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**TO:** CITY MANAGER 2015 May 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #15-17**  
**Two-phase rezoning for temporary antenna installation**

**ADDRESS:** 7000 Lougheed Highway (see *attached* Sketches #1 and #2)

**LEGAL:** Parcel 1, DLs 59 and 78, Group 1, NWD Reference Plan 78006

**FROM:** CD Comprehensive Development District (based on C1 Neighbourhood Commercial District, C2h Community Commercial District and M5 Light Industrial District) and R2 Residential District

**TO:** Amended CD Comprehensive Development District (based on C1 Neighbourhood Commercial District, C2h Community Commercial District, M5 Light Industrial District and P2 Administration and Assembly District and in accordance with the development plan entitled "BC9916, Bainbridge & Lougheed, 7018 Lougheed Hwy," prepared by TRK Engineering, to be superseded on 2016 July 01 by the development plan entitled "BC9916 – Phase 2, Bainbridge & Lougheed, 7018 Lougheed Hwy," prepared by TRK Engineering.) and R2 Residential District.

**APPLICANT:** TM Mobile Inc. (Telus)  
2 – 3500 Gilmore Way  
Burnaby, BC V5G 4W7  
(Attention: Jon Leugner)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2015 June 23.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2015 June 01 and to a Public Hearing on 2015 June 23 at 7:00 p.m.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of suitable plans for both phases of development.
  - b. The submission of an undertaking and bonding for removal of the proposed Cell on Wheels (COW) installation prior to 2016 July 01.

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## **REPORT**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit the temporary deployment of a Cell on Wheels (COW) telecommunications antenna installation.

### **2.0 NEIGHBOURHOOD CHARACTERISTICS**

The subject site is a large property that extends from Lougheed Highway south to Greenwood Street and east to Bainbridge Avenue. The site contains commercial development along Bainbridge Avenue and the former Telus industrial complex on the remainder of the site. Development on the north side of Lougheed Highway, opposite the site, includes a gasoline service station and a low-scale commercial development, with townhouses and single-family dwellings beyond. A small commercial development, which is the subject of a concurrent rezoning application for an antenna installation (Rezoning Reference #15-16), is located across Bainbridge Avenue to the east. An R1 Residential District neighbourhood extends to the east and south of the subject site. Industrial properties, including the Saputo production facility, are located to the southwest and west of the site. The Millennium SkyTrain guideway traverses the northerly portion of the subject site by means of a statutory right-of-way (see *attached* Sketches #1 and #2).

### **3.0 BACKGROUND INFORMATION**

- 3.1 On 1988 May 30, Council granted Final Adoption to Rezoning Reference #117/86, which rezoned the site from M2 General Industrial District, C6 Gasoline Service Station District, P8 Parking District, R1 Residential District, and R2 Residential District to CD Comprehensive Development District (based on C1 Neighbourhood Commercial District and M5 Light Industrial District as guidelines) and R2 Residential District (the latter District is confined to a buffer strip along Lougheed Highway). The purpose of the rezoning was to permit the redevelopment of the southern and eastern portions of the site, in two phases, and the gradual transition of the existing industrial complex to M5 Light Industrial District uses.
- 3.2 On 2005 October 17, Council granted Final Adoption to Rezoning Reference #05-12, which rezoned the site from CD Comprehensive Development District (based on C1 Neighbourhood Commercial District and M5 Light Industrial District as guidelines) and R2 Residential District to CD Comprehensive Development District (based on C1 Neighbourhood Commercial District, C2h Community Commercial District and M5 Light Industrial District as guidelines) and R2 Residential District in order to permit a private liquor store in an existing commercial building on the site.

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- 3.2 The subject property is located in the Bainbridge Urban Village Community Plan area. The Commercial Policy Framework of the Burnaby Official Community Plan (OCP) indicates that the intersection of Lougheed Highway and Bainbridge Avenue is intended for Urban Village centre commercial use.

#### **4.0 GENERAL INFORMATION**

- 4.1 The applicant is seeking to rezone the subject property from CD Comprehensive Development District (based on C1 Neighbourhood Commercial District, C2h Community Commercial District and M5 Light Industrial District as guidelines) and R2 Residential District to CD Comprehensive Development District (based on C1 Neighbourhood Commercial District, C2h Community Commercial District and M5 Light Industrial District, and P2 Administration and Assembly District as guidelines) and R2 Residential District, in order to permit the deployment of a Cell on Wheels (COW) telecommunications antenna installation on a temporary basis. The COW is intended to temporarily replace existing antennas located on a building in the former Telus industrial complex, which is scheduled for demolition in June 2015. A permanent location to replace the existing antennas is proposed at 2900 Bainbridge Avenue, under a concurrent rezoning application (Rezoning Reference #15-16).

