AREA PLAN
Canada Way/
Burris Street/
Trans Canada Highway/
Sperling-Freeway Interchange

Burnaby Planning Department
July 3, 1974
THE CORPORATION OF THE DISTRICT OF BURNABY

PLANNING DEPARTMENT

JULY 3, 1974

RE: AREA PLAN
CANADA WAY/BURRIS STREET/
TRANS CANADA HIGHWAY/
SPERLING-FREEWAY INTERCHANGE
(See Sketch #1, attached)

I INTRODUCTION

The subject area, because of its location between two major traffic routes (Canada Way on the south and the Trans Canada Highway on the north), is unique in terms of both its relative isolation from the general residential fabric and in terms of a range of environmental problems resulting from the adjacent traffic routes. In addition the area has a number of valuable natural landscape features. Because of these factors and because the Municipality has recently received a number of inquiries concerning the development and subdivision potential of the area, the Planning Department has undertaken an investigation of the area in order to evaluate development potential and feasibility and in order to assure that, where possible, the environmental considerations are satisfactorily resolved. The results of this investigation have been incorporated into this proposed Area Plan.

This Area Plan was reviewed by the Advisory Planning Commission on August 8, 1974, as requested by Council and the recommendations as set forth in Appendix I were endorsed.

II AREA ANALYSIS AND THE AREA PLAN

An analysis of the subject area within the context of surrounding areas as currently developed and as proposed has resulted in the following findings:

a) The area is isolated from similar residential development because of the existence of the Trans Canada Highway and Burnaby Lake Regional Park on the north; the Central Administrative Area, Cultural Complex (Century Park, etc.) and Deer Lake Park on the west; and, by the Canada Way
traffic route of the south. Moreover the residential area to the south has become further separated from the subject area because of the alternate character of that area's R1 residential development and the functional orientation of that R1 neighbourhood inward and to the south (See sketch 1, attached).

b) The contiguous R4 residential area across Burris Street to the east has become historically separate from the subject area because of the barrier of an undeveloped forested enclave along the west side of Burris and because of the relatively short interface between the two areas.

These findings indicate that an attempt to integrate the subject area with its residential neighbours would be unsuccessful and that, rather, a development configuration should be undertaken that will effect a social consolidation of the area into a separate and distinguishable residential neighbourhood with its own built pattern, central focus, etc.

Beyond the goal of creating a viable neighbourhood, the separated character of the area can be utilized in the application of alternate residential building forms that can resolve or minimize negative environmental influences, effect a preservation of valuable pockets of natural landscape, accommodate the desired pedestrian park/trail links (especially the pedestrian connection between Deer Lake and Burnaby Lake), and resolve traffic difficulties resulting from the existing road pattern.

A. PROPOSED BUILDING CONFIGURATION

At the approximate centre of the area is an existing and developing R4 mini-neighbourhood (See Sketch 2, attached). In this area newer residences and small older residences predominate. These residences, although not the most ideal building organization to accommodate the above defined municipal goals, should be essentially preserved and utilized as the nucleus of the proposed neighbourhood. The area to the west is currently developed with older dwellings on large lots interspersed with vacant lots whose overall quality is somewhat less than those residences located in the centre of the Study Area. The area to the east is undeveloped except for a small collection of older farm buildings (this area is composed of three large parcels). It is proposed in the Area Plan that both the easterly and westerly properties be redeveloped for residential use
on a comprehensive basis thus infilling and completing the desired neighbourhood.

It is important to note that the proposed redevelopment configuration of the easterly and westerly sites is designated as Group Housing (R8) utilizing R4 densities such that no substantial intensifying of densities in the area has been proposed. The study area is presently zoned R4. The Group Housing (R8) designation has consequently been proposed not to provide an intensification of residential use in the area but in order to effect a resolution of other municipal concerns (park/trail links, traffic considerations, etc.) and environmental problems. Density constraints are necessary in the area to reflect the capacities of municipal and other services (parks, schools, commercial facilities, etc.) and this is incorporated into the Area Plan by an absence of higher density residential designations.

B. PRESERVATION OF NATURAL AREAS

The Area Plan has been designated to preserve and utilize for public purposes three prominent natural features in the area (See attached Sketch 2):

1) The extensive and valuable enclave of trees along the open watercourse at the easterly end of the area;

2) The existing non-developed and treed municipal properties at the centre of the area; and

3) The existing open watercourse running from Deer Lake to Burnaby Lake at the westerly end of the area.

