

TO: CITY MANAGER December 08, 1999

FROM: DIRECTOR PLANNING AND BUILDING Our File: 15.615

SUBJECT: **PREPARATION OF GUIDELINES TO FOSTER DEVELOPMENT OF THE BYRNE ROAD / MARINE WAY AREA AS A SPECIALIZED SERVICE COMMERCIAL CENTRE.**

PURPOSE: To provide Council with information in support of a recommendation to proceed with the preparation of guidelines for the development of a specialized service commercial precinct in the Byrne Road / Marine Way area.

RECOMMENDATIONS:

1. **THAT** Council support, in principle, the approach and process outlined in this report for the preparation of guidelines leading to the development of a specialized service commercial precinct in the Big Bend area.
2. **THAT** once initial recommendations have been formulated, a further report be submitted for Council's consideration.

REPORT

1.0 BACKGROUND

Development in Burnaby's Big Bend area has been guided by the Big Bend Development Plan which was adopted in 1972 (*Figure 1 attached*). While changes to the plan have been made over time, its basic principles have remained intact. Significant advances have made towards implementing its land use objectives, including the development of the lands designated for industrial use. The emergence of the Big Bend area as a large, regionally significant comprehensively planned industrial estate within the Burrard Peninsula has given Burnaby an important strategic advantage for meeting its goal of providing for a diverse range of development opportunities within its designated industrial areas. Burnaby's Official Community Plan (OCP) recognizes the fact that the existing industrial base in both the City and the Region is undergoing change. This change is part of a general shift of employment and capital in industrial economics in the metropolitan area from basic manufacturing to services and advanced production.

2.0 EXISTING DEVELOPMENT STRATEGIES

The OCP recognizes the need to establish contemporary goals, directions and development strategies to guide development and provides a framework for the subsequent preparation of area and sub-area plans. With respect to the Big Bend area lands in particular, the shift towards technology oriented, mixed use, office, service and research activities is pronounced with the development of business centres such as the Glenlyon Business Park. To date approximately 1330 persons are employed in its first phase which comprises only 24 acres. When complete, this 135 acre business park is projected to employ approximately 7,000 persons. The total employment for all of the Big Bend area is projected to reach 13,000 by 2006 and 29,400 by 2021. It will, therefore, be desirable to provide appropriate support services to this industrial community within the Big bend area.

Traditionally, retail and office uses are generally classified as commercial. In Burnaby's OCP, provision has been made to include office/ technology/ research/ manufacturing uses into both the commercial and industrial frameworks. The OCP's goal provides for a range of retail opportunities within a structured framework which meets existing and changing market and service needs of the general and business communities; increases the overall commercial self-sufficiency of the City and contributes to its employment and tax base growth; and contributes towards the achievement of a more complete community. With respect to the Big Bend area, the OCP states:

"As part of the refinement of the Big Bend Area Plan, consideration will be given to the designation of a comprehensive service commercial area that could include some 'big box' type retail and other major auto oriented service commercial uses that are supportive of the overall goals of the OCP."

Reference is further made to the fact that care should be taken that this does not displace key industrial/business centre lands designated for the Big Bend area, noting that it would most likely focus on appropriately sited lands considered in need of redevelopment. The accommodation of stand alone 'big box' retail uses is proposed to be restricted to designated service commercial areas of the City as they are not considered to be suited to the more intensive pedestrian oriented Town Centre developments.

3.0 SUB-AREA PLAN OBJECTIVES

The lands proposed for review in this report are generally located at the key Byrne Road/Marine Way intersection as shown on **Figure 2 attached**. They are currently designated for general industrial use in the Big Bend Development Plan and house a variety

of industries as referenced on Figure 2. While certain of the properties within the study area have been developed with newer industrial enterprises, the majority house historic uses that are no longer considered compatible with the directions envisaged in the Official Community Plan, or are vacant. The following examines the need for change and proposes a strategy for the redevelopment of this area consistent with the principal functions of the OCP.

