

GREENTREE COMMUNITY PLAN

The Greentree Community Plan is based on the following adopted Planning Department report and Rezoning #1/72.

Item 18
Manager's Report No. 72
Council Meeting Nov. 6/72

SITE LOCATION AND CHARACTERISTICS

The 50 acre site is bounded by Wayburne Drive to the west, Woodsworth Street to the north, the Forest Lawn Cemetery to the east and Moscrop Street to the south (see attached Sketch #1).

The site is fairly level with contours ranging from an approximate 200 foot low along Wayburne Drive to a 225 foot high as the east property line. From there the contours rise rapidly eastwards over the Cemetery, which is situated substantially above the subject site.

The area is zoned P4 Cemetery District and is completely undeveloped. There is an extensive tree cover on the site consisting primarily of deciduous trees and some occasional evergreens, supplemented by dense brush and ground cover. The Central lower portion of the site is in a marsh condition which will require extensive drainage.

To the north the site is bounded by industrial uses across Wayburne Drive and the Gizeh Temple across Woodsworth Drive; undeveloped portions of Forest Lawn Cemetery parallel the eastern boundary; to the south the site is bounded by large parcels of undeveloped Municipal land across Moscrop Street. The provincial owned lands to the west across Wayburne Drive are developed for institutional uses.

The BC Institute of Technology is situated opposite the northerly portion of the subject site, while the Motor Vehicle Testing Station occupies the south-east corner of the Provincial land at the Wayburne-Moscrop intersection. With the exception of the Testing Station the southern portion of the Provincial land is undeveloped.

The attached Sketch #2 illustrates the current zoning pattern.

LAND USE

The department's examination of the suitability of the site for several broad land use categories, i.e. commercial, industrial, institutional and residential is given in some detail below.

The Apartment Study provides the basic guidelines for the overall development of the municipality. The adopted development concept envisages the creation of three major Town Centres, i.e. the Brentwood, Lougheed/North Road and Kingsway Town Centres, where commercial uses are concentrated, supported by surrounding areas of medium and high density residential developments. Any commercial proposed envisaged for the subject site would substantially detract from the viability of the commercial uses in the core areas. Furthermore, the areas of residential development adjacent to the subject site are at the present time adequately served by appropriate levels of commercial facilities. Service commercial uses which would capitalize on the presence of two major roads, i.e. Wayburne Drive and Moscrop Street should be strictly discouraged in view of the nature and function of both roadways. From the above it is concluded that any significant commercial development of the area or portions thereof is undesirable.

The east-west industrial belt is located north of the Freeway and Burnaby Lake, following the established railway right-of-way. In the past industrial uses have spilled over the Freeway southwards on both sides of Willingdon Avenue as far as Canada Way where a gradual mixing with small scale commercial development has occurred. The institutional uses of the provincial lands on both sides of Willingdon Avenue have acted here as a definite boundary. However, industrial usage has crossed Canada Way into a triangle of land east of the vocational school and the BC Institute of Technology, and west of Wayburne Drive. This triangle is situated directly north from the subject site.

It could be argued that industrial development of this area would pose few problems in terms of conflicting land usage. Industrial use could be compatible with the institutions to the west and the cemetery to the east, provided that a suitable quality of development were achieved. However, in-filling of this relatively isolated pocket by industry in a southward extension of the central industrial belt would negate previous efforts to maintain its linear character and would stimulate pressures for further north-south extensions in other areas. Further, a north-south industrial extension would increase industrial traffic on major north-south roads and, consequently, would affect the residential area between the central industrial belt and the Kingsway Town Centre. Considering in this context the question of supply and demand for industrial land it would appear from various surveys and area studies that there are presently considerable amounts of industrial land available within the designated industrial belts. The above leads to the conclusion that industrial use for the subject area or portions thereof is undesirable.

The site is located in a very key position in relation to the BC Institute of Technology and other institutions located on the Government lands to the west. In this context it appears that some form of institutional use complimentary to the existing use of the Provincial lands, constitutes an appropriate development alternative for this site. The department has informed the

Provincial Government in writing of the present development proposal and at the same time of the potential of the site for institutional usage. The Province has subsequently indicated some willingness to consider institutional extension into the site. However, in view of the current development pressures, quick action on the part of the Provincial Government towards acquisition of some or all of the lands involved would be necessary. As of now no action has been taken and acquisition by the Province appears out of the question. Therefore, there is apparently no need to pursue the institutional usage of the subject lands any further.

The site is located on the westerly fringe of an established residential area bounded by Wayburne Drive, the Freeway, the Municipal Hall complex and Gilpin Street. The municipal lands to the south of the subject site are presently undeveloped but it appears that portions of these lands have residential potential. Furthermore, the topography of the northern slope of the Kingsway ridge, which is mostly developed residentially, is an important feature in relation to the subject site and adds to the predominant residential character of this general area. From the above it follows that the site, although somewhat physically isolated by the cemetery location could be considered as a portion of the larger residential area extending between the central valley and the Kingsway ridge.

