

TO: CITY MANAGER 2000 September 13

FROM: DIRECTOR PLANNING AND BUILDING Our File: 15.615

SUBJECT: DRAFT DEVELOPMENT PLAN – BYRNE ROAD AND MARINE WAY SERVICE COMMERCIAL PRECINCT

PURPOSE: To present a draft development plan for a specialized service commercial precinct at Byrne Road and Marine Way as a basis for further review, leading towards a required amendment to the City's Official Community Plan and amendment of the Big Bend Development Plan for the subject sub-area.

RECOMMENDATIONS:

1. **THAT** Council endorse the draft development plan proposals for the Byrne Road and Marine Way Service Commercial Precinct as a basis for further review and public comment, as contained in this report.
2. **THAT** Council authorize an expenditure not to exceed \$75,000 to engage a consultant to undertake a preliminary servicing study for the subject area, as outlined in this report.

REPORT

1.0 INTRODUCTION

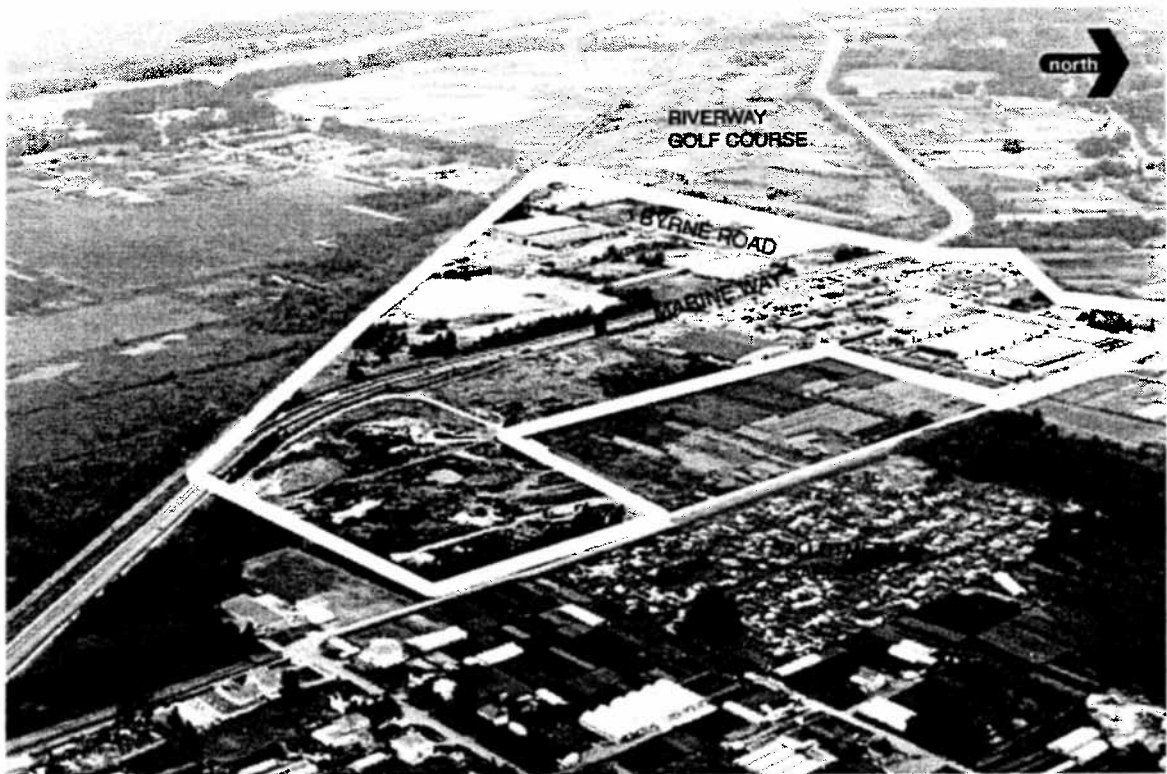
At its meeting of 1999 December 13, Council received a report which outlined an approach for the development of a specialized service commercial precinct in the Big Bend area. Arising from consideration of the report, Council authorized staff to prepare initial recommendations for development guidelines for the subject service commercial precinct. This report conveys the draft development plan for the area for Council endorsement, as a basis for further review and public comment.

Council endorsement of the draft development plan, as shown in *Attachment 1* of this report, will provide the basis for initiation of a broader consultation process. Following this process, Council consideration and approval would be sought for a finalized development plan and amendment of the Big Bend Development Plan for this sub-area. Prior to Council adoption of the finalized development plan, Council approval would also be sought to initiate the required formal amendment process for the City's Official Community Plan (OCP) to recognize the proposed change of designated land use.

2.0 DEVELOPMENT CONTEXT

The study area for the proposed mixed-use service commercial precinct is located at the Byrne Road and Marine Way intersection, within the Big Bend Development Plan area. This location is well situated with respect to the Big Bend business and industrial development areas. It is readily accessible from a local and regional perspective from Marine Way and Southridge Drive (Marine Way/Tenth Avenue Connector) which leads into Byrne Road. This high profile intersection is also Burnaby's gateway into the Riverway Golf Course, the Fraser Foreshore Park, and the developing business centres at Marine Way Estates, Glenlyon Business Park, Burnaby Business Park, and the Canadian National Railway lands in the Big Bend.

The lands included in the study area, shown in the air photo below, cover an area of approximately 40 hectares (100 acres). Some of the properties within this area have been redeveloped with newer, good quality industrial buildings. The majority of the properties, however, house a mix of older industrial uses that are ready for redevelopment. Current uses in the area include general industrial, storage, light manufacturing, wholesale, film studio, car and truck sales, and vacant land.



Byrne Road and Marine Way Service Commercial Precinct

The subject area is currently designated for general industrial use within the Big Bend Development Plan. The Development Plan for the Big Bend was adopted in 1972, with subsequent amendments made over time to respond to changing conditions and emerging opportunities. Significant advances have been made in the implementation of the principles and land use objectives of the Plan. The Big Bend has emerged as a regionally significant area for comprehensively planned industrial estates within the Lower Mainland. As well, implementation of the plan has met a range of other plan objectives for environmental enhancements, support and protection of agricultural uses, provision of public waterfront access and open space, inclusion of alternative transportation options, and the accommodation of a diverse range of industrial development within designated areas.

As recognized in the City's OCP, industrial development in Burnaby and the larger region is undergoing a growing shift in employment and capital investment away from traditional light and heavy industrial activities to higher quality and more employment intensive uses that may involve a mix of office, research and development and specialized production uses. This trend is particularly evident in the recent development of the Glenlyon Business Park in the Big Bend. To date, approximately 1,330 persons are employed in the first phase of development at Glenlyon which covers 24 acres. When complete, this 130 acre business park is projected to employ about 7,000 persons. Total employment in the Big Bend is projected to reach 13,000 by 2006 and 29,400 by 2021 from the current level of about 8,000 workers.

In comparison with other industrial and business centre areas in the City, development in the Big Bend has not provided for local commercial services to meet the daily needs of employees. Business centre developments near Canada Way and Willingdon, and on Lougheed Highway have convenient access to Town Centres and other commercial areas. Recent guide plans for the Bridge and Lake City Business Centres have provided for the development of some commercial services within the defined business centre areas. Particularly, in the case of the Bridge Business Centre, the inclusion of commercial services has proven to be very successful.

In terms of the commercial framework for the City, the Byrne Road and Marine Way area is perhaps the only location in the City where focussed and compatible development of a number of large scale (big box) retail uses could occur. This development would relieve pressure on other general industrial lands for conversion to larger scale retail uses while maintaining the central role of the City's Town Centres for the broader range of retail, business and commercial services.

The OCP recognized the potential and need for the accommodation of some service commercial development within the Big Bend. The OCP states that: *"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."* The subject Byrne Road and Marine Way area is particularly well located and suited for this type of development.

Advantages of major service commercial precinct development in this area include:

- its ability to support the development of more intensive industrial and business centre uses in the Big Bend by providing for needed services and amenities for area employees.
- its central location and ease of access for employees in the developing business centres in the Big Bend, and for destination shopping trips from other areas of the region.
- the opportunity to provide for the timely redevelopment of this gateway in a manner that is compatible with the high amenity image and environmental values of the newer business centres developments and public facilities in the Big Bend.
- the availability of larger vacant parcels and the ready potential to consolidate older developed lands of sufficient size to provide for the scale of development necessary to attract the desired range of uses, support public transit improvements, and support the type and quality of development, public realm improvements and environmental measures envisioned for this area.

