

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

Re: Draft Lake City Business Centre Guide Plan

RECOMMENDATION:

1. **THAT** Council authorize staff to initiate a public consultation process for the review of the draft Lake City Business Centre Guide Plan, as outlined in this report.

R E P O R T

The Community Planning and Housing Committee, at its meeting held on 2000 February 22, received and adopted the *attached* report which summarizes a draft guide plan for the transformation of the Lake City area to a high quality business centre development. The Committee advised that the draft plan recognizes and respects the existing development pattern and established industrial uses, while defining a development context to attract defined business uses. The Committee further advised that the plan supports the replacement of traditional industrial activities with more intensive office, high-technology, and specialized production uses. The Committee concluded by noting that the plan also seeks to manage redevelopment to create a cohesive, attractive, productive and environmentally sound Business Centre that is compatible with surrounding neighbourhoods, serves to protect and enhance the natural environment and ecological functions, and makes a positive contribution to Burnaby's tax and employment base.

Copies of the draft guide plan document for the Lake City Business Centre are available for viewing in the Planning Department and Office of the Clerk.

Respectfully submitted,

Councillor C. Redman  
Chairman

Councillor G. Begin  
Member

Councillor D. Johnston  
Member

COPY - CITY MANAGER  
- DIRECTOR ENGINEERING  
- DIRECTOR FINANCE  
- DIRECTOR PARKS, REC & CULT. SERV.  
- DIRECTOR PLANNING & BUILDING  
- CITY SOLICITOR

**TO:** CHAIR AND MEMBERS 2000 February 17  
COMMUNITY PLANNING AND HOUSING COMMITTEE

**FROM:** DIRECTOR PLANNING AND BUILDING OUR FILE: 15.904

**SUBJECT:** DRAFT LAKE CITY BUSINESS CENTRE GUIDE PLAN

**PURPOSE:** To present draft guide plan proposals for the Lake City Business Centre as a basis for the initiation of a public consultation process.

---

**RECOMMENDATION:**

1. **THAT** Council be requested to authorize staff to initiate a public consultation process for the review of the draft Lake City Business Centre Guide Plan, as outlined in this report.

**REPORT**

**1.0 INTRODUCTION**

The Burnaby Official Community Plan (OCP) establishes a policy framework for future land use and development in the City. The OCP was prepared under the direction of the Housing and Community Planning Committee and was adopted by Council on 1998 June 15 following an extensive public consultation process.

The adopted OCP includes a overall strategy for the future development of the City's industrial lands. The strategy includes making more efficient use of available industrial lands through increased building densities and the accommodation of high quality and employment intensive industries. A major component of this strategy is the designation of certain industrial areas for the development of Business Centre uses oriented towards a mix of high amenity office, research and development, high technology, specialized production and associated light industrial uses. The Lake City industrial area is one of eight areas designated for Business Centre development.

At its 1999 June 29 meeting, the Committee considered a preliminary draft of the Lake City Guide Plan and proposals for supporting bylaw amendments. Arising from discussion of the preliminary draft, the Committee requested staff to review issues related to potential view impacts, and stormwater management measures.

In the preparation of the subject draft Guide Plan for the Lake City Business Centre, staff have developed proposals consistent with the OCP designation for Lake City, and have incorporated responses to Committee directions in relationship to changes in views and the use of stormwater management measures. Section 6.2 (page 27) of the draft Guide Plan discusses potential changes in views and mitigation approaches. Section 7.0 (page 29) of the draft Plan outlines the approach to be used for stormwater management in relation to new development. The proposed public review process for the draft Guide Plan will provide an opportunity for community review and input on draft Guide Plan proposals.

The purpose of this report is to seek Committee and Council concurrence to initiate a public consultation process for the review of the draft Guide Plan proposals leading towards the submission of finalized proposals to Council. Due to its length, (40+ pages) the draft document for Lake City Guide Plan and proposed supporting Zoning Bylaw amendment has been provided under separate cover.

## **2.0 SUMMARY OF DRAFT GUIDE PLAN PROPOSALS**

The Lake City Business Centre, located on the lower southern slope of Burnaby Mountain, is an established general and heavy industrial area incorporating approximately 166 hectares (410 acres) of land. Development of the Lake City Industrial Park began in the 1950's. By the late 1960's, most of the industrial lands had been cleared and developed for warehousing, manufacturing, and petroleum storage and distribution uses. The area has largely been developed under the Heavy Industrial (M3) Zoning District at a relatively low building density.

