

24. Re: Big Bend Area Study
Proposed Area Zoning Concept - Phase II.

Following is the report dated September 23, 1971, from the Planning Director regarding the above.

There should also be continuing consultation with the Parks and Recreation Commission on the development plans for this area.

We also hope to bring the Advisory Planning Commission up to date at its next meeting.

RECOMMENDATION:

THAT the recommendation of the Planning Director be adopted; and
THAT the possibility of a land use contract with the C.N.R. be more fully investigated with regard to the industrial development of the proposed CD area; and also
THAT the possibility of the development of an industrial estate involving both the C.N.R. and B.C. Hydro with land use contracts be more fully investigated for the industrial development of the proposed CD area.

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PLANNING DEPARTMENT,
September 23, 1971.
Our file #15.101

Re: BIG BEND AREA STUDY: PROPOSED AREA ZONING CONCEPT - PHASE II.

A. BACKGROUND

The Council gave approval in principle on August 30, 1971, to the Area Zoning Concept (Phase I) proposed for the Big Bend Area. The recommended new A3 (Truck Gardening) District regulations were subsequently considered and at the meeting on September 20th information was requested on the degree of non-conformity that would result from the application of the A3 category. In addition, the desirability of permitting related uses of a non-agricultural character was questioned and this matter was tabled for two weeks for further study. However, there was general agreement on the need for the establishment of such a zone in the area.

These actions, and earlier Council concurrence with the Marine Way (relocated Marine Drive) route and the principle of improving the development standards of certain industrial properties in the Byrne Road sector have made possible the further refinement of the Area Zoning Concept for the Big Bend Area. This next step towards the achievement of the development goals which have been proposed for the area is the subject of the report which follows.

b. RECOMMENDATIONS

It is recommended that the Council adopt in principle Phase II of the Area Zoning Concept, as proposed in this report.

Should the Council concur with this approach, it is also recommended that the Planning Department be authorized to contact the concerned groups in the area and provide them with these proposals in order to promote a fuller understanding of the concepts and allow additional time for discussion and consultation. This would then be followed by a further report to the Council setting out details of the discussions and rezoning proposals for the area, which would provide the necessary framework

for additional phases of the study to be undertaken.

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C. EXISTING ZONING

The existing zoning pattern in the Big Bend Area is shown on the accompanying Map "A". The Heavy Industrial District categories (M3 and M3a) currently account for 1960 acres or about 86.4% of the total area. Agricultural (A1) Zoning covers approximately 154 acres in the section east of Meadow and south of Fourteenth Avenue, and makes up a further 6.7% of the total area.

Residential Zoning, extending to a depth of 200 feet along the south side of Marine Drive includes the R2 (Single Family) Residential category west of Byrne Road and the R5(Two-Family) Residential District to the east. These zones cover a combined area of about 71 acres. The Newhaven site and the Riverside School are zoned P6 (Regional Institutional) and P3(Park and Public Use) respectively, while Commercial Zoning has been applied to a small area at the foot of Gilley Avenue.

D. APPLICATION OF THE AREA ZONING CONCEPT

The Area Zoning Concept (Phase I) for the Big Bend Area, which is illustrated by the attached Map "B", was given approval in principle by the Council on August 30, 1971, as the basis for the preparation of more detailed proposals for the area. There was further discussion of certain aspects of the concept at the Council meeting on September 3, 1971, including the suggestion that consideration be given to the northerly extension of the golf course - sports complex to Marine Drive as a means of preserving the land in perpetuity should industry, at a later date, replace the proposed A3 District zoning in the area.

We have examined this suggestion and would emphasize that this sector contains a significant proportion of the present agriculture of the market gardening type in the area. The boundaries which have been proposed recognize this development. The existing golf course - recreational complex proposal utilizes more fully present Municipal land reserves in the area and has received the strong support of the Burnaby Parks and Recreation Commission.

It is our view that the current proposal lessens the opportunity for the future encroachment of industry into the area abutting the Residential zone on Marine Drive and would reduce growing pressures in the future for the movement of industry into this key area located in close proximity to the south slope residential area.

For these reasons, the retention of the A3 designation shown on Map "C", which reflects the original Area Zoning Concept, is proposed. Area zoning proposals for the various other district categories are also outlined on this map for the consideration of the Council.

As mentioned in our earlier report, the A1(Agricultural) District category has been proposed for the northeasterly portion of the Study Area, where mixed land use and filling have occurred. The uses permitted in this zone would allow a variety of activities to be carried on and encourage a fuller utilization of the designated area. Much of the area included in the present A1 Zone has been proposed for an A2 (Small Holding) District designation, a category which is more closely related to existing development.

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The area coverage of the M3a category has been considerably reduced. This district has been situated within the extreme southeasterly portion of the Study Area to reflect existing development and to allow for limited future expansion. Council has previously endorsed in principle the proposed application of the M3(Heavy Industrial) District category to the southern portion of the Big Bend Area.