3.0 DRAFT DEVELOPMENT CONCEPT

The proposed draft Development Plan for a service commercial precinct at Byrne Road and Marine Way is presented in *Attachment 1* of this report. The development concept depends on the assembly of a number of properties to create designated sites for comprehensive development within an overall framework. Consolidated sites would accommodate a defined mix of commercial uses including specialized (big / medium box) retail outlets, auto oriented retail, wholesale clubs, and local commercial uses to cater to business centre and industrial employees in the Big Bend area, arterial traffic on Marine Way, and destination shopping trips from Burnaby and other areas. In addition, land use designations provide opportunities for the development of compatible office and light industrial uses integrated within commercial development sites and as distinct developments.

Given the high profile location of this area and its gateway function to the Big Bend, any new development would be expected to be of a high quality and standard in order to make a positive contribution to the aesthetic image and environmental values reflected in the OCP, the Glenlyon Business Park, and area park and open space elements, including Burnaby Fraser Foreshore Park, the Riverway Golf Course, and Byrne Creek.

From an environmental quality perspective, development in the area would be expected to make a positive contribution to the overall health of Byrne Creek and Jerry Rogers' Creek, contribute to the integration of the neighbouring park and open space elements, and respect the needs of neighbouring agricultural operations.

The proposed land use framework is shown on *Map 4 of Attachment 1*. Site designations are provided to ensure the development of an appropriate mix of uses in the study area, while avoiding any proliferation of piecemeal, single identity development. Consolidated sites on the south-east corner of Byrne Road and Marine Way are designated as the primary mixed-use commercial centre to meet the convenience shopping and retail needs of area employees. The City has received preliminary expressions of interest for the commercial development of this site. The remaining sites have been given single or mixed-use designations that involve differing combinations of office, light industrial, big box retail, and motor hotel and ancillary uses. In terms of a general land use organization, commercial, retail and ancillary uses catering to area employees would be located on the south side of Marine Way, in closer proximity to Big Bend employment centres, while destination shopping outlets for specialized big and medium box retail would generally be located on the north side of Marine Way.

Development of this Service Commercial Precinct will require a number of road improvements, dedications and new local road connections to service the area. The provision of local road connections to major development sites would be required to accommodate commercial access needs. The urban trail network would be extended down Byrne Road and along Marine Way to connect to constructed routes in the Edmonds Town Centre - South and in the Big Bend, as indicated on *Map 5 of Attachment 1*. New development and required road and other improvements would seek to minimize any adverse impacts on adjacent agricultural operations and open water courses.

4.0 PHASING AND SERVICING CONSIDERATIONS

Initiation of proposed commercial development in the area will be dependent on the completion of a sanitary sewer line along Byrne Road from Marine Way to the GVRD's Fraser River trunk line. Byrne Road would continue to be upgraded under the City's Major Road Capital Program in concert with the redevelopment of adjacent parcels. Prior to completion of the road improvements, Trans Mountain Pipeline Ltd. is expected to pursue the upgrading of its jet fuel line to the airport within the Byrne Road right-of-way. Through the development approval process, new development would be required to include provisions for urban trails, separated sidewalks, boulevard treatments and street trees, bus stops and shelters, and road and access improvements related to site development.

There are a number of servicing considerations which will need to be addressed in the implementation of the proposed land use framework for the area, including provision of road improvements and site accesses, sanitary sewerage, storm drainage, and water supply requirements. In order to address these issues in a comprehensive, orderly and cost effective fashion, it is proposed that a consultant be retained to undertake a conceptual design of required servicing infrastructure, and to provide a preliminary estimate of costs for trunk services.

This study will also be of benefit in establishing value for the City lands proposed for development within the study area. The results of this work will lead to the development of detailed servicing requirements required for approval of future developments. The Director Engineering has recommended a budget amount for this study of \$75,000. Sufficient Land Assembly Reserve funds are available and this expenditure can be accommodated under the 2000 General Development component of the 2000-2004 Annual Capital Program.

The phasing of new development for the primary mixed-use commercial centre, which involves City lands on the south-east corner of Marine Way and Byrne Road, will also depend on the completion of the structural land filling program being pursued by the City to achieve flood proof elevations for the property. Currently, it is expected that this program, which provides for the cost efficient disposal of clean fill from City infrastructure projects, will be completed in the near future. This may have an impact on the timing of the final release of City lands for consolidation with the private development of the primary mixed-use commercial centre. As well, development of this property and the Meadowland Peat property for commercial uses will require Land Reserve Commission (LRC) approval for exclusion of the properties from the Agricultural Land Reserve (ALR), as discussed below.

Once Council approvals for an amended OCP and Big Bend Development Plan, and LRC approvals are in place, the City would be in a position to consider rezoning applications for consolidated site development in accordance with an adopted sub-area plan. In terms of the overall phasing of development, there is a preference for new development to occur within the immediate vicinity of the Byrne Road and Marine Way intersection to enhance this gateway location. At the same time, however, the development plan for the whole area has been structured to enable consolidated sites to proceed through the development approval process independent of the redevelopment of adjacent sites.

5.0 AGRICULTURAL LAND RESERVE (ALR)

In 1986, the City participated in a process advanced by the Land Reserve Commission (formerly the Agricultural Land Commission) to identify properties in the Big Bend for inclusion and exclusion from the Agricultural Land Reserve. This process was part of a Commission program to “fine tune” the ALR boundaries in the Province. Proposed exclusions from the ALR in the study area included the “Meadowland Peat” property on the north side of Marine Way at 7625 Meadow Avenue, and the three City properties and one Meadowland Peat property on the south side located at 5722, 5742, 5762, and 5782 Marine Way, respectively, which cover a combined area of about 42 acres. The existing ALR boundaries and the proposed properties for exclusion are shown on *Map 2 of Attachment 1*.

The Meadowland Peat property has been used as a peat extraction and landfill site in preparation for future industrial development for a considerable length of time. In recognition of this fact, Council, on 1977 October 03, rezoned the property from A1 (Agricultural) to M2

(General Industrial) and M5 (Light Industrial). These lands are also currently designated for industrial use in the Big Bend Development Plan.

The City-owned lands had previously been degraded through the historical deposit of wood waste and other fill materials. As a result of this deposition a remedial land filling program has been implemented for these lands. The landfill program would ultimately achieve flood proof elevations through the deposit of approximately 111,000 cubic metres of fill to prepare the area for future use in accordance with the Big Bend Development Plan.

As a result of the process previously initiated, the City and the Commission endorsed a proposal to exclude these properties from the ALR because of past filling and use, and the proximity of the lands to industrial development in the Big Bend. The Commission has previously invited the City to submit an exclusion application pursuant to Section 12 of the Agricultural Land Reserve Act at its earliest convenience.

With Council endorsement of a required OCP amendment, and proposed amendments to the Big Bend Development Plan for the development of a Service Commercial Precinct, staff would then be in a position to initiate the process for submission of the required exclusion application to the Commission. For the City-owned lands, the City can make application directly to the LRC. The owners of the Meadowland Peat property would need to submit its application to the City, and proceed with the required LRC notification procedures. Council is then required to make a decision to authorize that the application be forwarded to the LRC for its decision. While the two applications would be legally separate and distinct, at the appropriate time it is proposed that they be advanced concurrently to avoid duplication of processes and public hearing dates.

6.0 PLAN REVIEW AMENDMENT PROCESSES

With Council endorsement of the draft proposals for the subject sub-area of the Big Bend Development Plan, as presented in *Attachment 1* of this report, staff would initiate a consultation process for review and comment on the draft proposals by:

- distributing the draft plan for comment by mail to all property owners and businesses in the subject area, abutting property owners, and to other interested parties and agencies, including the Land Reserve Commission.
- hosting an open house on the draft Guide Plan at Glenwood Elementary School.
- advertising the open house, and the availability of the draft plan for comment in the local newspapers.
- making the draft plan available at all Burnaby public libraries, on the City Web site, at the Planning Department, and by mail on request.

- meeting with community groups, organizations, and individuals, on request, to review the report and receive comments.

Staff would prepare a report on the results of the consultation process, with finalized proposals for Council approval. At that time, Council authority would be sought to initiate the required formal process to amend the City's OCP and the Big Bend Development Plan to reflect the proposed range of uses contained within the guide plan.