Consistent with the OCP designation, the draft Guide Plan provides a framework for the transformation of the Lake City area to a high quality business centre environment. In recent years, the expansion of business centre uses in Burnaby has made a significant contribution to the growth of employment opportunities and the City's economic and tax base. This sector of the economy is expected to experience continued strong growth into the foreseeable future. Burnaby is well positioned to capture a significant share of this future growth as high technology and other high quality, employment intensive industrial companies continue to be attracted to Burnaby because of its central location, supporting services, facilities and amenities, transportation system, and natural features, parks and open spaces.

The draft Plan seeks to capitalize on the inherent development potential of Lake City. The Lake City area has recently seen the construction of a number of the new office / high technology developments generally envisioned for Business Centre areas, with others currently under consideration. The construction of the Lougheed SkyTrain line adjacent to Lake City and the phase one development of the University Station and bus loop at

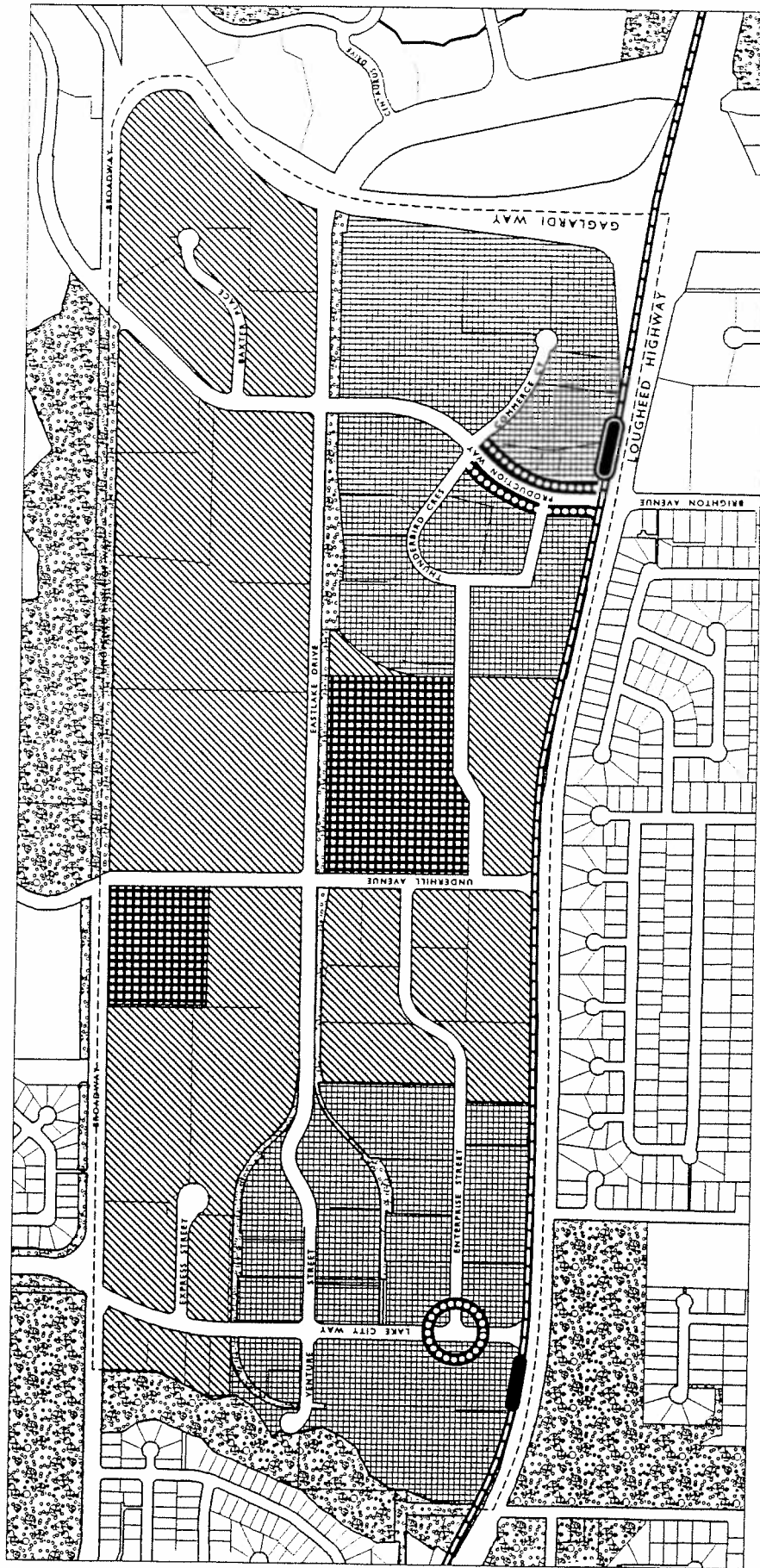
Production Way is expected to further increase the attractiveness of Lake City for office and high technology development. The future development of the Lake City Station in 2003/04 will further enhance the development of this area. Other characteristics of the Lake City area that will continue to encourage the transition to Business Centre uses include its central location, access to transportation routes, improved regional accessibility, an aging building stock, existing industrial development pattern, and good ground conditions for building construction.

