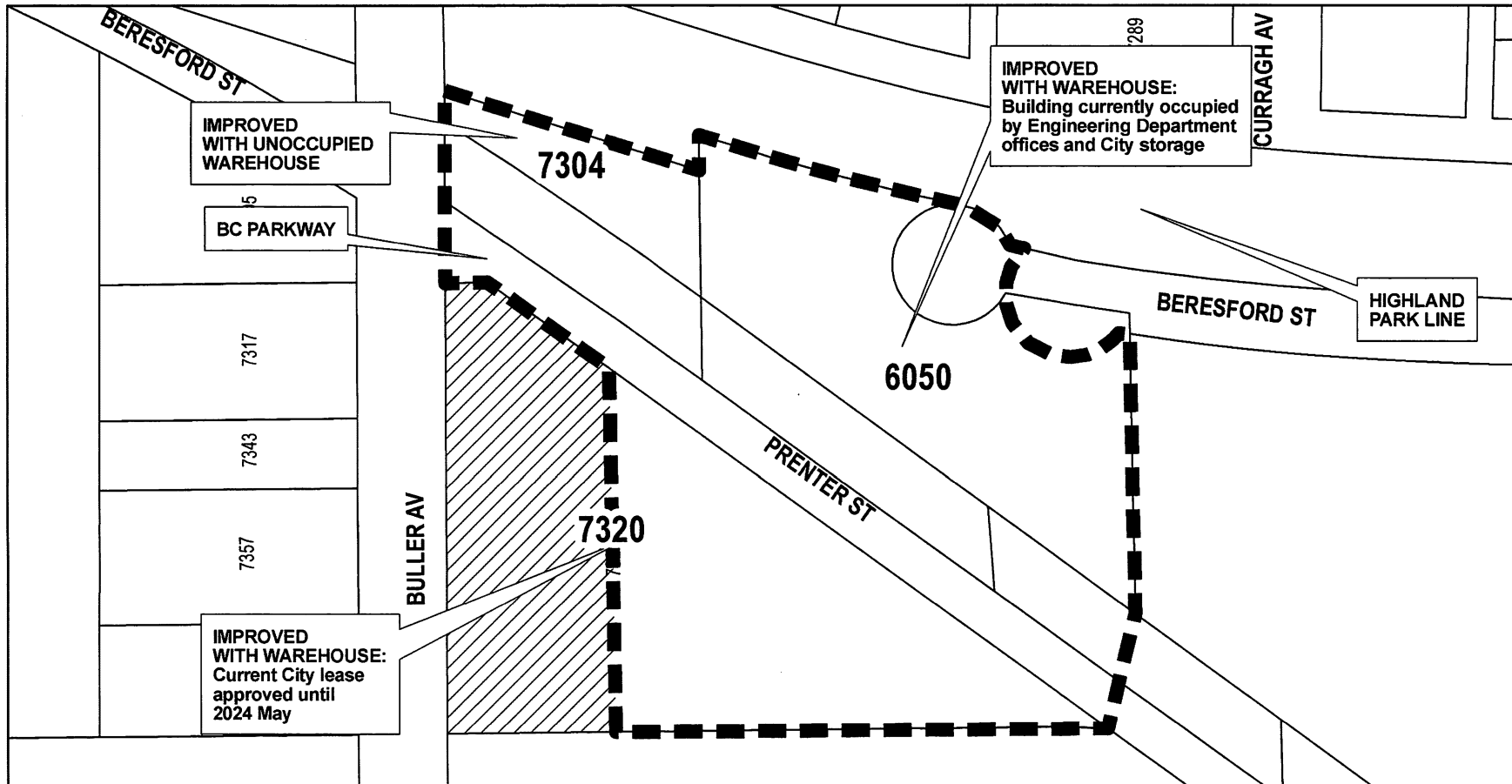


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ROYAL OAK COMMUNITY PLAN DESIGNATED PARK SITES



City of
Burnaby

PLANNING & BUILDING DEPARTMENT