With Council adoption of the OCP Amendment Bylaw, and adoption of an amended Big Bend Development Plan for the subject sub-area, staff would seek Council authorization to pursue implementation of the plan through the:

- submission and finalization of the required Land Reserve Commission (LRC) application for exclusion of the reference City and private lands from the Agricultural Land Reserve (ALR) consistent with the previous City and ALR boundary review.
- further consideration of the merits of a proposal to pursue a CD Rezoning of the area, based on the amended Big Bend Development Plan for this sub-area and existing uses.
- processing of individual rezoning applications received for the area consistent with the approved sub-area development plan.
- offering City lands for sale subject to consolidation within the designated site for the primary mixed-use centre and completion of pre-requisite requirements for rezoning.

The draft development plan proposals summarized in this report and presented in *Attachment 1* have been prepared for Council endorsement as a basis for initiation of a broader review process, as outlined in this report.


D.G. Stenson, Director
PLANNING AND BUILDING


LP/PB/sa

Attachment (1)

cc: Director Engineering
Director Finance
Director Parks, Recreation & Cultural Services

**DRAFT DEVELOPMENT PLAN
BYRNE ROAD AND MARINE WAY SERVICE COMMERCIAL PRECINCT**

1.0 OVERVIEW

The proposed mixed-use service commercial precinct is located at the Byrne Road and Marine Way intersection, within the Big Bend Development Plan area, as shown on *Map 1*. This location is central to the Big Bend business centre and industrial development areas. It is readily accessible from a local and regional perspective from Marine Way and Southridge Drive (Marine Way/Tenth Avenue Connector) which leads into Byrne Road. This high profile intersection is Burnaby's gateway into the Riverway Golf Course, the Fraser Foreshore Park, and the developing business centres at Marine Way Estates, Glenlyon Business Park, the Burnaby Business Park, and the Canadian National Railway lands in the Big Bend.

The subject area is currently designated for general industrial use within the Big Bend Development Plan. Current uses and prevailing zoning designations are shown on *Map 2*. The development concept for this area requires the assembly of a number of properties to create appropriate sites for comprehensive development within an overall framework of consolidated properties and uses. *Map 3* shows proposed site consolidations for new development which are labelled 'Site A' through 'Site J' for ease of reference.

Land use designations provide opportunities for the integrated development of a range of retail uses, compatible office and light industrial uses. A range of infrastructure improvements, including road, transit and urban trail improvements, and stormwater and environmental management measures, would be required to support redevelopment of this service commercial area. New development would be required to be of a high quality and aesthetic standard, reflective of other recent developments in the Big Bend.

From an environmental quality perspective, development in the area would be expected to make a positive contribution to the overall health of Byrne Creek, Jerry Rogers' Creek, and the Fraser River by restoring riparian vegetation and improving stormwater management. New development is also expected to contribute to the integration of the neighbouring park and open space elements, and respect the needs of neighbouring agricultural operations.

2.0 LAND USE DESIGNATIONS

2.1 *Range of Permitted Uses*

Proposed land use designations for this area provide for the development of service commercial uses that include a defined mixture of big box outlets, wholesale clubs, auto oriented retail, integrated service stations, office, and other commercial services. The range of appropriate retail uses would include those that would serve the emerging business centre employees and businesses, as well as destination shopping trips for a sub-region market. The area, however, is *not* intended to accommodate the extensive range of business and residential services that would typically locate in, or require, a Town Centre location.

The range of permitted uses for defined sites within the area includes suburban office, big and medium box specialized retail outlets, wholesale clubs, pavilion restaurants, motor hotel, business and personal local commercial services, recreation facilities, and light industrial uses. A limited number and amount of general retail outlets, including a single medium-sized grocery store is proposed within the designated primary mixed-use centre to cater to employees in the Big Bend area. The remaining sites have been given single or mixed-use designations that involve differing combinations of office, light industrial, large/medium scale specialized retail, and motor hotel uses. Table 1, *attached*, provides an illustrative sample of the range of brand name retail outlets that could be accommodated in this precinct.

In terms of general land use organization, designated commercial sites on the south side of Marine Way would provide locations for those local commercial, limited general retail, restaurants, and motor hotel and ancillary facilities that would be expected to cater to the needs of area employees. Locations on the north side of Marine Way would generally provide locations for destination, auto oriented shopping at specialized big and medium box retail outlets that would take advantage of arterial routes to serve a sub-regional market.

Specific proposals to adjust the designated mix of uses within individual consolidated sites in the area could be reviewed and pursued on a case by case basis provided that the quality and desired level of integration of uses and adherence to the overall concept plan for the area could be achieved. The specific mix of permitted uses for each consolidated site would be determined through a Comprehensive Development (CD) Rezoning process to ensure that proposed uses were consistent with the expected role of this service commercial area and the guide plan directions. The range, mix and type of uses would be carefully selected to ensure that this area does *not* become an alternative location for general retail and entertainment uses (movie theatres, liquor stores, and department stores) that are most appropriately located within Town Centre areas, such as the nearby Edmonds Town Centre. Additionally, it may be appropriate to investigate the use of covenants for approved uses to ensure that replacement uses, over time, are consistent with the overall guide plan objectives.

The proposed land use framework is shown on *Map 4*. A listing of proposed land use designations for each consolidated site is also provided on **Table 2**. The following framework designates specific consolidated sites for development of a specific range and mix of uses.

2.2 Primary Mixed-Use Centre (Sites G & H)

The primary mixed-use commercial centre site is located on the south-east corner of the study area bounded by Marine Way, Byrne Road and the CPR line (labelled '*Sites G and H*' on *Map 3*). These two consolidated sites are about 25 acres in size in total. Site development would involve the purchase and consolidation of a large part of three City-owned lots, which currently cover an area of about 13.5 acres, into the two consolidated sites. Part of this City land is also proposed for consolidation with the adjacent light industrial property as part of the overall site consolidation pattern.

General retail uses to be accommodated on this site could include a medium size grocery store to a maximum gross floor area (GFA) of 50,000 square feet, a small drug store outlet to a maximum GFA of 8,000 square feet. A limited number of small scale personal and business service establishments that could be accommodated include a bank, hair salon, drycleaner, florist, restaurants, business and professional offices, and other smaller local retail stores (typically less than 5,000 square feet in size) to meet day-to-day shopping needs of the growing employment base in the Big Bend. As well, a general retail outlet with a focus on automobile repair, service, parts and supplies could be appropriately accommodated in this area. Prior to approval of the grocery store use, the proponent would be required to commission a market study to confirm that this use would not adversely affect the viability of a similar sized grocery store desired for the Edmonds Town Centre area.

An illustrative list of commonly recognized retail outlets that would complete the major general retailing component within the primary mixed-use centre could include: i) a Safeway, Save On Foods, Thrifty Foods or other similarly size grocery store; ii) a Shoppers Drug Mart, Pharmasave, Peoples Drug Mart, or an in-store pharmacy; and/or iii) Canadian Tire or other auto supply and service centre.

Other primary uses which could be accommodated on this site would include a specialized medium sized box retail outlet, a component of suburban office development, and a variety of pavilion restaurants. Restaurants integrated into the site would be expected to offer a range of dining experiences including fast food and casual dining.

2.3 Motor Hotel and Ancillary Uses (Site F)

Motor hotel and ancillary uses are proposed for '*Site F*', as shown on *Map 3*. This site is located on the south-west corner of Byrne Road and Marine Way, and covers an area of about 9 acres. This site is particularly well suited for development of a low profile Motor

Hotel (4 - 5 storey maximum height), and a restaurant on a portion of the site given its location adjacent Byrne Creek and the Riverway Golf Course, and its profile on the Marine Way frontage. Subject to required approval processes, the Motor Hotel development could include some ancillary liquor uses such as a neighbourhood pub and/or beer and wine store. As the Motor Hotel development would not require the full 9 acre area, the remaining portion of the site could be developed for some ancillary recreational uses, fitness club, or office uses provided proper attention is given to site development and integration issues.

2.4 Large Scale Specialized Retail (Site C)

Large scale (big box) specialized retail uses are proposed for the site located between Meadow Avenue and Marine Way. This site is currently used for a soil mixing operation. Permitted big box outlets would include those that generally serve destination shopping needs for a specialized category of goods, provide for the purchase of items in large volumes, or handle larger size durable goods that require large areas for storage prior to sale, such as furniture, and other large items. Categories of goods offered for sale would typically include office supplies, building materials, home furnishings, appliances, pet supplies, and other large and bulky items. This site is of sufficient size, approximately 25 acres, that it could accommodate two big box retail outlets, such as Costco, Home Depot, Revy, Ikea or wholesale club outlets.