The easterly forested area and watercourse are proposed to be retained in private hands but to be protected by covenant against disturbance and preserved for public use by the application of a public access easement over the entire forested area. The central undeveloped area is proposed to be developed and utilized as a neighbourhood park, thus serving the recreational needs of the neighbourhood's inhabitants and as a functional focal point for the local area.

The westerly watercourse has formally been proposed to be protected by acquisition of parcels along its course for park use (initiated by inclusion of a number of parcels in the 1973 Parks Acquisition Program). This program is proposed to be expanded by the Area Plan and augmented by a dedication of a small area from the adjacent development sites.
C. PARK/TRAIL LINKS

A long established Municipal goal in this area has been to provide pedestrian park/trail links between the Deer Lake and Burnaby Lake areas, between Deer Lake and Robert Burnaby Park, and between the subject area and areas to the south. This goal has been reflected in the Area Plan by the proposals to acquire various properties along the Trans Canada Highway right-of-way and the Deer Lake/Burnaby Lake watercourse connector and by the proposal of preserving and providing public access along the easterly watercourse as discussed above. The Area Plan also delineates what is felt to be the most suitable location of a future pedestrian overpass of the Freeway but no timetable for the construction of the overpass is put forward at present.

D. TRAFFIC PATTERN

The primary traffic consideration in the area is a desire to restrict direct and uncontrolled vehicular access to Canada Way. In this respect the Area Plan incorporates the following features.

1) Access to Canada Way from new residential development is proposed to be totally restricted to controlled intersection access points at Canada Way/Clayton and Canada Way/Burris. The Canada Way/Sperling intersection is proposed to be utilized exclusively by the Fire Department Headquarters located on the west side of Sperling and at some time in the future by the unspecified municipal use that is proposed for the most westerly site in the study area (this site in the Area Plan is designated as a Municipal Reserve).

2) The Canada Way/Rayside intersection is proposed to be deleted because of severe grade conditions at this location. Moreover it is felt that the proposed traffic configuration renders the intersection, as an access to Canada Way, redundant. Rayside, therefore, is proposed to be cul-de-saced.

3) Claude Avenue west of Clayton is proposed to be completely abandoned and incorporated into the park/trail system because of a desire to restrict residential traffic from the Canada Way/Sperling intersection and a requirement to widen the park/trail link at this location.
4) A cul-de-sac extending from Clayton east is proposed such that the single- and two-family dwellings along Canada Way can be oriented away from that street and their access restricted from that street upon redevelopment.

5) The interior circulation in the area has been substantially simplified by the closure of redundant street rights-of-way such that the proposed pattern consists of a local central spine along Clayton/Claude Avenue/Claude Avenue Extension with culs-de-sac extending from this spine.

III GENERAL CONSIDERATIONS

A. SCHOOLS:

The study area falls within the catchment areas of the following schools (See attached Sketch 1):

1) Elementary Schools: Buckingham School
   Lakeview School


3) Senior Secondary School: Burnaby Central Sr. High School

Exact estimates of future school accommodation are not yet available as these will depend on the type of residential accommodation proposed by the private sector for the designated Group Housing sites. Even if a majority of family housing should be developed, however, because no substantial increase in density is here proposed, all school requirements can be provided on existing school sites. It is suggested that should development of the Group Housing sites be undertaken relatively soon, any required additional school accommodated should be reflected in upcoming school improvement and/or expansion programs, with the majority of such efforts directed at Buckingham School.

B. PARKS:

The designated neighbourhood park encompassing approximately 3.75 acres is adequate for the ultimate recreational needs of the study area's inhabitants. Although the majority of this neighbourhood park area is currently held in municipal hands (see Sketch 3, attached), contributions for development of the park should derive in part from
the development programs of the individual Group Housing sites. This is appropriate because it is essentially the inhabitants of the new residential projects that create the demand for new recreational accommodation. It is therefore recommended that a recreation levy in the amount of $100.00 per new unit be required of each Group Housing developer as a prerequisite to rezoning.

The park/trail links are provided essentially for municipal-wide use and, as such, the acquisition of properties for and development of the park/trail links should be essentially accommodated via Municipal and other funds over an extended period as may be delineated on the Park Acquisition Programme.