In order to provide for an appropriate scale of development, it would be necessary to assemble a number of properties for comprehensive development within a carefully crafted framework. Any change in land use would also need to provide sufficient incentive for the market to assemble properties and initiate change. Key to any comprehensive development scheme would be the establishment of an appropriate theme which employs superior urban design and reflects contemporary concepts that accommodate human needs. Access considerations would be of paramount consideration given the strategic location of the Byrne Road/Marine Way intersection relative to the developing Big Bend area as well as Burnaby's south slope area. Development in this area should provide an interface between the south slope residential community and the industrial community in the Big Bend area. It should create its own distinct quality development incorporating a mixture of retail, office and other support services, including big box uses which would otherwise not be expected to locate in the Edmonds Town Centre area. For example, the range of uses could include destination pavilion restaurants and an appropriately scaled hotel as well as sports and recreation facilities; providing they were part of a consolidated, high quality pre-planned project that would serve the needs of this emerging business and employment area.

Redevelopment would enhance this area as a gateway into the Riverway Golf Course, a premier recreation facility and to the Fraser Foreshore Park at the foot of Byrne Road. This location is central to all of the Big Bend area at the highest profile intersection along the regionally significant Marine Way arterial highway. Redevelopment of this area would result in the renewal of a part of the Big Bend not currently achieving the high level of new, quality development being experienced in other areas of the Big Bend by expanding the range of development opportunities in a compatible way.

The potential to establish big box retail uses on a pre-planned basis holds opportunity not only for the development of the subject area, but as well, for the timely redevelopment of lands currently housing such uses in other areas of the City. For example, Costco is currently located on an 8.17 acre site at the corner of Government street and Brighton Avenue. By current day standards, this site is relatively small and parking is somewhat restricted. Moreover, with the advent of rapid transit along the Lougheed corridor, the potential relocation of Costco would benefit the future development of the Brighton/Lougheed Village Centre. In designating lands in the Byrne Road/Marine Way area for larger big box uses, opportunities would also be available for mid sized box retail uses as well as other support uses, providing they form part of a comprehensive development scheme.

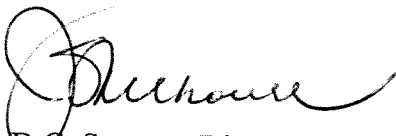
One recent example of an integrated, high quality service commercial development within an industrial setting close to an existing residential area served by major transportation routes, is the 154,000 sq. ft. (\$27 million) Ironwood Centre at the corner of Number Five Road and the Steveston Highway in Richmond (illustrated on **Figure 3 attached**). While this is more of a traditional shopping centre, it does illustrate the quality of development which would be expected. The 153,000 sq. ft. (\$26.5 million) Langley Super Centre which is anchored by several mid-sized big box retail outlets (Pets Mart, Office Depot, Sears Furniture, Winners, etc.) is another project located at the intersection of 200th Street and the Langley By-Pass. It is considered a prototype with respect to the range of uses which might be expected to be incorporated into a development in the subject area. While not representative of the overall quality of development envisaged for the subject area, this particular project does include a bank and several restaurant uses which again, are candidate uses for inclusion into a comprehensive development, providing a high quality integrated architectural treatment is employed.


4.0 ANALYSIS

The development of the Big Bend area has advanced to the point where it is considered beneficial to initiate measures which will promote the development of support services for the emerging industrial community which will also be of benefit to the City as a whole. The range of uses needs to be carefully tailored to ensure that they include service commercial opportunities which contribute towards the achievement of a more complete community within a structured, comprehensive framework.

The area under consideration is centrally located within the Big Bend area and is in need of redevelopment. For this to occur, there needs to be sufficient incentive for the market to assemble sites, some of which house older, non-compatible industrial uses. Large vacant tracts of land are also available on the periphery of the study area which could be developed with larger big box retail uses on a coordinated basis. Any development proposal would need to employ superior design of only the highest quality. Piece meal or single identity highway-oriented commercial uses should not be considered for this area. A number of potential assembly/major redevelopment sites are available as illustrated on **Figure 4 attached**. Not all of the lands within the study area would be developed for service commercial or other support uses. Scope would certainly remain for the development of more traditional office park and industrial uses. In fact, certain lands within the study area have been developed with such uses in recent years and are considered as being compatible with the development objectives outlined herein. Servicing issues would need to be examined in detail, including the provision of access, as this area abuts major transportation routes. The range of uses would need to be carefully regulated to ensure they reflect the City's overall commercial and industrial policies.