2.5 Mixed Specialized Retail / Suburban Office (Sites D & E)

Two sites located on the north side of Marine Way at Byrne Road are designated for large and medium box specialized retail use, and/or suburban office use. These sites are currently developed with a mix of older general industrial and vehicle sales operations. The established development pattern for these sites, and setback requirements from Byrne Creek for 'Site E' may impact their marketability for redevelopment. The flexibility provided by the designation for single or mixed-use specialized retail and office development may assist in encouraging the timely consolidation and redevelopment of these properties consistent with the overall objectives of this sub-area plan.

2.6 Suburban Office (Sites A, B, I & J)

Four sites (Sites A, B, I and J shown on Map 3) are designated for suburban office or compatible light industrial development. These sites are located further away from the central commercial focus at Byrne Road and Marine Way. 'Site B' at Byrne Road and Meadow Avenue is currently fully developed with newer, good quality industrial and office uses. 'Site A' contains a viable landscape supply facility, and 'Sites I and J' currently house building materials wholesale and film studio operations. As such, these sites would not be expected to redevelop in the foreseeable future. There is some potential for the expansion of the film studio operations within 'Site J' through an expansion onto the remainder of the City lands and/or the incorporation of the adjacent building supply operation.

2.7 Local Commercial

The frontage properties on Marine Drive west of Byrne Road would maintain the current designation for local commercial uses, as reflected in the current C2 and C4 zoning designations. Opportunities to consolidate some of the smaller properties on Marine Drive within a comprehensive office / light industrial development with the adjacent property on Byrne Road could also be considered along with the option of maintaining a local commercial Marine Drive frontage.

2.8 Public Institutional

A portion of the City site at the corner of Byrne Road and Wiggins Street is designated for a potential future fire hall site to extend service to the Big Bend and south slope area of Burnaby. This site has been held in reserve as a potential future fire hall for about 10 years. It will continue to be held on reserve pending further review of site and design options. This project is not presently in the City's five year Capital Program, and would be subject to further evaluation in relation to other Capital funding priorities. It meets minimum size requirements for a fire hall; covering an area of about 0.93 acres. There may also be a second site available for consideration as an alternative fire hall site on the remaining portions of City land arising from a finalized consolidation pattern for the creation of 'Sites G and H'.

3.0 TRANSPORTATION FRAMEWORK

3.1 Road Network

The proposed Byrne Road - Marine Way Service Commercial Centre is centrally located within Burnaby's Big Bend area with direct access to Marine Way and Byrne Road. Byrne Road is the primary route into the Big Bend providing access to North Fraser Way, Mandeville Avenue, and Fraser Park Drive. Marine Way and Southridge Drive (Marine / 10th Connector) provide both regional and local access to the area.

Byrne Road is included in the City's Capital Program for Major Roads, and is undergoing a phased program to improve the road to a Major Collector Primary standard. Subject to capital funding approval, current work involves property acquisition and the installation of a sanitary sewer line to serve this area. Final upgrading of the road would follow this work, the expected upgrading of the jet fuel line within the right-of-way by Trans Mountain Pipeline Ltd., and the completion of Southridge Drive (Marine / 10th Connector). Southridge Drive has been completed to an interim standard to Southpoint Drive. The next phase of work will extend 2 lanes through to 10th Avenue at 20th Street in 2001, followed by completion of the road to a four lane arterial standard in 2002.

Development of the Service Commercial Precinct will require a number of road improvements, dedication and construction of new local road connections to service proposed new development. These roads would be constructed to a 14 m (46 foot) standard curb to curb width, including separated sidewalks and boulevards. Traffic studies will be required from the applicants for new development with particular emphasis given to access issues to individual development sites.

Map 5, shows the proposed road and urban trail network in the study area. The provision of local road connections through the major development sites would be required to accommodate commercial access needs. A new fully signalized intersection on Marine Way at an intermediate location between Byrne Road and Meadow Avenue is proposed to serve the development. This signal would be synchronized with the Byrne Road and Marine Way intersection in order to maintain the capacity of Marine Way, and would include acceleration and deceleration lanes. As well, parking and traffic studies will be required as part of the approval process for all new development proposals.

Meadow Avenue would maintain its current local road standard, and would not be used to provide access to the proposed large scale retail area. This would serve to protect the existing condition of an open watercourse within the Meadow Avenue right-of-way. As well, it would minimize the interaction of commercial uses with agricultural operations. Further, only a curb and gutter with no sidewalk would be required where local internal roads abut ALR lands.

3.2 Pedestrian and Bicycle Network

The City's Urban Trail system in the South Slope area is currently developed along the BC Parkway and adjacent to Byrne Creek Ravine Park through Edmonds Town Centre South. The Urban Trail system in the Big Bend currently extends along Glenlyon Parkway to Burnaby Fraser Foreshore Park.

The proposed Urban Trail linkages in the study area would connect the Byrne Creek Ravine Park Urban Trail along Southridge Drive and Byrne Road to the proposed Urban Trail system adjacent to the Byrne Creek riparian setback area, as shown on *Map 5*. Urban Trail development is also proposed for the south side of Marine Way adjacent to the primary mixed-use centre extending eastward to the Canadian Pacific Railway (CPR) line. This frontage Urban Trail would lead to City park lands adjacent to and on the south side of the CPR line, and link to a longer term potential Urban Trail route utilizing the CPR right-of-way. Urban Trails would be constructed to the established 4 metre wide asphalt standard.

Byrne Road is to be finished to a final standard with provision for cyclists. Marine Way would continue to accommodate cyclists in the existing emergency stopping lane. A combination of separated sidewalks and urban trail facilities would be provided in the area adjacent to developing commercial properties on Byrne Road and Marine Way to

accommodate pedestrian movements. A separated sidewalk and boulevard treatment would be provided on Byrne Road and the internal local roads serving consolidated commercial sites. The north side of Marine Way would also accommodate a separated sidewalk facility, while the south side would accommodate the Urban Trail along the commercial frontage. Bus stops and shelters remaining to be completed at the time of redevelopment for adjacent properties would also be provided through the redevelopment approval process.

Required road, urban trail, cycle road and pedestrian improvements remaining to be completed at the time of redevelopment for the adjacent commercial properties would be provided through the development approval process. Road improvements and/or dedications would be based on the Primary Arterial standard for Marine Way, the Primary Major Collector standard for Byrne Road, and a local standard for internal roads serving new development.

3.3 Transit Service

Convenient and reliable transit service to places of employment in the Big Bend has been an issue for major employers in the area. The current transit service to a limited part of the area is provided by an extension of the route No. 116 bus which operates from Metrotown to the residential area north of Marine Way and loops through the Big Bend on North Fraser Way and Glenlyon Parkway.

The planned extension of North Fraser Way through to Byrne Road, anticipated to be pursued by Canada Lands as part of the Glenlyon development in the coming year, will present an opportunity to significantly improve transit service in the area. One option to utilize this new road connection would be the implementation of a new direct route between Metrotown and the 22nd Street Station via North Fraser Way through the Big Bend. This new two-way service between 22nd Street Station and Metrotown would be more direct, offer faster travel time to and from the Big Bend, increase transit coverage in the area, and offer a greater range of choice for existing and potential transit users. It would also provide direct transit access to the proposed service commercial precinct at Marine Way and Byrne Road for area employees and Burnaby residents.

With the construction of North Fraser Way through to Byrne Road, staff would continue to work with TransLink to implement this potential new route as part of an area service plan review to be initiated in 2000.

4.0 STANDARDS OF DEVELOPMENT

The Marine Way - Byrne Road intersection is one of the most high profile area in the Big Bend, and development here will form the gateway feature for high quality developments including Glenlyon Business Park and the Riverway Golf Course. It will, therefore, be

important for all proposed developments to achieve a high level of quality in terms of site planning, environmental, architectural and landscaping standards, commensurate with those of existing and planned developments in the Big Bend. The following outlines expected standards of development within the Commercial Service Precinct:

4.1 Site Planning

- Landscaped setbacks should be provided on all development sites, between the property line and paved areas (parking, access ways, loading) and buildings. The minimum width of the landscaped setbacks should be 9 m along public streets (front yards and flanking side yards) and 3 m along other property lines.
- Main building facades and entries should be visually oriented towards public roads.
- Continuous pedestrian access routes (with concrete paving and at least 1.5 m wide) should be provided throughout and between developments, and linking building entries with street sidewalks.
- Loading, garbage and recycling facilities, and other service areas should be screened from public view by building elements, structural screens or solid hedge landscaping.