In the light of the above evaluation the department has concluded that residential development for the said lands is the preferred land use alternative.

DEVELOPMENT CONCEPT

Having evaluated the potential land-use and the initial development proposal the department established a set of development criteria. Subsequently several meetings were held with the developer and his consultants to evaluate their proposals in the light of these criteria. The discussions have resulted a basic agreement to an overall development concept.

The prime criteria are that the proposal be fully compatible with the residential development concept for Burnaby and that a comprehensive proposal be prepared for the whole site. Staging and rezoning could then proceed on the basis of the comprehensive development proposal which would be formalized in a Community Plan for the whole site.

A preliminary development proposal has been submitted that will accommodate a total of 450 housing units; 140 units on individual lots with the balance of 310 units distributed over 4 housing sites in a number of clusters. The plan includes an elementary school site, a park site and some neighbourhood shopping facilities. The development concept is throughout a single family housing proposal. This is reflected in the suite mix which emphasizes 3 bedroom units.

A variety of housing forms such as townhouses, courthouses, semi-detached units and terrace houses are introduced. The units are grouped in clusters separated by green spaces with the major open spaces and recreational facilities located in the centre of the development. A system of walkways and green strips connects the open spaces and provides the necessary links between the residential groupings and the proposed park site, school site, recreation areas and other communal facilities. A landscaped bufferstrip along Wayburne Drive and Moscrop Street is an integral part of the open space concept.

Wayburne Drive will be a major north-south route. Access to the site from Wayburne should therefore be limited to an absolute minimum. Development of the site necessitates the creation of a complete internal public road system. The plan envisages access to this parcel through a public road between Woodsworth and Moscrop Streets parallel to Wayburne on the easterly portions of the site. A third access will be obtained through an east-west public road linking Wayburne Drive and the new north-south road at mid point between the BC Institute of Technology parking lot and the Testing Station. Residential feeder roads and cul-de-sacs are attached to this major internal road system and will serve the various clusters.

The extension of Wayburne Drive to the south is an important aspect of the major road plan and the development pattern of this general area. However, it appears that due to the location of the site, and its particular relation to the major road system decisions with respect to its development patterns can be taken prior to the decision on this extension.

The present and future capacity of the elementary schools in this general area (Douglas and Gilpin elementary schools) is not sufficient to accommodate the enrolment expected as a result of this housing proposal. A 2.4 acre school site has therefore been incorporated into the proposal to serve this particular development. Furthermore, neighbourhood park facilities are required to serve the area residents and a 3.2 acre park site has been involved. Park and school site form part of the open space structure of the development proposal. The attached sketches show the proposed development concept.

The proposal is situated outside the areas recommended for apartment development in the Apartment Studies. The development concept, as explained above is strictly a single family concept, compatible with the adjacent areas of existing residential developments. The proposal requires approximately 6 acres for public roads and 6 acres for park and school sites. The net residential area is 38 acres and, developed at a density of 12 units/acre, yields a total of approximately 450 units.

It is recognized that this density is at the upper end of the scale for single family residential densities. However, it is felt that this net density is acceptable in the light of the following observations:

1. The location of the site would permit the introduction of a major housing scheme without creating conflicts with adjacent and uses. Most of the northern slope of the Kingsway ridge in this general area is zoned RM and R5.

The net density permitted under the R4 zoning is 8.0 units/acre. The proposed density of 12 units/acre is based on the R4 density plus a site bonus and is still below the density permitted under R6, i.e. 13 units/acre.

2. The traffic generated by this development does not pose any major problems in this general area.

3. The size of the site (50 acres) makes it extremely suitable for a comprehensive housing development.
4. The area is under single ownership.
5. The area is completely undeveloped.
6. The accommodation proposed is strictly single family.
7. The plan is fully comprehensive and provides the facilities required at the proposed development scale, i.e. neighbourhood park, an elementary school and some limited neighbourhood shopping facilities, including other communal services such as day care centres.
8. The slight density increase would provide an incentive to the developer to take an innovative approach to site planning and housing design, and at the same time would allow for a more efficient use of the land.

The preliminary plan illustrates a concept of interesting characteristics and an acceptable environmental quality. Although detailed planning has yet to be done it appears at this stage that the proposal is of a coherent structure and could be related to topography and landscape.