The application of M2(General Industrial) District Zoning to the Byrne Road enclave is currently being considered as it was felt the higher screening and landscaping standards would provide a better relationship with the overlooking South Slope Residential District. This type of zoning has also been proposed for a similarly located area north of the B. C. Hydro rail line, south of Marine Way and west of the proposed golf course.

The new M5 (Light Industrial) District is particularly designed for locations in close proximity to residential development. The area proposed for this designation includes those lands north of Marine Way and south of the Marine Drive residential strip in the northwesterly section of the Study Area.

The application of P3 (Park and Public Use) District Zoning to the Corporation-owned lands included in the golf course - recreational complex is recommended, while an A3 designation is proposed for privately held properties located within this recreational area.

In addition to the standard zoning district categories, special controls are considered necessary in certain portions of the area. These can be best accomplished by the employment of a comprehensive development designation.

E. PROPOSED COMPREHENSIVE DEVELOPMENT AREAS

The properties proposed for a CD(Comprehensive Development) designation include the block of land east of the golf course, which is mainly under C.N.R. ownership, and the connecting parkway link along the foreshore between the golf course and the proposed park area to the east.

In both of the above cases, the CD Zoning would require the preparation and approval of plans in advance of development. This will permit negotiations to be held with a view to the implementation of this portion of the area concept. In the final plans for the area, the proposed shoreline strip could be of varying widths depending on the circumstances involved with individual properties and development proposals.

The block of land east of the proposed golf course has been recommended for special consideration because of its location in relation to this facility and the proposed recreational complex, and also the potential which exists for a high standard of industrial use. The application of this type of zoning to a proposed industrial development area will require an amendment to the CD section of the Zoning Bylaw.

Another measure provides the necessary authority for the Corporation to enter into land use contracts with developers under the provisions of Section 702A of the Municipal Act, and permits the designation of "development areas". Such a designation does not require a public hearing and allows for mutually agreed upon terms and conditions to apply to the use and development of land.

Recent discussions have been held with C.N.R. officials who indicated that they would be agreeable to the idea of a land use contract for the proposed CD area in terms of a development plan, servicing arrangements, tree plantings, staging, possible land exchanges, etc. A land use contract, in combination with CD Zoning, could well provide the means for the future establishment of a high quality industrial estate in the area.

However, C.N.R. officials emphasized that such an agreement would be subject to the permitting of car storage on the site as an interim use for a period of ten years. Such a stipulation could be included in a land use contract. In the intervening period, a tree planting program could be undertaken that would screen the car storage area from view and provide a suitable setting for the future development of an industrial estate.

It is our view that the foregoing proposal has considerable merit. We would, however, request the direction of Council before proceeding further on this matter.

F. THE IMPLICATIONS OF AGRICULTURAL ZONING IN THE AREA.

The application of the Agricultural Zoning categories to the areas proposed in this report will result in only a limited amount of non-conformity. The following four sites would fall into this classification in the case of the proposed A3 category:

- (1) A.R.C. Enterprises, Pioneer Auto Salvage and Sunny Slope Kennels (presently non-conforming).
- (2) Sea Import Handling Limited and Vancouver Pacific Handling Company.
- (3) Conboy Machinery.
- (4) Consumer Pallet Limited (sub-lease from Pacific Coast Woodworking who are leasing from the Corporation).

In the area proposed for an A1 designation, four existing sites would be non-conforming, including:

- (1) Meadowland Peat
- (2) Globe Foundry
- (3) Modulux Manufacturing Limited
- (4) Can-Am Crawler Parts Limited, Hemlock Motors and Pacific Loader Service.

More than half of the land included in the proposed A3 and A1 areas is presently undeveloped, while agriculture clearly predominates as the largest of the existing uses. The proposed change in the status of the presently zoned A1 area to the A2 (Small Holding) District category will have little effect on land use. It will, however, recognize the small holding character of the area and the prevailing parcel sizes which average about one acre.

G. ITEMS FOR FURTHER STUDY

Should the Council adopt in principle the Area Zoning Concept proposed in this report, the Planning Department will be in a position, following discussions and consultations with concerned groups to prepare more detailed proposals for Council's consideration.

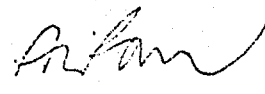
Further study and research will also be necessary on a number of other items involved in the process leading to the preparation of detailed development plans for the area. These include the following:

- (1) With Council approval, the undertaking of further discussions with the C.N.R. with regard to the industrial development of the proposed CD area.
- (2) Review of the proposed A3 (Truck Gardening) District regulations.