The draft Plan recognizes and respects the existing development pattern and established industrial uses, while defining a development context to attract defined Business Centre uses. It supports the replacement of traditional industrial activities with more intensive office, high-technology, and specialized production uses. It also seeks to manage redevelopment to create a cohesive, attractive, productive, and environmentally sound Business Centre that is compatible with surrounding neighbourhoods, serves to protect and enhance the natural environment and ecological functions, and makes a positive contribution to Burnaby's tax and employment base. In the medium term, the character of the area will be influenced by the expected continued presence of existing petroleum storage and distribution facilities, and other established industrial operations.

As the Business Centre re-develops, it is also proposed to accommodate a small proportion of convenience commercial uses to meet the day to day needs of people working in the area. These commercial services would also help meet some of the convenience needs of near by residential areas and future needs of the designated Urban Village area south of the Lougheed Highway on Brighton. The range of proposed convenience commercial uses would include restaurants, banking, retail and grocery stores, and personal services. Commercial services are proposed for core locations fronting Production Way and Lake City Way. Other amenities envisioned for the area include a comprehensive trail network, improved linkages to public open-spaces, entry features, lighting, and banners. In addition, general infrastructure improvements will be required to support new development. For the most part, these improvements will be undertaken in an incremental manner as provided for through the redevelopment approval process.









## **2.1 Land Use Framework**

The generalized land use framework for Lake City establishes locations for Business Centre uses in relation to SkyTrain service, major routes, and near by residential and park areas. Local commercial services are integrated with new development within core areas. A network of pedestrian and bicycle routes provides for internal linkages and connections to area parks and other City destinations. Major components of the proposed land use concept for the Lake City Business Centre, as shown on the following *Concept Map and illustrations*, include:

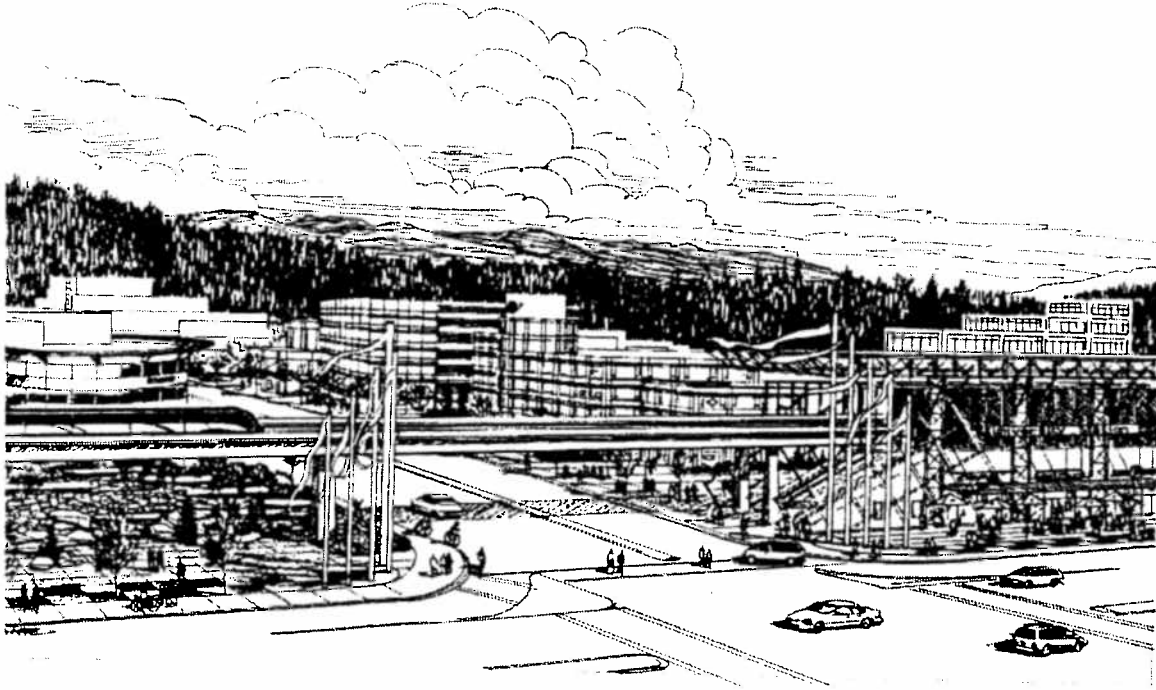


**LAKE CITY BUSINESS CENTRE**

**Land Use  
Concept**

-  Urban Business Centre Lands
-  Suburban Business Centre Lands
-  Long Term Potential Suburban Business Centre Lands (existing petroleum uses)
-  Park and Open Space
-  Local Commercial Service Centres
-  SkyTrain Alignment
-  SkyTrain Station and Bus Loop
-  SkyTrain Station (Future ~ 2003/2004)