4.2 Building Design Approach

- A high quality of architectural design commensurate with a business park setting is expected. This might suggest a “high-tech village” design approach compatible with new development in the Glenlyon Business Park.
- Use of high quality and durable materials is expected; plain stucco boxes are not an acceptable design approach.
- Facade articulation, with well defined main entries and covering canopies is encouraged, as well as the incorporation of small commercial shops within larger building fronts.

4.3 Landscaping Standards

- All required setbacks from property lines to paved areas (parking, access ways, loading) and buildings should be fully landscaped with trees and native shrubs, and should also incorporate water features where appropriate for stormwater management, wildlife and aesthetic purposes. Landscaping should make maximum use of native ground cover in place of grass.

- All landscaping should meet the most recent edition of B.C. Landscape Architects and B.C. Nursery Trades Association landscape standards.
- Rows of trees spaced 7 m to 9 m apart should be planted within setbacks along streets (forming a double row of street trees) and wherever drive aisles, parking or service areas abut the setback.
- Groupings of coniferous trees in front yards are encouraged to reinforce the desired landscape character year round.
- Foundation planting should be provided along building facades.
- Landscaped islands and deciduous trees should be provided to visually break-up parking lots. Trees should be generally provided in a 10 m to 15 m grid layout (or equivalent density) throughout the parking lot.
- Landscaping should emphasize native planting and IPM (Integrated Pest Management) principles.

5.0 ENVIRONMENTAL CONSIDERATIONS

The subject area is located in the flat low lying floodplain of the Fraser River. The area receives run-off from Burnaby's south slopes. Pre-development, the area was lowland bog, but was drained to allow for agricultural and industrial development. Peat underlies the study area, and the land is intersected with drainage channels. Most lots have been cleared of native vegetation as part of previous development.

Byrne Creek is the most significant watercourse within the subject area. It is a high value salmonid stream (supporting coho salmon, cutthroat trout, and rainbow trout), important wildlife habitat, and a valuable recreation corridor. The Byrne Creek watershed encompasses a significant portion of Burnaby's south slope area. John Matthew's, Frogger's (Hollis) and Gray (Nelson) Creeks are tributaries to Byrne Creek as it makes its way to the Fraser River.

Byrne Creek once flowed eastwards through the Big Bend Bog, but was re-routed in 1893 along Byrne Road. In the 1980s, the City relocated the creek into a new channel, creating improved salmonid and wildlife habitat, as well as better flood control and recreational trails. Recent works related to Southridge Drive (Marine / 10th Connector) have added further value and diversity to the stream through the creation of riparian habitat near Byrne Road and Southridge Drive.

Since the 1970s, the City, stewardship groups, and landowners have spent considerable time and effort restoring the natural values of Byrne Creek, including stream clean-ups, fish stocking, pollution control, and habitat construction. In 1997, the City commissioned a fish

habitat assessment of the Creek (Envirowest 1997). The assessment noted that salmonids now use the Creek within the Plan Area for spawning, rearing, and overwintering habitat. In the recognition and support of these stewardship initiatives, new development will be sensitively managed to maintain or improve fish habitat.

With the construction of the Byrne Road stormdrain infrastructure, most of the drainage in the subject area was redirected away from Byrne Creek into the stormdrain system which empties directly into the Fraser River. Therefore, most of the water flowing in Byrne Creek, south of Marine Way, comes from the upper watershed and tributary drainage areas. As such, stormwater management issues for the area will primarily relate to the quality of stormwater destined for the Fraser River.

The following section outlines requirements for new development to protect habitat and environmental values in the area related to Byrne Creek and other smaller watercourses. Watercourses in the subject area are shown on *Map 6*.

5.1 Riparian Setbacks

Riparian vegetation has many ecological benefits, including stabilizing stream banks, moderating stream temperature, providing nutrient inputs into the stream, and providing habitat for wildlife species. At the time of new development, the following measures will be used to protect and restore riparian vegetation Byrne Creek:

- All new development (including structures and hard surfaces) are proposed to be setback a minimum of 15m from the top of the bank of Byrne Creek. Setback lands will be covenanted to the City, with access restricted from the rest of the property, and revegetated in accordance with Ministry of Environment, Lands and Parks (MELP) guidelines. Planting plans should select vegetation that can provide shade to the stream and diversity of habitat, while not compromising the integrity of the dyke structure.
- The Urban Trail proposed along the Byrne Creek alignment south of Marine Way will be developed in an environmentally sensitive manner, in keeping with DFO and MELP's *Access to Aquatic Areas* guidelines. Detailed siting and routing plans for the Urban Trail will seek to protect aquatic habitat, while providing opportunities for users to experience the natural environment.

All other watercourses and drainage channels in the study area will be classified as part of detailed site planning work. Management measures for these watercourses and drainage channels will be determined as part of further review by City of Burnaby, Department of Fisheries and Oceans, and Ministry of Environment, Lands and Parks.

5.2 Stormwater Management

Stormwater in the subject area has been redirected away from Byrne Creek. All sites, except 'Site C' drain into the Byrne Road Stormdrain, which flows directly into the Fraser River. The northeast portion of 'Site C' appears to provide some stormwater flow into Jerry Rogers Creek, although access for salmonids to this Creek from the Fraser River is restricted by an existing pump station.

The key stormwater concern for the area is protecting water quality flows into the Fraser River. Existing water quality issues in the area include potentially poorly functioning septic fields, stormwater run-off from roads and paved surfaces, and run-off from agricultural, industrial and commercial land uses. The range of proposed utility and infrastructure upgrades to service new development in the area may help address some of these issues, particularly the provision of sanitary sewer infrastructure. As well, required compliance with Provincial Contaminated Site legislation, at the time of redevelopment, will contribute to the quality of run-off.

Proposed new development in the subject area will significantly increase the amount of impervious surfaces, particularly through the development of off-street parking to service commercial and other new developments. These surfaces are potential sources of contaminants such as suspended sediment, oils, grease, metals, and other contaminants. These impacts will be mitigated through the following measures:

- Site redevelopment applications will be accompanied by a stormwater management concept plan. This plan will show how stormwater management features and best management practices (BMPs) will be incorporated on site. BMPs may include, but not be limited to stormwater infiltration, containment, and treatment, and recycling and reuse of greywater.
- Site redevelopment plans will seek to maximize opportunities for vegetative interception and evaporation of rainwater by:
 - ▶ incorporating and retaining existing vegetation into site landscaping and development plan, wherever possible;
 - ▶ planting trees within and around parking areas to intercept rain falling on impervious surfaces, as outlined in Section 4.3 of this report; and
 - ▶ using vegetative best management practices such as swales to transport surface water.
- Site redevelopment will include installation of stormwater management facilities onsite, to ensure that there is no deterioration of water quality leaving the site. Parking lots and loading areas should be drained to storm interceptors and biofiltration facilities to ensure effective removal of metals, total suspended sediments, and nutrients. On-site water features can also be designed to assist with stormwater management objectives.

- Site redevelopment should also seek to minimize the construction of new effective impervious area and to make efficient use of existing surfaces, as feasible, through such measures as shared parking facilities, and multi-storied buildings.

5.3 Building Design

The anticipated redevelopment presents an opportunity to incorporate environmentally friendly building materials, systems, and programs into the overall building and site design. Specific initiatives to be pursued include:

- encouraging the incorporation of energy efficient building and urban design, and employing alternative energy sources, and the use of environmentally responsible and appropriate building products.
- on-site recycling facilities to reduce the contribution to the wastestream from business activities.
- incorporating the City's Integrated Pest Management principles and guidelines into private development. These principles promote an ecological approach to vegetation and pest management by encouraging the use of native, drought tolerant, wildlife attracting vegetation species in required landscaped areas, which also reduce maintenance and energy consumption.

5.4 Alternative transportation

The proposed development in the Byrne Road and Marine Way commercial precinct is primarily car-oriented. Employees and customers will mainly access the area by car via Marine Way, Byrne Road and Southridge Drive. It is recognized, however, that automobile use is the primary source of smog and air pollution in the region. As such, new development should support use of alternative forms of transportation for both employees and customers, to lessen reliance on the car. Proposals to assist with this goal include:

- development of the urban trail through the area, to link with destinations in the City as indicated in Section 3.0 and shown on *Map 5*.
- requesting businesses to develop and incorporate alternative transportation programs within the work place, such as bicycle facilities and showers, ride sharing, and transit incentives.
- pursue improvements to transit services to the area as outlined in Section 3.3.
- provision of sidewalk and other pedestrian connections throughout the area and to transit stops.