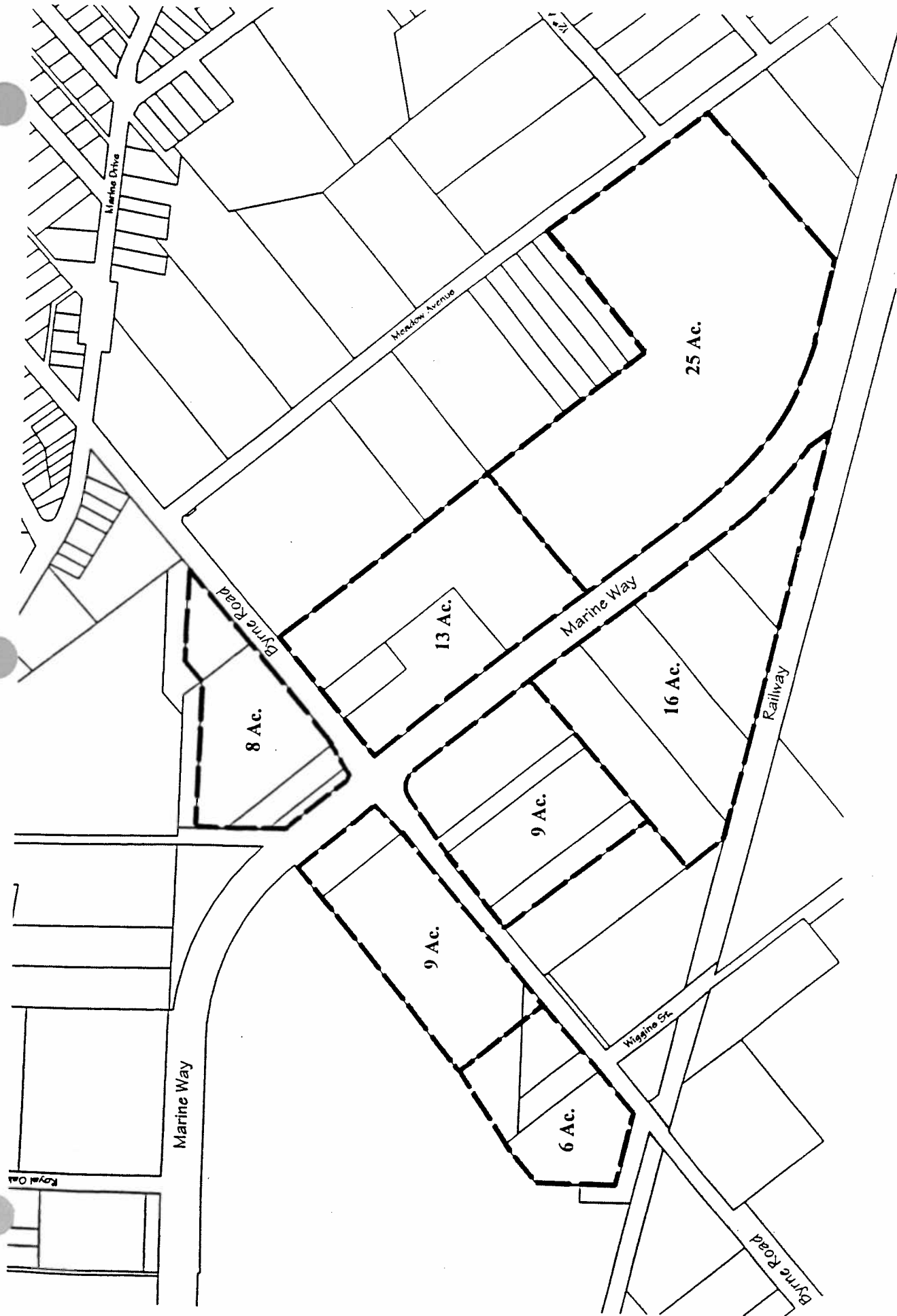
If Council concurs with the approach outlined in this report, staff will proceed with the development of recommendations regarding the formulation of a draft sub-area concept plan for review and subsequently, for presentation to the public. Once all parties have had an opportunity to provide input, final recommendations would then be submitted regarding amendments to the Big Bend and Official Community Plans. The development of this area would be expected to occur incrementally over time. In order to guide this development, it is anticipated that the properties within the study area would be rezoned to Comprehensive Development (CD) District based on the uses that currently exist for specific properties and the revised concept plan and accompanying regulations. Individual projects would then be the subject of further site-specific rezoning applications to amend the Comprehensive Development zoning which would be in place.


D.G. Stenson, Director
PLANNING AND BUILDING

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Attachments (4)

cc: Director Engineering

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Architectural Treatment
Employed at Ironwood Plaza

Figure 3



Existing Uses and Development

Figure 4