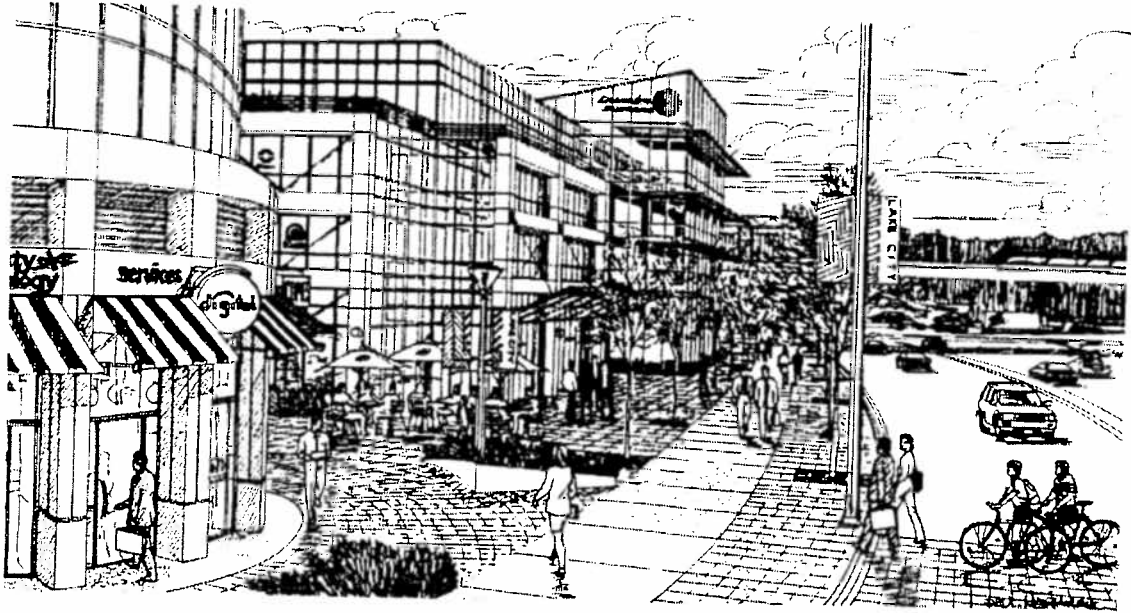




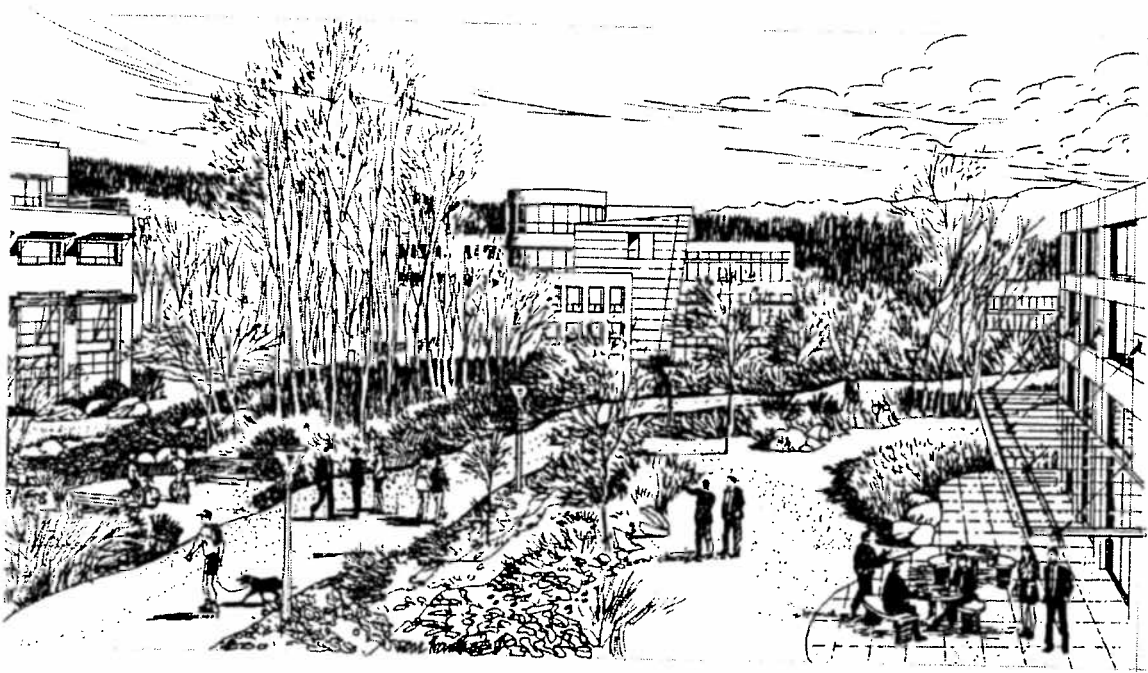
*Urban Business Centre Development – Production Way and Lougheed Highway*



*Suburban Business Centre Development - Eastlake Drive and Production Way*



*Service Commercial Centre – Production Way*



*Urban Trail / Linear Park - Former Rail Right-of-Way*

- **Urban Business Centre Lands** for core areas in close proximity to proposed Lougheed SkyTrain stations and major intersections with Lougheed Highway at Production Way and Lake City Way to accommodate higher density developments to a maximum Floor Area Ratio (FAR) of 1.5.
- **Suburban Business Centre Lands** in areas further away from core areas for the accommodation of lower height and lower density Business Centre and light industrial uses to a maximum FAR of 1.0.
- **Local Commercial Service Centres** integrated with *Urban Business Centre* developments fronting Production Way and Lake City Way to meet some of the day to day and convenience shopping and service needs of area employees, SkyTrain passengers, and surrounding area residents.
- **Pedestrian and Bicycle Routes** to serve as a key recreational amenity for area employees and adjacent residents providing connections within the Business Centre, and to area parks and other destinations. The proposed use of the BNSF Rail right-of-way for park and open space represents a significant opportunity to extend the urban trail network, and establish a linear park system and ecological linkage between Eagle Creek and Stoney Creek.

## 2.2 **Transportation Improvements**

Business Centre redevelopment will require, and provide an opportunity for, significant improvements to public transit, roads and streets, and pedestrian and bicycle facilities. Proposed improvements to the transportation system include:

- **Rapid Transit** -- integration of SkyTrain Stations at Production Way and Lougheed Highway, and Lake City Way and Lougheed Highway. The Lake City Way station is scheduled for development in 2003/04.
- **Bus Service** -- adjustments to local bus routes to provide direct access to the University Station at Production Way through an adjacent bus loop, and bus stops at The Lake City Station.
- **Road Improvements** -- accommodation of desired transit, pedestrian, bicycle, and vehicle movements.
- **Road Extensions** -- the extension of Eastlake Drive to Venture Street, and a new road linking Underhill Avenue to Thunderbird Crescent to enhance the east-west linkages of the internal road network for the Business Centre.