- defining the range of uses to exclude those intended or provided for in the City's Town Centre to help ensure that this area does not draw business away from the City's more pedestrian and transit accessible Town Centre areas, as outlined in Section 2.1.

6.0 PHASING AND SERVICING CONSIDERATIONS

Phasing of new development for the primary mixed-use centre, involving City lands, on the south-east corner of Marine Way and Byrne Road will also depend on the completion of the structural land filling program being pursued by the City to achieve flood proof elevations for the property. Currently, it is expected that this program, which provides for the cost efficient disposal of clean fill from City infrastructure projects, will be completed in the near future. This may have an impact on the timing of the final release of City lands for consolidation with the private development of the primary mixed-use centre. As well, development of this property and the Meadow Land Peat property for commercial uses will require Land Reserve Commission (LRC) approval for exclusion of the properties from the Agricultural Land Reserve (ALR), as discussed below.

Once required Council approvals for an amended OCP and Big Bend Development Plan, and LRC approvals are in place, the City would be in a position to consider rezoning applications for development on consolidated sites in accordance with the adopted sub-area plan. In terms of the phasing development, there is a preference for new development to occur within the immediate vicinity of the Byrne Road and Marine Way intersection to enhance this gateway location. At the same time, however, the development plan for the whole area has been structured to enable sites to proceed through the development approval process independent of the redevelopment of adjacent sites.

7.0 IMPLEMENTATION

The draft development plan proposals presented in this report have been prepared for Council endorsement as a basis for initiation of a broader review process. The results of the consultation process would be presented to Council with finalized proposals for Council endorsement. At this stage, Council authority would be sought to initiate the required OCP amendment process to reflect the proposed change in land use. With Council approval for amendment of the Big Bend Guide Plan for this sub-area, the City would be in a position to consider development proposals within the Service Commercial Precinct. Other actions to follow Council approval of the guide plan would include:

- submission of the required Land Reserve Commission (LRC) application for exclusion of the reference City and private lands from the Agricultural Land Reserve (ALR) consistent with the previous City and ALR boundary review.

- further consideration of the merits of pursuing a CD Rezoning of the area based on the amended Big Bend Development Plan for this sub-area and existing uses.
- processing of individual rezoning applications received for the area consistent with the approved sub-area development plan.
- offering City lands for sale subject to consolidation with designated sites in the primary mixed-use centre and completion of pre-requisite requirements for rezoning.

LIST OF TABLES AND MAPS

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Table 2: Listing of Proposed Land Use Designations for Consolidated Sites

Maps

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Map 2: Existing Zoning, Uses and Development Pattern
Map 3: Redevelopment Site Consolidations
Map 4: Land Use Designations
Map 5: Road and Urban Trail Network
Map 6: Watercourses

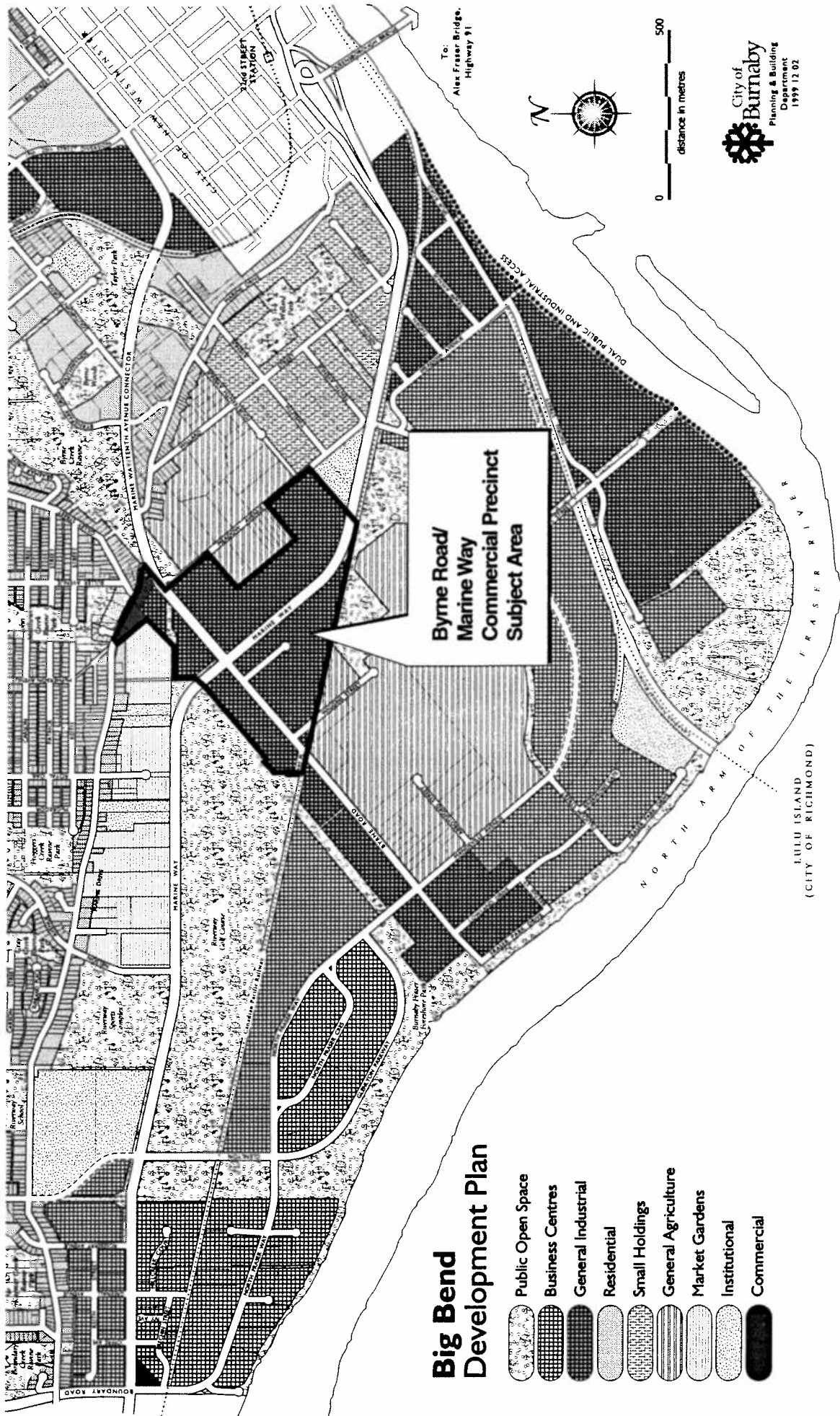
Table 1: Illustrative Examples of “Permitted” Retail Uses

“PERMITTED” RETAIL USES (Category of Use/Typical Store Names)	TYPICAL STORE SIZE (Gross Floor Area - GFA)	LOCATION (Sites)
General Retail Select Local Commercial Uses (bank, hair salon, drycleaner, florist, etc.) Pavilion Restaurants Shoppers Drug/Pharmasave/Peoples Business and Professional Offices	<i>(Maximum / Expected Size)</i> <i>(square feet)</i> 5,000 5,000 8,000 2,500	Sites G, H
Category Specialist Lordco / Parts Plus / Schucks Auto Supply Petcetera / Petsmart / Superpet End of the Roll / Jordans Floor Covering Office Depot / Staples Office The Brick / United Furniture Canadian Tire Home Depot / Revy Ikea	10,000 20,000 25,000 25,000 40,000 70,000 120,000 140,000	Sites C, D, E, G, H
Wholesale Clubs Costco	140,000	Sites C, D
Grocery Stores (1 Only) Thrifty Foods/IGA/Stongs Safeway/Save On Foods	25,000 50,000	Site G
Other Motel / Ancillary uses / pub / beer & wine		Site F

Table 2: Listing of Proposed Land Use Designations for Consolidated Sites

CONSOLIDATED SITES	ACRES	PROPOSED LAND USE DESIGNATION
Site A	3.4	Suburban Office
Site B	9.7	Suburban Office
Site C	22.9	Large Scale Specialized Retail
Site D	11.7	Mixed Large/Medium Scale Specialized Retail, Suburban Office
Site E	7.6	Mixed Large/Medium Scale Specialized Retail, Suburban Office
Site F	9.1	Motor Hotel and Ancillary Uses, Suburban Office
Site G	13.8	Primary Mixed-use Commercial Centre
Site H	7.3	Primary Mixed-use Commercial Centre, Suburban Office
Site I	6	Suburban Office
Site J	10.2	Film Studio, Suburban Office