RECOMMENDATION

IT IS RECOMMENDED THAT COUNCIL:

1. agree to consider a residential development proposal for this area.
2. authorize the department to work with the developer to prepare a suitable plan of development on the basis of the objectives and criteria established in this report.
3. agree that a Community Plan be established which will guide the overall development of the total site.
4. agree to a staged development, whereby rezoning to CD Comprehensive Development take place on a step-by-step basis to implement the Community Plan.

Rezoning Reference #1/72
Proposed Comprehensive Housing
Development Formerly Within Forest Lawn Cemetery

PLANNING DEPARTMENT
NOVEMBER 1, 1972
OUR FILE: RZ 1/72

RE: REZONING REFERENCE #1/72
PROPOSED COMPREHENSIVE HOUSING DEVELOPMENT – FORMERLY
WITHIN FOREST LAWN CEMETERY

Introduction:

The Planning Department has reported to the Council on several past occasions with regard to a proposal by Dawson Development Limited to create a residential development within the 50 acre site east of Wayburne Drive, which was formerly a part of the Forest Lawn Cemetery. A brief summary review of the history of this proposal follows.

1. On January 11, 1971, Council endorsed an application to release a 50 acre portion of the Cemetery's holdings from the cemetery designation. The Planning Department was asked to examine the potential use of the subject area in relation to overall community objectives.
2. A potential buyer of the site, Dawson Development, presented a development concept to the department in July of 1971. The department evaluated this proposal in the light of its analysis of the site's land use potential which called for single-family development, and established development criteria, which were basically accepted by the developer. In the course of time, agreement was reached in principle on the development concept.
3. On February 28, 1972, the department reported to the Council on the development concept, and made the following recommendations, which were adopted:
 - a) that Council agree to consider a residential development proposal for this area,
 - b) that Council authorize the department to work with the developer to prepare a suitable plan of development on the basis of the objectives and criteria established in this report.
 - c) That council agree that a Community Plan be established which will guide the overall development of the total site.

- d) That Council agree to a staged development whereby rezoning to CD Comprehensive Development take place on a step-by-step basis to implement the Community Plan.
4. Since that time, the developer's architect has worked with the department toward the preparation of a suitable plan consistent with the above, and we are now in a position to report on the plan which has evolved, requesting that the rezoning application be advanced.

Land Use and Development Concept:

The fundamental characteristics of the site and the overall development proposal were set out in the February 28 report, photocopied extracts of which are attached for the convenient reference of the members of Council.

The overall site plan very closely resembles the conceptual plan presented in February, except that the school and park sites have been combined, rather than existing separately as in the earlier plan. This change was made in response to the requests of the Parks and School authorities and with the mutual consent of all concerned. Some minor changes to the internal road pattern have also occurred during the development of the plan; however the basic form and character, and density of development, remain unchanged.

The proposal being advanced at this time designates the extreme southerly portion of the 50 acre site for the initial rezoning and development stage.

First Phase Development Proposal:

The development plan for the first phase of the project reflects the general conditions of the conceptual plan in terms of site access, internal circulation, unit density, relative distribution of units over the site, and variety of single-family housing types. Additionally, increased setbacks adjacent to Moscrop and Wayburne Drive are observed, and an internal system of walkways and green strips linking residential groupings with the proposed school and park site, with communal facilities, and with each other, is provided.

The first phase site totals 9.86 acres, and takes its access via a new public road from Moscrop Street, near the easterly boundary of the 50 acre site, and is shown on the attached sketch #3. Two basic forms of housing are provided in this phase: the Condominium townhouse, and the self-owned single-family dwelling situated on a separate lot.

In the first category, five unit types are provided, with unit areas ranging from 1045 to 1242 square feet, and a total phase. The units are designed for family accommodation, and are combined into groupings in a variety of ways to create visual interest and avoid an institutional appearance. Each unit is situated on the ground and has its own private, individual entrance.

The other major type of housing to be incorporated represents an innovation in the field, in that it offers self-ownership not only of the dwelling unit, but also ownership in fee-simple of

the land upon which the house is situated, in contrast with the strata title unit entitlement of condominium ownership. The developer proposes the creation of individual lots with dimensions and areas less than those required by the Zoning bylaw for residential lots in the conventional district categories. Each lot would be developed with a house specifically designed and approved under a Comprehensive Development zoning bylaw for that particular site. Under this Comprehensive approach, it is proposed that the normal regulations stipulating setbacks would not apply, but that both the house design and the neighbourhood design (that is, the design of the unit with respect to its neighbouring building and landscape elements) would guarantee production of a high-quality living environment with all the desirable features of indoor and outdoor privacy, usable open space, and individuality of architectural character that are supposedly assured under conventional residential subdivision and development.