The applicant proposes removal of the COW within six months of securing a permanent antenna site (at 2900 Bainbridge Avenue, or elsewhere if Rezoning Reference #15-16 is unsuccessful) and no later than 2016 June 30. As such, this proposal involves two successive plans of development: an initial plan of development that includes the COW as described below, and a second plan of development, effective 2016 July 01, that depicts the subject site with the COW removed (and no further development). A bond equal to the value of the COW's removal is required to ensure performance on this proposal. Future redevelopment of the site will require further rezoning once a plan of development is determined.

The proposed COW site is an approximately 120 m<sup>2</sup> (1,292 ft<sup>2</sup>) area in the interior of the subject property, approximately 80 m (262 ft.) south of Lougheed Highway, 72 m (236 ft.) west of Bainbridge Avenue, and 172 m (564 ft.) north of Greenwood Street. This portion of the property currently consists of a depressed parking area enclosed on three sides by surrounding buildings. Once demolition occurs, only the buildings to the east of the COW site will remain. These buildings are located at a higher grade, approximately 1 m above the proposed COW site.

- 4.2 The COW consists of a 14.9 m (48.9 ft.) tall lattice work tower mounted on a trailer chassis with outriggers. Three 1.2 m (4 ft.) high, 0.38 m (1.23 ft.) wide antennas are proposed to be mounted at the top of the tower. Power and fibre for the antennas will be extended from the electrical room of the adjacent commercial building located approximately 7 m to the east. The applicant proposes to enclose the COW site with a 1.8 m (6 ft.) high panel fence.

- 4.3 Antenna developments and related infrastructure are recognized as a necessary utility that serve the mobile communications and information technology needs of Burnaby's businesses and residents. As such, this Department works with the telecommunications sector and their proponents in developing antenna infrastructure as appropriate. Given that free-standing antenna developments are considered the most obtrusive of antenna proposals, this Department evaluates the potential impacts of each proposal on the subject site and surrounding land uses, and reviews the topographical, environmental or heritage prominence of each site. In addition, this Department seeks to maximize the distance of these installations from residential areas; ensure that the design of antenna installations and accessory components are as unobtrusive as possible; and encourage the co-location of antenna installations wherever possible. The following subsections review the proposed development, in view of the above considerations.

#### ***4.3.1 Potential impacts on subject site and surrounding uses***

The proposed COW is located in an approximately 120 m<sup>2</sup> (1,292 ft<sup>2</sup>) area in the interior of the subject property, approximately 80 m (262 ft.) south of Lougheed Highway, 72 m (236 ft.) west of Bainbridge Avenue, and 172 m (564 ft.) north of Greenwood Street. The COW will be located approximately 7 m to the rear of the nearest building, which contains a number of commercial uses, including a private liquor store, restaurant, office furniture outlet, a drycleaner and a photo lab. An industrial building, used for film production, is located approximately 10 m (32.8 ft.) to the southeast. There will be no surrounding development to the north, west, and south of the site once the scheduled demolition of the former Telus industrial complex is completed. The nearest residential lot is located approximately 78 m (255.9 ft.) to the southeast.

Given its location in the interior of a large industrial property, to the rear and at a lower elevation than adjacent buildings and surrounded on most sides by a demolition site and vacant land, the proposed temporary siting of a COW installation is not expected to have any significant impacts on the subject site. Similarly, the proposed temporary COW installation is expected to have negligible impacts on adjacent and nearby industrial sites to the west and southwest given the distance and largely industrial context of those sites.

The proposed COW will be visible from the Millenium SkyTrain guideway approximately 80 m (262 ft.) to the north. Given the temporary nature of the proposal, and the likely presence of construction cranes and other equipment on the site during much of the proposed time frame, the brief visibility of the COW is unlikely to create any significant visual impact from the SkyTrain line. In addition, the guideway itself will obscure views of the COW from areas to the north of Lougheed Highway.

Impacts to nearby residential areas are discussed in Section 4.3.3 below.

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#### ***4.3.2 Topographical, environmental or heritage significance***

The proposed COW is located in an industrial neighbourhood in the low-lying Central Valley area of Burnaby. As such, its location is not topographically prominent. Similarly, there are no heritage sites in the immediate vicinity. The proposed COW may be visible from a distance from portions of Burnaby Lake Regional Park, which is located approximately 0.5 km to the south. Given the temporary nature of the proposal, however, the impacts of any distant visibility would be minor.