LP:PB:sa



Big Bend Development Plan

- Public Open Space
- Business Centres
- General Industrial
- Residential
- Small Holdings
- General Agriculture
- Market Gardens
- Institutional
- Commercial

**Byrne Road/
Marine Way
Commercial Precinct
Subject Area**

To:
Alex Fraser Bridge,
Highway 91

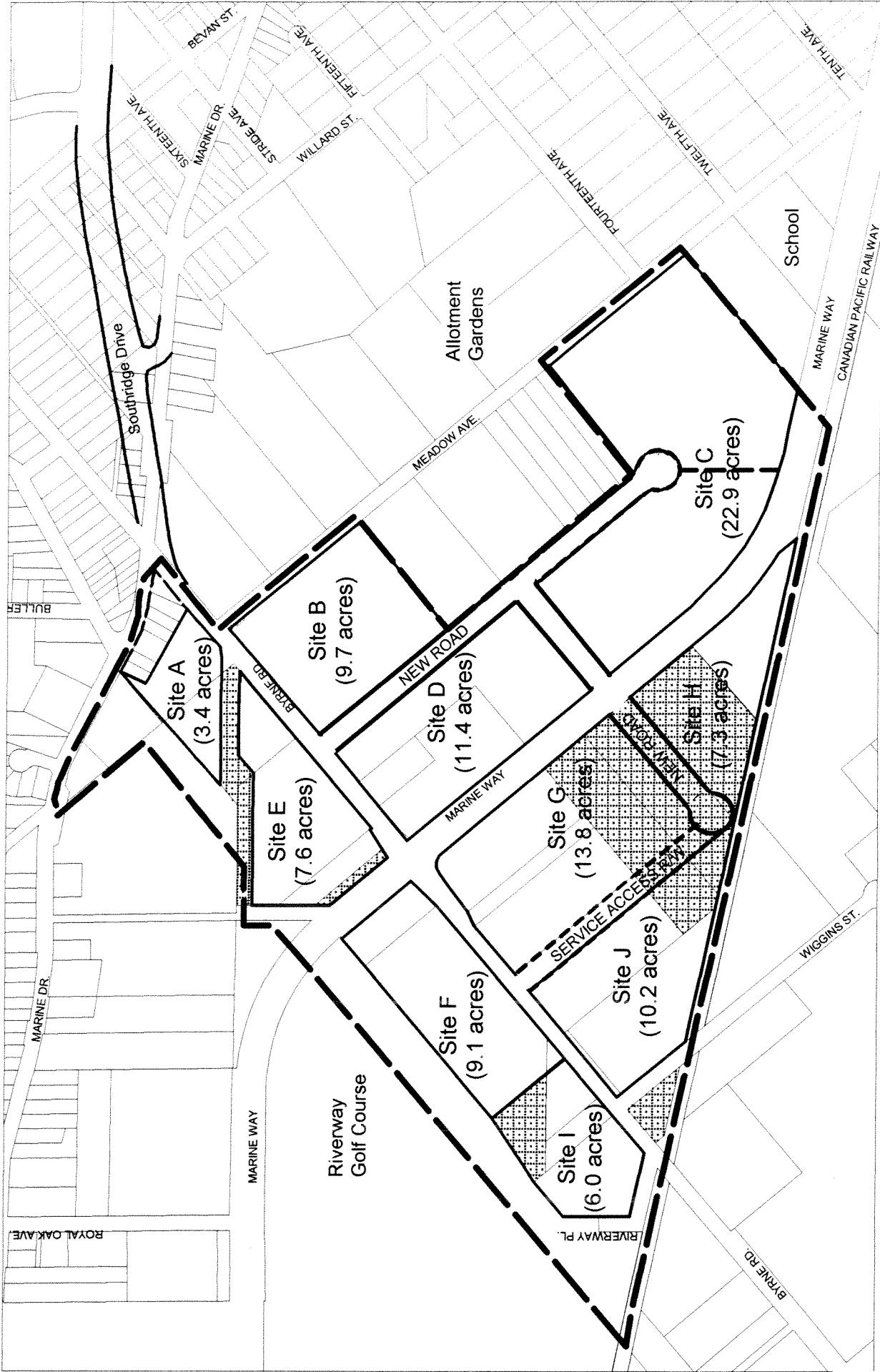


0 500
distance in metres



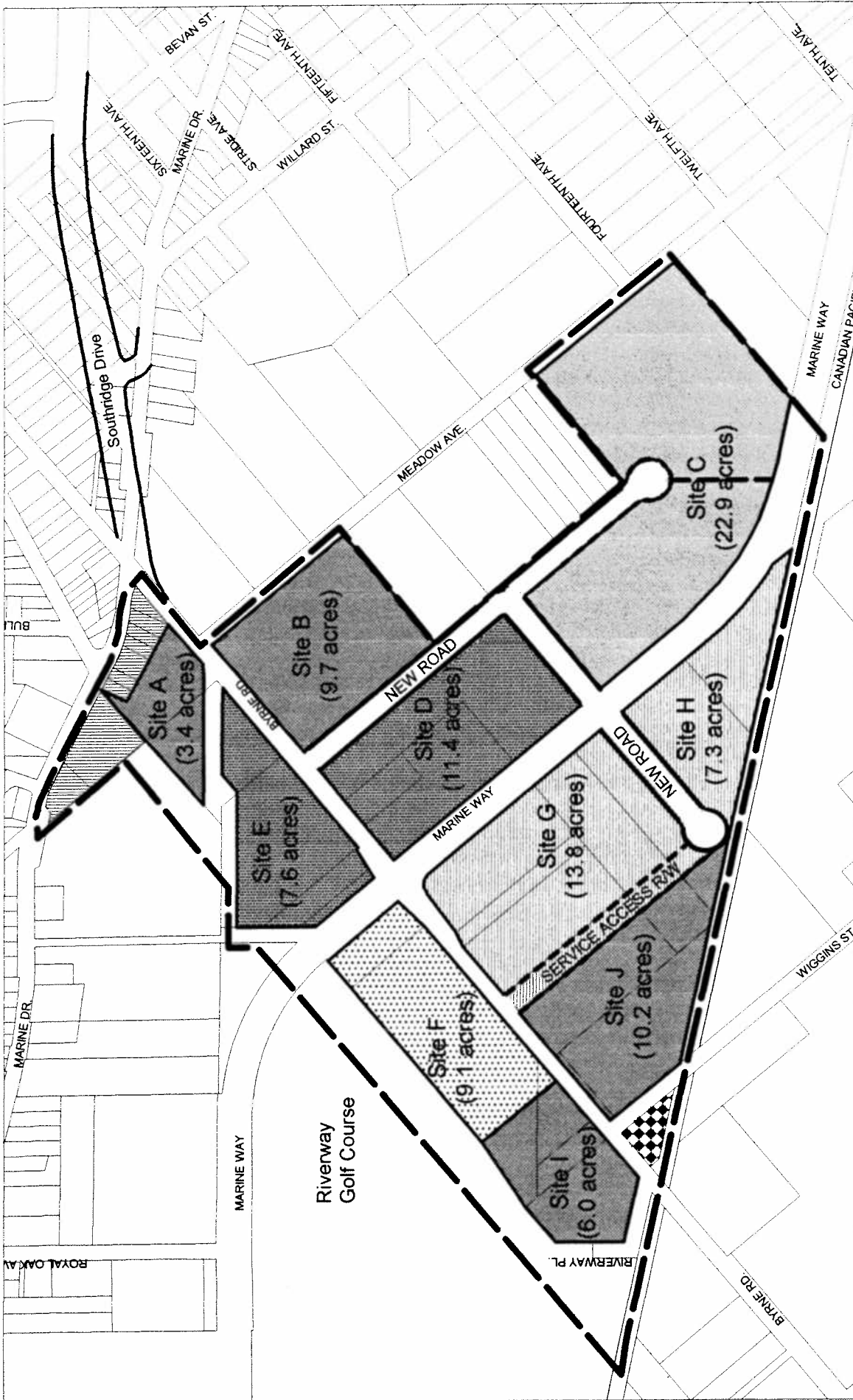
Map 1

LULU ISLAND
(CITY OF RICHMOND)



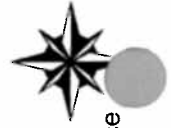
**City-Owned Lands
(Within Study Area)**