C. TRANSPORTATION:

Public transit provision for the proposed residential development with the Area Plan can be adequately handled by an existing bus route along Canada Way. Because the intensity of ultimate development is not proposed to be substantially increased as a result of the designations of the Area Plan, an upgrading of this bus route is not required for this particular area.

The Sperling-Freeway interchange at the westerly edge of the area provides adequate individual vehicular access to the regional traffic network. Because potential use density is not increased by the Area Plan, no undue traffic increase will create further problems on existing thru streets. Indeed, a number of solutions to existing problems are incorporated in the Area Plan as discussed above.

D. SERVICES:

The Municipal Engineer has indicated that no major servicing obstacles inhibit the development potential as proposed in the Area Plan. Detailed servicing requirements, consequently, can be evaluated and determined at the time of redevelopment. The installation of servicing to accommodate new development will be required of each developer as a prerequisite to rezoning of the individual sites.

E. COMMERCIAL FACILITIES:

Immediate shopping needs for the residents of the area can be served by existing commercial development at the south side of Canada Way near Sperling.
Other shopping needs can be served by existing larger scaled centres, access to which would be provided by bus and/or private auto.

It is crucial that the existing commercial (C2) strip zoning on the north side of Canada Way (between Sperling and Clayton) be removed. At present the commercial strip at this location is undeveloped with the exception of a gasoline service station at the northeast corner of Canada Way/Sperling. Such commercial development can only result in increased traffic problems and a downgrading of the quality of the area. Consequently only the service station has been incorporated into the Area Plan.

Pedestrian access to the existing commercial facilities will be provided by a crosswalk at the proposed controlled Canada Way/Clayton intersection.

IV DEVELOPMENT AND ZONING TIMETABLE

Because the designated Group Housing Sites (R8) will be developed by the private sector, no firm schedule for their development can be delineated at present. It is felt, however, that the Group Housing Sites could be developed immediately, primarily because the upgrading of streets and services for these sites will be undertaken by the developer as prerequisite to the rezoning of the properties concerned.

The development of the central neighbourhood park and the installation of new culs-de-sac (in areas outside the sphere of the Group Housing developer's responsibility) should be arranged to be undertaken parallel to the development of the Group Housing or as soon as feasible thereafter because of the central functional aspect of the park and in order to assure a successful functioning of the proposed street pattern in reference to existing traffic problems. In particular, the Rayside/Canada Way intersection should be closed when development of the Group Housing sites is imminent. It is therefore recommended that Council authorize the Planning Department to pursue investigations with various Municipal departments toward a specific timetable for the upgrading of public facilities in the study plan area. No specific schedule for the construction of the proposed Freeway pedestrian crossover is recommended as this matter should be examined with reference to the timetable for development of the Municipal park/trail system. Further, although a number of properties along the south side
of the freeway are proposed to be included in the next park acquisition program, it is recommended that a development timetable for the park/trail system be considered separately within the context of overall Municipal priorities.

In terms of zoning and rezoning it is recommended that the following be applied (See Sketch 3, attached):

a) It is recommended that the existing P3 designation at the westerly end of the study plan area be retained and expanded in conformity with the Area Plan and existing park policy when appropriate.

b) It is recommended that the existing A2 designation of the most westerly site in the area be retained to provide the reserve function until some future date when redevelopment of the site for municipal purposes is imminent.

c) It is recommended that the existing R4 designation in the area be temporarily retained over the entire residential portion of the Area Plan, that it be utilized as the development district for the designated single- and two-family sites, and, that it be removed on the designated Group Housing Sites and replaced with the R8 zoning designation via rezoning only when the designated development of these sites is imminent.

d) Because of the need to restrict commercial development on the C2 zoned strip along Canada Way, and specifically to not accommodate commercial development on the north side of Canada Way, it is recommended that the small commercially (C2) zoned area on the north side of Canada Way be rezoned immediately to R4 in preparation for its ultimate rezoning to R8 as a part of the adjacent Group Housing sites (with the exception of the existing gasoline service station at the northeast corner of Canada Way and Sperling).

V

RECOMMENDATION

It is recommended that Council adopt the development concept as outlined for the study plan area and that Council endorse the detailed development recommendations as discussed in the above report, as delineated in the Area Plan, and as noted in Appendix I (an abstract of those recommendations included in the report).