Specifically, the developer proposed five different basic single-family house designs for the 33 fee-simple lots to be created in the initial stage, with house areas ranging from 1100 to 1287 square feet. Each type is designated to allow it to be situated on its lot in such a way that a zero sideyard can be observed on one side, leaving a more ample sideyard on the opposite side than could be achieved if minimal sideyards were to be observed on each side of the building. Privacy in the side courtyard thus produced is ensured by allowing no window exposure from the neighbouring units into this sideyard, carports, and the like; that is to say, there are no party walls between adjacent houses. The houses are designed for individual sites in such a way that front and rear setbacks can be varied, and both carport and patio screening can be combined with house designs in different ways so that a high-degree of variety and visual "texture" can be achieved. Overall architectural unity is preserved by careful control of exterior materials and such unifying features as roof design.

The above approach to self-owned house and property ownership with relaxed zoning standards but an increased degree of design control and planning flexibility is unique in this area, and represents a significant departure from the forms of housing currently available on the local market.

In its recent report on Group Housing, the Planning Department has acknowledged the potential benefits in physical, social, and economic terms to be derived from the development of new forms of housing at densities intermediate to the conventional single-family subdivision house and the multiple-family apartment. The housing solution being proposed at this time has merit in the opinion of this Department, and seems worthy of Council's consideration.

The following statistics summarize the development proposal for the proposed first phase:

	Site Area (ac., gross)	Number of Units	Units per acre (gross)	FAR (gross)	Parking Ratio
Condominium	5.63 Ac.	72	12.8	0.35	135, 1.9:1
Single-family houses	4.23 Ac.	33	7.8	0.21	66, 2.0:1
Overall, Phase I	9.86 Ac.	105	10.64	0.28	201, 1.9:1

The developer advises that the condominium units are directed at the \$27,000 to \$35,000 price range, and the single-family houses at the \$35,000 to \$40,000 range. Although the development plan shows the number of single-family houses on reduced lots to be incorporated at future stages, the developer recognizes the experimental nature of this form of ownership, and could conceivably wish to change the mix or composition of future stages. This matter notwithstanding, the overall site development proposal is considered to be consistent with objectives earlier set out, and the Department would recommend that this plan be made the basis of a Community Plan to be adopted as a guide plan for development of the 50 acre site, insofar as density, number of units, and pattern of single-family development is concerned.

Under the concept, the joint school-park site is to be dedicated, and development of the park facility is to be funded by the developer. Additionally, all internal public roads are to be dedicated, and the costs of constructing the roads together with all costs of extending Municipal services to services the site is to be borne by the developer.

Surface parking is being provided for residents and visitors at the ratio of 2.0:1 in the single-family lot areas and at ratios ranging upwards from 1.875:1 in the condominium areas. These ratios are of course higher than current bylaw requirements, but are considered to be desirable and realistic in terms of the demand being experienced in housing developments of similar scale and density.

A landscape development concept has been agreed to, and although complete landscape plans have not yet been submitted, we understand that the final drawings will be presented shortly. The concept calls for retention of extensive bands of existing vegetation where possible in the open spaces and links between clusters, together with augmenting planting which will ultimately supplant the lower-quality growth where it presently exists. Screening, walkway paving, and the landscape development of individual courts are also covered by the landscape concept.

The architectural drawings for the first phase are virtually complete, and with the addition of some further detail on finishes and details, will be suitable for presentation to a Public Hearing. We are assured that these final details are forthcoming directly.

Conclusions and Recommendations:

Inasmuch as the design for the Community Plan the First Phase is substantially complete, the Department is prepared to recommend that the rezoning proposal be advance for further consideration.

It is understood that the developer or his representative will be presenting further explanatory material to more fully describe the development and the advantages of the unique form of housing that is being proposed.

Accordingly, the Planning Department would recommend:

1. That Council authorize the Planning Department to present a Community Plan for the 50 acre site based on the concept presently submitted, with the Community Plan, once adopted, to be implemented in successive stages by Comprehensive Development rezoning;
2. That Council advance the First Phase rezoning proposal for the southerly 9.86 acre site to a Public Hearing;
3. That the following be established as prerequisite conditions in connection with the subject rezoning reference RZ #1/72:
 - a) that a complete and detailed suitable plan of development be submitted, reflecting the objectives and criteria expressed in the various reports on this area;
 - b) that sufficient funds be deposited to guarantee the development of all necessary Municipal services to service the site, including sanitary and storm sewers, water, ornamental street lighting with underground wiring, and sidewalks.
 - c) That all necessary rights-of-way for the major public roads for the entire development and the designed school-park site be dedicated at the initial rezoning stage,
 - d) That sufficient funds be deposited to cover the cost of creating the public park, with costs to be determined by the Parks and Recreation Department,
 - e) That all electrical servicing (including electrical kiosks, where soil conditions permit), telephone and cable installations be placed underground throughout the development.

Respectfully submitted,

A.L. Parr,
DIRECTOR OF PLANNING