

TO: CITY MANAGER 2000 JUNE 7
FROM: DIRECTOR PLANNING AND BUILDING Our File: 11.260
SUBJECT: PORT NORTH FRASER'S LAND USE PLAN 2000
PURPOSE: To provide comment on the Port North Fraser's Land Use Plan for 2000

RECOMMENDATIONS:

1. **THAT** Council request the Port North Fraser to amend its Draft Land Use Plan and objectives to specifically acknowledge that dual public and industrial access along the River's edge in the eastern portion of the Big Bend will be pursued by the City as development and redevelopment occurs in order to secure the long term objective of providing for linear public access along the length of the Fraser River in Burnaby.
2. **THAT** the Port North Fraser be advised that the City of Burnaby, in pursuing dual public and industrial access along the River's edge, will ensure that it does not unduly impact or compromise safety, transportation or operational considerations of industries in these areas.
3. **THAT** a copy of this report be sent to Mr. George Colquhoun, President and CEO of the Port North Fraser, 2020 Airport Road North, Richmond, B.C. V7B 1C6.

R E P O R T

1.0 BACKGROUND

The Planning Department has received a letter from the President and CEO of the Port North Fraser requesting the City to review and comment on the Port North Fraser's Draft Land Use Plan 2000. Under the Canada Marine Act, Port North Fraser is required to develop and adopt a detailed land use plan containing objectives and policies for the physical development of the real property that it manages, holds or occupies. The Plan must also take into account the economic, environmental and social implications of all land use planning decisions, and will serve as the policy framework for the future development of all the properties within the Port's jurisdiction once adopted.

The Port North Fraser's request for comment is a final opportunity to provide comments on the Plan before it is adopted in 2000 June. It requests that comments be made prior to 2000 June 14.

2.0 PLAN SUMMARY

The Port North Fraser's Land Use Plan is the culmination of a two year planning process involving numerous stakeholders including industrial and commercial users and tenants, non-governmental and environmental organizations, federal, provincial and local government agencies and interested members of the public. As a key stakeholder in the process, City of Burnaby Planning Department staff have met with Port North Fraser staff and have participated in their workshops throughout the planning process.

The guiding principle behind the development of the Plan is the FREMP theme of the living, working river. The goal of the Plan is to take a balanced approach to waterfront development that encourages a blend of existing uses (industrial, commercial, residential, recreational, conservation, etc.) along the river with the key goal of protecting Port administered waterlots for current and future Port related activities. Major plan elements include: 1) the identification of Port Related Economic Development Areas (EDAs), 2) a pro-active greenways strategy, and 3) continued use of the Port's Area Designations/Habitat Classification systems.

The Port's EDAs are generally consistent with the land use designations of the adopted Big Bend Development Plan and are intended to act as advisory policies to municipal government. The Plan states that securing Port related EDAs will be a long term objective and recognizes that the retention of concentrated nodes of industrial, commercial and log storage water activities will only emerge through appropriate planning and policy development. In this respect, the Plan acknowledges that cooperation, buy-in and support for its EDAs is required from municipalities and other stakeholders for the continued effective operation of the Port North Fraser.

The Port's greenways goal is to pro-actively guide the direction and development of municipal and regional trail systems in the North and Middle Arms. The Plan notes that conceptual linear green trail systems have been endorsed in principle by all of the municipalities abutting the Port's jurisdiction. It states, however, that the Port's ability to retain uninterrupted linkages between the upland, the foreshore waterlots and the main navigation channel on the North Arm of the Fraser is critical to its operation. In this regard, the Plan states that the Port North Fraser will take a lead role in advocating the importance of EDAs and will work with municipalities to route conceptual greenway systems around Port EDAs or nodes of industrial activity.

The third major element of the Plan is to continue using the Habitat Classification System, first developed by the Port North Fraser and the Department of Fisheries and Oceans, and now used by FREMP, in coding areas of high, medium and low habitat bio-diversity and productivity. In conjunction with the Classification System, the Plan states that the Port

North Fraser will continue to use Area Designation Agreements which, in essence, indicate future planned foreshore uses based on the physical characteristics of the foreshore coupled with upland uses. The Plan notes that the City of Burnaby has entered into an Area Designation Agreement with the Port North Fraser.