LBB:bp
APPENDIX I

RECOMMENDATIONS:

1. That Council adopt the development plan to effect a social consolidation of the area into a separate and distinguishable neighbourhood, to provide for the pedestrian park/trail system, to resolve existing traffic difficulties and to accommodate residential building forms that can minimize negative environmental factors and preserve positive natural assets in the area.

2. That Council endorse the concept of developing the easterly and westerly sites within the area as Group Housing (R8) utilizing R4 densities (approximately 10 units per acre) as delineated in the Area Plan.

3. That Council endorse the concept of the Municipal Reserve Site for that municipally held parcel at the western extent of the subject area.

4. That Council endorse the concept of protecting and preserving valuable natural features as follows:
   a) The forested enclave and watercourse at the easterly end of the area to remain in private hands but protected by covenant and preserved for public use by access easement.
   b) The central municipally held lands to be developed as a neighbourhood park.
   c) The western watercourse to be protected and preserved as a part of the park/trail system.

5. That Council endorse the concept of a pedestrian overpass of the Trans Canada Highway as delineated in the Area Plan.

6. That Council endorse the measures reflected in the Area Plan for the resolution of existing traffic problems as follows:
   a) the installation of a controlled intersection at Canada Way/Clayton;
   b) the deletion of the Canada Way/Rayside intersection;
   c) the abandonment of Claude Avenue west of Clayton when development of lots fronting on that street is undertaken; and,
   d) the closure of redundant street rights-of-way and the rationalization of the internal street pattern of the area via the installation of new streets where designated on the Area Plan.
7. That Council request the School Board to examine the provision of additional school accommodation as may be required as a result of the designated redevelopment as a part of upcoming school improvement and/or expansion programs.

8. That Council endorse as prerequisite to rezoning of the designated Group Housing Sites, the submission by the rezoning applicant of a recreation levy in the amount of $100.00 per new unit proposed, to be used exclusively for the development of the designated neighbourhood park.

9. That Council adopt the position that commercial activity on the north side of Canada Way between Sperling and Clayton be restricted from further development via an immediate rezoning of the undeveloped C2 strip at this location to Residential District Pour (R4), with the aim of ultimately including the area in the Group Housing Sites.

10. That Council adopt the proposed development timetable for the study plan area as follows:

   a) that the Group Housing sites be designated for immediate development;

   b) that the Planning Department be authorized to establish a specific timetable for the development of the neighbourhood park and designated new streets to relate to the development of the Group Housing sites;

   c) that the Rayside/Canada Way intersection be closed when development of the Group Housing sites is imminent.
APPENDIX II

SPECIFIC SITES INFORMATION:

Site #1 - See Sketch A

Municipal Reserve

4.26 Acres

This area to be reserved in order to accommodate some future Municipal function as an extension of the Central Municipal Administrative and Cultural Area.

Site #2 - See Sketch B

Group Housing (R8)

4.3 Acres

This site is designated for R8 residential development utilizing R4 densities (approximately 10 units per acre). Specific development guidelines to be as follows:

a) Dedication of the northwesterly corner of the site for the park/trail system as shown on attached Sketch B.

b) Provision of an approximate 50' buffer along Canada Way.

c) Buffering to be provided along the service station site to the west.

d) Access to be exclusively from Clayton via the new cul-de-sac "A" designated in the Area Plan*.

e) Housing to be sited and constructed to minimize existing noise problems from adjacent streets (via clustering, provision of landscape and earthen buffers, utilization of extensive sound proofing, etc.).

f) All requisite servicing to be provided by the developer (all electrical wiring, etc. underground).

g) A recreation levy of $100.00 per new unit to be submitted by the developer toward the development of the designated neighbourhood park.

* If this site develops before Site #3, cul-de-sac "A" must be dedicated by the developer and constructed to an interim standard. If Sites #2 and #3 are developed as one, cul-de-sac "A" can be deleted and access provided via interior private circulation driveways.
h) If feasible, the incorporation of the existing cottage on Lot C S1/2 into the group housing development scheme.

i) Maintenance of existing trees where feasible.