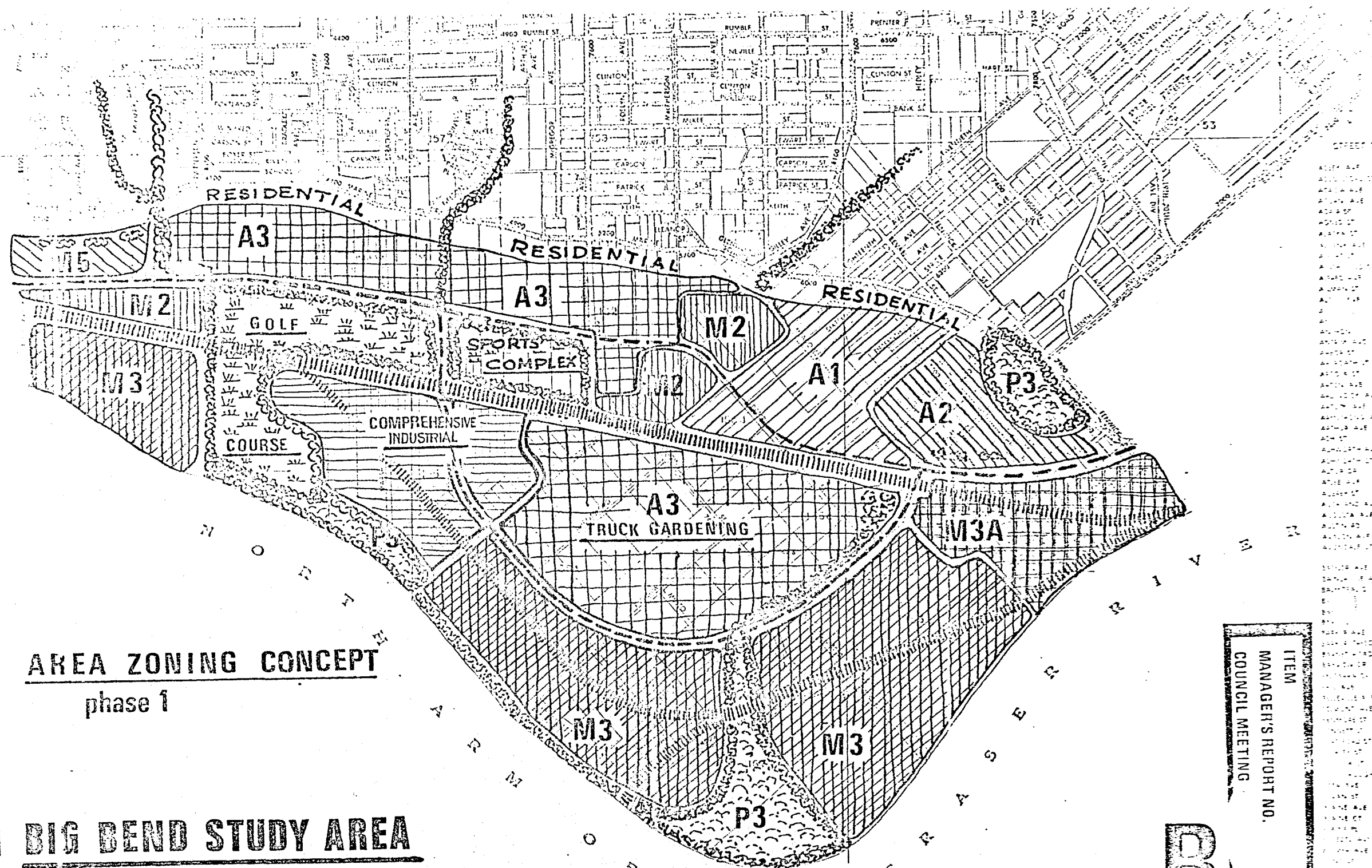
- (3) Finalizing of road plans for the area.
- (4) Studies and consultations involved in the implementation of the park strip along the foreshore of the North Arm of the Fraser River and in the establishment of a park link system layout for the Study Area as a whole.
- (5) Design of a programme and staging schedule for the development of the area, including servicing of industrial areas, roads, parks, recreation facilities, etc.
- (6) Examination of the possibility for including further special uses such as a bird sanctuary or air strip, in consultation with appropriate authorities.
- (7) Research on agricultural development in the area, i.e. possible land development grants and assistance from senior governments.
- (8) Research into the development of special landscaping and screening provisions and possible measures to promote the retention of suitable areas of existing natural growth, compatible with Industrial, Agricultural and Recreational development.

These and other matters will be the subject of continuing reports to the Council on the Big Bend Area, and continuing discussion with all parties concerned with the future of this extensive area of the Municipality.

Respectfully submitted,


A. L. Parr,
DIRECTOR OF PLANNING.

RBC:ew
att. 3
c.c. Chief Building Inspector
Chief Licence Inspector
Chief Public Health Inspector
Municipal Assessor
Municipal Clerk
Municipal Engineer
Municipal Solicitor
Parks and Recreation Administrator
Senior Planner



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