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FEB 09 2021

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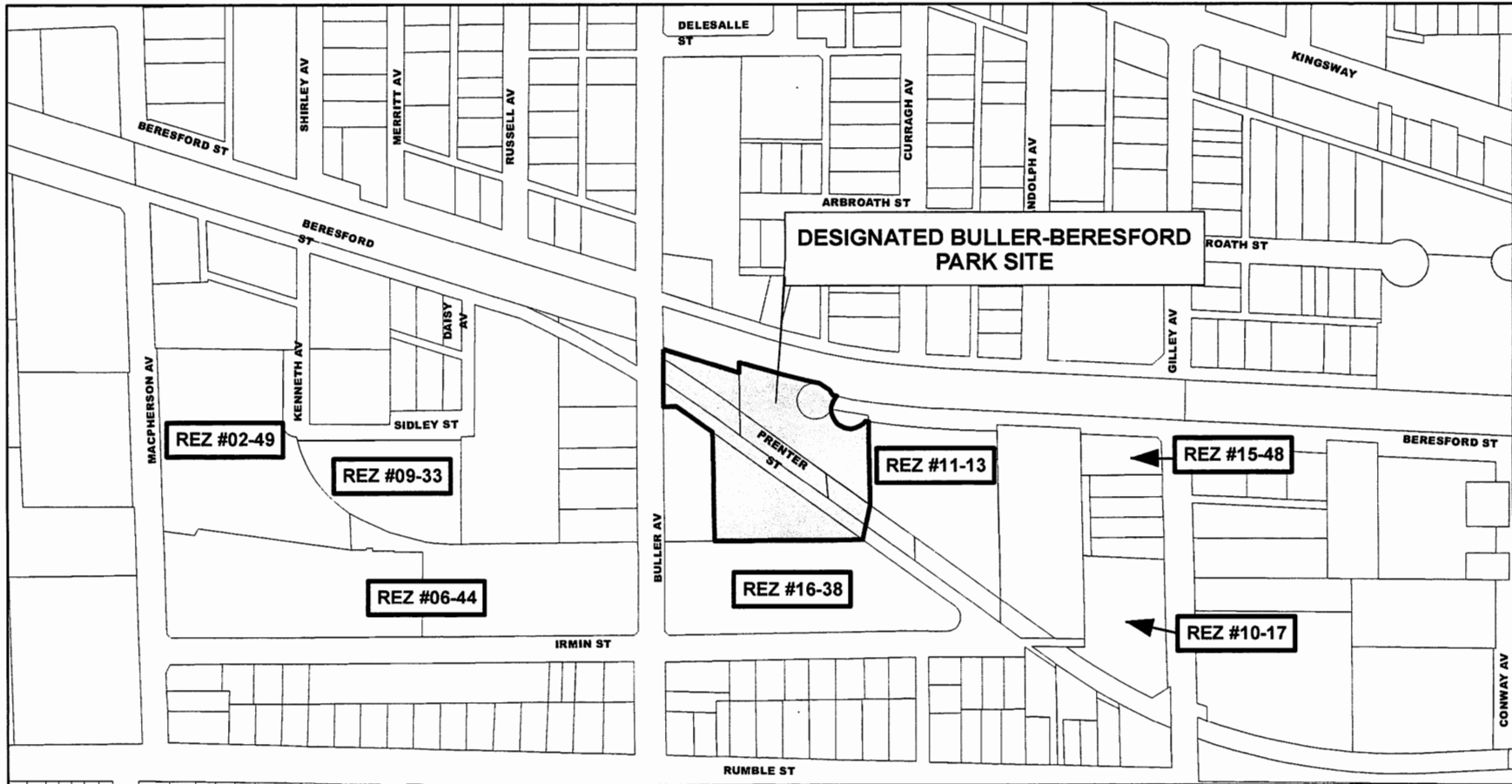
BULLER-BERESFORD PARK SITE