**Site #3 - See Sketch B**

*Group Housing*

*5.3 Acres*

This site is designated for R8 residential development utilizing R4 densities (approximately 10 units per acre). Specific development guidelines to be as follows:

a) Dedication of the northeasterly corner of the site for the park/trail system as shown on attached Sketch B.

b) Dedication and construction of the designated cul-de-sac "A" extending west from Clayton at the north of the site*.

c) Provision of an approximate 50' buffer along Canada Way.

d) Access to be exclusively from Clayton and the designated new cul-de-sac "A".

e) Clayton to be improved to a finished standard including realignment to provide a 90° intersection at Canada Way/Clayton.

f) Housing to be sited and constructed to minimize existing noise problems from adjacent streets (via clustering, provision of landscape and earthen buffers, utilization of extensive sound proofing, etc.).

g) Clayton and the designated new cul-de-sac "A" to be provided with street trees to the Municipal standard along the side of the streets abutting the site.

h) All requisite servicing to be provided by the developer (all electrical wiring, etc., underground).

*If this site develops after Site #2, cul-de-sac "A" will have been dedicated and constructed to an interim standard such that the developer will be required to improve the street to a finished standard. If Sites #2 and #3 are developed as one, cul-de-sac "A" can be deleted and access provided via interior private circulation driveways.*
i) A recreation levy of $100.00 per new unit to be submitted by the developer toward the development of the designated neighbourhood park.

j) Maintenance of existing trees where feasible.

Site #4 - See Sketch C

Single - and Two-Family Dwellings

This site, owned by the Municipality and appropriately subdivided, is to be retained for single- and two-family dwellings, the sale by the Municipality to private developer(s) to be undertaken after installation of the abutting designated new cul-de-sac "B". The orientation of the new dwellings to be toward the new cul-de-sac "B" and neighbourhood park.

Site #5 - See Sketch C

Neighbourhood Park

3.75 Acres

This site is essentially composed of municipal lands but includes three private properties which must be acquired (as shown on attached Sketch C). The site, when totally assembled, is to be developed for neighbourhood recreational purposes including treed, landscaped areas and children's playfields, part of the funds for which will be derived from the recreational levy proposed to be submitted by developers within the study plan area. Included in the park development will be the development of the pedestrian way located on the redundant Rayside Avenue right-of-way. One duplex lot will be created - to be sold for private use.

Site #6 - See Sketch D

Group Housing and Two-Family Dwelling

This site is designated essentially for R8 residential development utilizing R4 densities (approximately 10 units per acre) (Sites 6A and 6B), but will also include 10 duplex lots (R4) at its western edge (Site 6C). Specific development guidelines to be as follows:
a) The development as here defined of the total site at one time or in stages by one developer.

b) Dedication of that portion at the northwest corner of the site for the park/trail system and for a pedestrian walkway connecting the park/trail system with cul-de-saced Donovan Avenue.

c) Subdivision of the duplex lots as shown on attached Sketch D and the construction of the Donovan Avenue cul-de-sac, requisite lane extensions, and the above noted pedestrian walkway.

d) Dedication and construction of the Claude Avenue extension to Burris Street to the Municipal standard including sidewalks, street trees, etc.

e) The registration of a covenant to preserve without development existing natural growth and the watercourse and a public access easement over that area as shown on attached Sketch D. Also, the total protection of the area via hoarding during the construction period.

f) Provision of an approximate 50' buffer along Canada Way.

g) Access to be exclusively from the Claude Avenue Extension.

h) Housing to be sited and constructed to minimize existing noise problems from adjacent streets (via clustering, provision of landscape and earthen buffers, utilization of extensive sound proofing, etc.).

i) All requisite servicing to be provided by the developer (all electrical wiring, etc., underground).

j) A recreation levy of $100.00 per new unit to be submitted by the developer toward the development of the designated neighbourhood park.

k) Maintenance of existing trees outside the covenanted area where feasible.
Appendix II  Sketch C Sites 4 & 5

Future Pedestrian Overpass

Property to ultimately be acquired for realignment of street

Trans Canada Highway

Future Line Near Park

Claude Ave.

Site 5 Neighbourhood Park (P3)

3.75 Acres

Properties and redundant streets to be consolidated to form site

New Cull De Sac 'B'

Pedestrian Way

Site 4 Single & Two Family Dwellings (R4)

0.56 ± Acre

Property lines to be adjusted to provide exclusive vehicular access from Raysia Cull De Sac

Scale: 200'
Date: June 1974