The Plan concludes with detailed objectives for the future development of the Port centred on the six specific reaches within its jurisdiction including the Big Bend area of Burnaby.

3.0 RELATIONSHIP TO BURNABY

Big Bend/New Westminster is the most eastern reach of the Port North Fraser. The reach encompasses all the Port's waterlots, foreshore and submerged lands abutting Burnaby and New Westminster. The Plan describes the mix of commercial, business centre, general industrial and green space uses in the Big Bend and notes that the Big Bend Development Plan has been in existence for a considerable period. It acknowledges the impressive achievement Burnaby has made in creating its extensive linear park and trail system along the foreshore.

Consistent with Burnaby's Official Community Plan, the Big Bend Development Plan and FREMP's Area Designations, the Plan recognizes Burnaby's commitment to give priority to water dependent industries for its remaining riverside sites in the eastern portion of the Big Bend. However, in describing the City's policy to acquire dual public and industrial access along the waterfront, the Plan does not specifically acknowledge the City's intent to pursue provision of linear public access along the entire length of the river as a component of the industrial development of the lands abutting the river.

The policy to pursue dual public and industrial access along the River's edge has been in place for over 10 years. Specific reference to the policy is contained in the Statement of Intent for establishing FREMP's Area Designations for the upland and foreshore areas of the North Arm of the Fraser River, to which the City and the Port North Fraser were first signatories in 1993. Reference to this policy is also contained in Burnaby's Official Community Plan and was acknowledged and endorsed by the North Fraser Harbour Commission (the predecessor of the Port North Fraser) in the comments it forwarded to the City in 1998 May regarding Burnaby's OCP.

Instead of specifically noting this policy, the Plan states that easements would not be put into effect until suitable industries comes forth. It is felt that this statement does not reflect the City's policy and could compromise the City's immediate objective of securing public access arrangements as development and redevelopment occurs. Similarly, the proposed land use map contained in the Plan does not acknowledge the City's intent to pursue dual public and industrial access along the eastern portion of the Big Bend. While it is recognized that the eventual provision of linear public access is a long term goal, it is the City's intent to secure access arrangements as opportunities arise. At the same time, the City recognizes that the terms of the easements and rights of way it acquires will need to vary in order to

accommodate the specific needs of individual industrial uses. These easements and rights of way will be pursued in such a manner so as to not unduly impact or compromise the safety, transportation or operational considerations of adjacent industrial uses.

One example of where this has occurred in the past is the easement granted to the City by Commonwealth Construction. The easement provided public access and continuity for the Fraser River Foreshore Park. At the same time, a reciprocal easement was retained by Commonwealth across its land to gain access to a dock facility located within the adjacent water lot. Another approach could involve the securing of public waterfront access through the provision of an easement which would come into effect at a future date.

4.0 CONCLUSION AND RECOMMENDATIONS

The Port North Fraser has completed a comprehensive land use plan to guide development of the property that it manages, holds or occupies. In general, the policies contained in the Plan are consistent with Burnaby's policies and are representative of the cooperative efforts taken in land use planning between the City and the Port North Fraser

However, in light of the above discussion pertaining to public access, it is recommended that the City request the Port North Fraser to amend its Land Use Plan for 2000 and objectives to specifically acknowledge that dual public and industrial access along the River's edge will be pursued by the City as development and redevelopment occurs in order to secure the long term objective of linear public access along the length of the Fraser River in Burnaby. At the same time, the City will pursue public access in such a manner so as to not adversely impact or compromise the safety, transportation or operational considerations of industries in these areas. Similarly, it is recommended that the proposed land use map contained in the Plan make reference to the City's intent to pursue dual public and industrial access along the eastern portion of the Big Bend.

It is also recommended that a copy of this report be sent to Mr. George Colquhoun, President and CEO of the Port North Fraser, 2020 Airport Road North, Richmond, B.C. V7B 1C6.


D.G. Stenson, Director
PLANNING AND BUILDING

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cc: City Solicitor
Director Engineering
Director Parks, Recreation and Cultural Services