Plan Designated Park Boundary



Medium Density Multiple Family
Residential Land Use Designation



City of
Burnaby

PLANNING & BUILDING DEPARTMENT

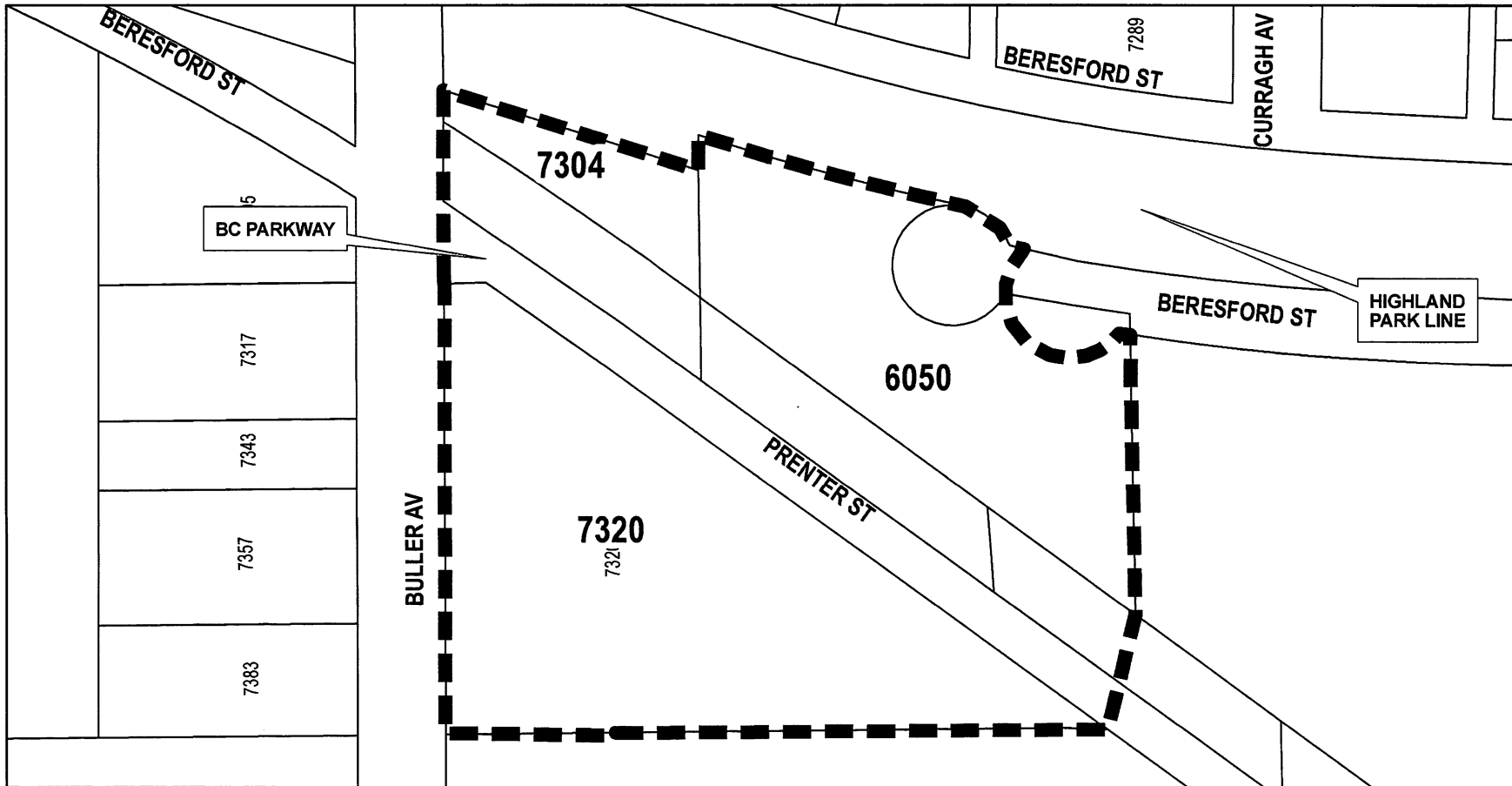


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RW

**ROYAL OAK COMMUNITY PLAN
(SUB-AREA 6 DEVELOPMENT SITES)**



PLANNING & BUILDING DEPARTMENT



Date: FEB 17 2021

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BULLER-BERESFORD PARK SITE

 Proposed Expanded Park Boundary
And Community Plan Amendment