#### ***4.3.3 Maximizing distance from residential areas***

Single family residences in the R1 Residential District are located in the vicinity of the subject site. A cluster of eight residential lots are located immediately adjacent to the subject property, at the northwest corner of Bainbridge Avenue and Greenwood Street. Other R1 District residential neighbourhoods are located south of Greenwood Street and east of Bainbridge Avenue. The proposed COW will be visible from these residences.

The visibility of the COW, however, is mitigated by several factors. First, the proposed COW is located within an aged, disused industrial site that currently contains a large array of antennas on a building scheduled for demolition. Once demolition commences, the site will contain construction cranes and other equipment similar in scale and appearance to the COW. As such, expectations for the site are likely to be less than in more aesthetic contexts. Second, the nearest residential lot is located approximately 78 m (255.9 ft.) distant to the southeast and all but three lots to the south/southeast are located at least 140 m (459.3 ft.) away from the COW site. To the east, the nearest residential lot is located approximately 92 m (301.8 ft.) distant from the COW site; from its perspective, and from the lots to the southeast, all but the upper portions of the COW are hidden by the intervening commercial buildings on the subject site. Lastly, the proposed use is temporary, and would be required to be removed within six months of securing a permanent antenna site (at 2900 Bainbridge Avenue, or elsewhere if Rezoning Reference #15-16 is unsuccessful) and no later than 2016 June 30. Given all of the above, the proposed use, on a temporary basis, is not incongruous with the existing use of the site.

Regarding potential safety concerns, the proposed installation must comply with the Safety Code 6 Guidelines administered by Health Canada.

#### ***4.3.4 Design of antenna installations and related equipment***

As noted, the proposed design of the antenna installation consists of a 14.9 m (48.9 ft.) tall lattice work tower mounted on a trailer chassis with outriggers. Three 1.2 m (4 ft.) high, 0.38 m (1.23 ft.) wide antennas are proposed to be mounted at the top of the tower. The applicant proposes to enclose the approximately 120 m<sup>2</sup> (1,292 ft<sup>2</sup>) COW area with a 1.8 m (6 ft.) high panel fence.

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Given the technical requirements and prefabricated nature of the proposed COW, few design options are available. As such, the design of the COW is acceptable on a temporary basis, as proposed.

#### **4.3.5 Co-location of antennas**

As the proposed COW is a temporary installation, co-location of antennas is not expected.

### **5.0 DEVELOPMENT PROPOSAL**

- |     |                        |   |   |             |
|-----|------------------------|---|---|-------------|
| 5.1 | Site Area:             | - | 5.64 ha (13.95 acres)                       | (unchanged) |
| 5.2 | COW Installation Area: | - | 120 m <sup>2</sup> (1,292 ft <sup>2</sup> ) |             |
| 5.3 | COW Height:            | - | 14. 9 m (48.8 ft.)                          |             |