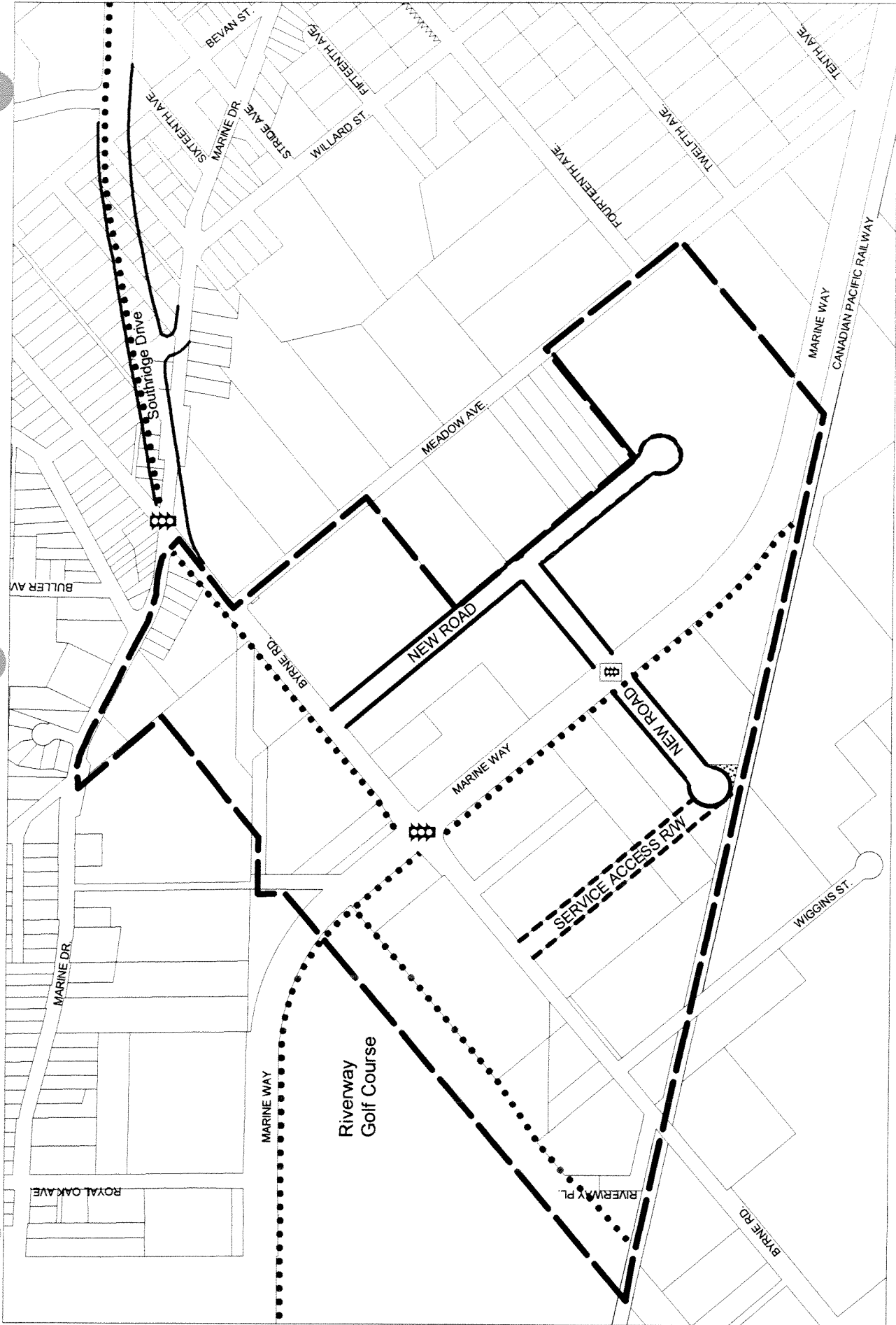
**Map 3
Redevelopment Site Consolidations**



- Primary Mixed Use Commercial Centre
- Large Scale Retail
- Mixed Large/Medium Scale Retail/Suburban Office
- Local Commercial
- Suburban Office
- Motor Hotel/Ancillary Uses/Suburban Office
- Civic Use (Potential Fire Hall)

Map 4
Land Use Designations

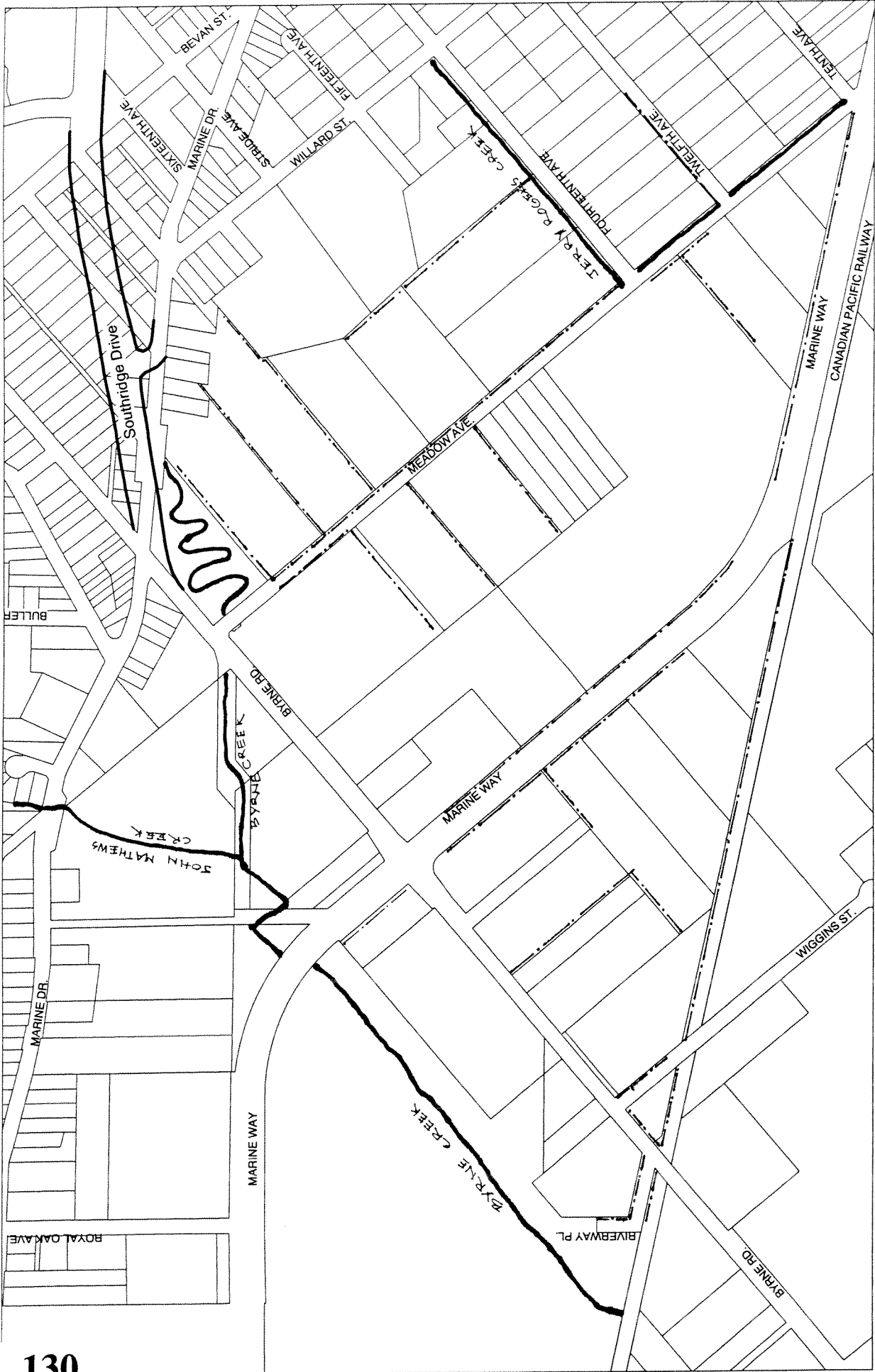






- Urban Trail
- New Roads
- ▨ Pedestrian Link
- ⊕ Existing Traffic Signals
- ⊞ New Traffic Signal



Map 5
Road and Urban Trail Network



Map 6
Watercourses

- 
 Class A or A0 Watercourse
 (Inhabited by salmonids or potentially
 inhabited with access improvements)
- 
 Other Watercourses
 (classification & management to be determined)