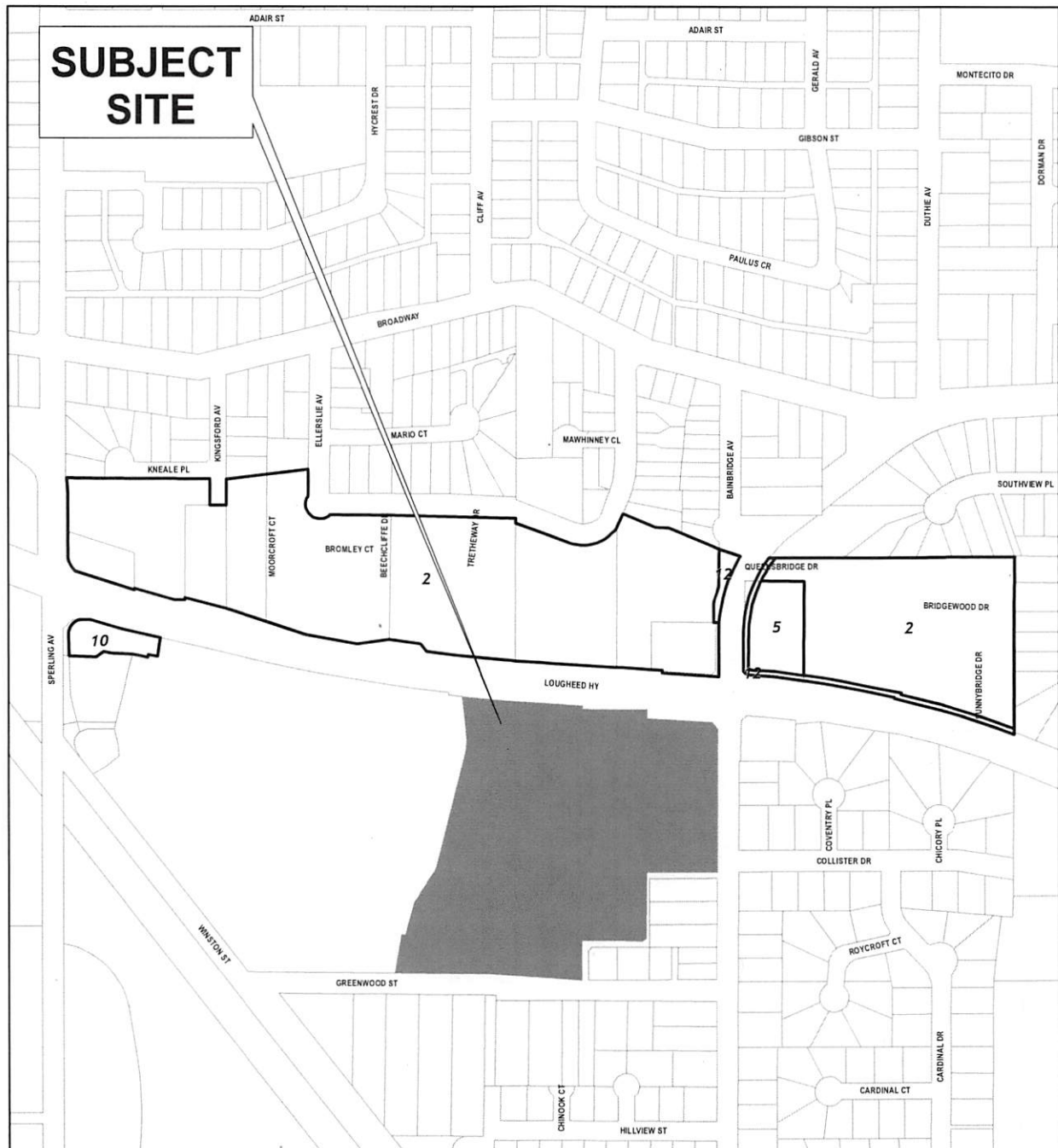
  
Lou Pelletier, Director  
PLANNING AND BUILDING

LF:spf

#### **Attachments**

cc: Director Engineering  
City Solicitor  
City Clerk



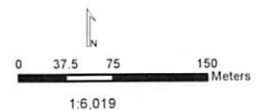


## Bainbridge Community Plan



PLANNING & BUILDING DEPARTMENT

- 2** Low Density Multiple Family Residential
- 5** Commercial
- 10** Institutional
- 12** Park and Public Use







TELUS | Wireless Network – BC  
2-3500 Gilmore Way, Burnaby, BC V5G 4W7  
Jonathon.leugner@telus.com  
604 828 7859 Mobile

April 28, 2015

City of Burnaby  
Planning & Development Department

**Attention:** Lily Ford, Zoning Planner

**Subject:** TM Mobile Inc. ("TELUS") Temporary Antenna Deployment  
**Address or Legal:** 7000 Lougheed Highway, Burnaby BC  
**TELUS Site:** BC9916

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TM Mobile Inc. (TELUS) is submitting this amended letter of intent regarding a proposed temporary telecommunications antenna installation on the lands located at 7000 Lougheed Highway, Burnaby BC, with ancillary equipment. The equipment being deployed will serve to replace on a temporary basis the rooftop antenna installation located atop the building at 7018 Lougheed Highway which is slated for demolition.

The property consists of 7 commercial buildings, and is CD Zoned. We have been in preliminary contact with the City of Burnaby ("the City") in regards to the proposed temporary installation and have been advised the only allowable way to deploy this temporary antenna installation, known as a Cell on Wheel ("the COW"), is to submit a rezoning application. The proposed temporary antenna installation will maintain wireless services in the surrounding community and meet the public's personal, business and emergency needs until a permanent site is constructed.

TELUS is proposing to deploy a COW with three (3) sectors of antenna, consisting of a total of three (3) antennas, on the top of the equipment. The ancillary equipment required would be located at grade and on the mobile trailer the COW is also located on. All would be located near a retaining wall behind 2909 Bainbridge Avenue. Attached is a map showing the location of the COW measuring approximately 68 square metres in area and attached as Schedule A (Site Plan). Please note it is our intent that the COW is deployed until such time that a permanent site can be approved and constructed.



In order to meet the zoning requirements of the City, TELUS is requesting that the portion of land required for the COW be rezoned to a P2 Zone, where antenna installations are permitted. The intent of the rezoning application is to rezone the section of the lot, and rezone back to CD Zoning once the COW is no longer needed. We look forward to working with you regarding the proposed temporary installation.

Sincerely,

A handwritten signature in black ink, appearing to read 'Jon Leugner'.

Jon Leugner

TELUS Real Estate and Government Affairs