- ***Parking Requirements*** -- establishment of a minimum parking requirement to meet basic market demands for on-site parking while seeking to encourage use of rapid transit services and alternate modes of travel.
- ***Traffic Signals*** -- signalization of major intersections within the Business Centre and along the Lougheed and Broadway frontages to accommodate transit, pedestrian, bicycle, and vehicle movements.
- ***Pedestrian and Bicycle Improvements*** -- provision of separated sidewalks on all streets, urban trails along major routes, cycle road provisions, and pedestrian walking trails through major developments to provide more direct connections to urban trails and greenways, Skytrain Stations, and area parks and open spaces.

### ***2.3 Environmental Enhancement***

The transition of industrial properties away from traditional general and heavy industrial uses to Business Centre office, high-technology, and specialized production is expected to result in a positive environmental benefit for the area. Benefits for the areas expected from redevelopment to Business Centre uses include:

- reduced volume of heavy truck traffic as traditional industrial uses are replaced by office, high-technology, and other specialized production activities.
- increased transit ridership due to provision of Lougheed SkyTrain service.
- “greener” built environment provide by increased site landscaping requirements and reduced development footprints – overall site coverage is limited to 65% under the proposed new zoning districts.
- expanded park and open space components associated with the BNSF and Broadway corridors and reduced site coverages providing for pedestrian connections and habitat linkages between Stoney Creek and Eagle Creek.
- creek habitat improvements arising from the application of alternative environmentally sensitive Stormwater Management approaches including best management practices, as well as the principles of the Brunette Basin and sub-basin watershed plans, potential opportunities to daylight segments of closed creeks, and other guidelines to protect aquatic habitat.
- incorporation of energy efficient design and environmentally responsible building materials, systems and programs into the overall building and site design.

#### **2.4 Business Centre Setting and Image**

The character of the emerging Lake City Business Centre envisioned by the draft Guide Plan will be shaped by the existing industrial development pattern; the location and form of new development; the incremental redevelopment pattern for individual properties; and the expected longer term accommodation of some existing heavy industrial and petroleum uses. These factors present a significant challenge for the transformation of Lake City to a finished, cohesive and high quality Business Centre environment. However, the market demand for office, high-tech and specialized production uses, and the example set by early Business Centre projects, will contribute the momentum of change for Lake City. Over the longer term, an integrated high quality Business Centre at Lake City will be further supported by:

- major improvements provided for through the consistent application of development standards and Guide Plan objectives, on a site by site basis, at the time of redevelopment.
- implementation of public realm improvements that establish a cohesive image and sense of identity for the area such as gateway entry features, street banner program, and supplemental landscaping and street lighting programs.
- application of general urban design prescriptions related to building setbacks, site landscaping, commercial street fronts, signage, parking, and other design issues.
- consideration of City initiated improvements to address particular gaps in area services, facilities and amenities that may arise from the anticipated incremental development pattern.

#### **2.5 Supportive Zoning Districts**

To support the development of Business Centre uses, two new zoning districts have been drafted for inclusion in the Burnaby Zoning Bylaw. The proposed districts define the range of permitted uses subject to the provisions of the Comprehensive Development (CD) District. Illustrative bylaw text for the proposed districts is provided in the draft Lake City Business Centre Guide Plan. Basic provisions of the proposed districts are similar to Burnaby's existing M5 and M8 Industrial Districts, with some variance in the range and nature of permitted uses. The major distinction between the two proposed districts is the permitted density of development and associated building heights. The following tables highlight the basic provisions of the proposed *B1 and B2 Business Centre Districts*.

**Proposed - Business Centre Districts**

**B1 - Business Centre Suburban Office**

**Permitted Uses:** this District would accommodate business, professional, and high technology offices, research and development activities, associated manufacturing uses, laboratories, and broadcasting, telecommunications and digital information facilities. Permitted office uses would exclude retail service, health care, and personal service office uses.

**Accessory Uses:** would include accessory buildings and uses including related light manufacturing uses, retail sale of products produced on the premises, business services, and one living accommodation related to the principal use.

**Conditions of Use:** would require each use to be included as part of a comprehensive development plan subject to the provisions of the CD (Comprehensive Development) District. All uses would be required to be enclosed within a building, except for permitted parking, and loading facilities. Each development would be expected to make a positive contribution to the emerging Business Centre environment.

**Development Form:** would primarily be in the form of high amenity office developments at a density of 1.0 FAR. Minimum parking requirements would be established at a ratio of 1 space per 37 m<sup>2</sup> (1 space per 400 sq.ft.) of gross floor area for Business Centre uses.

**B2 - Business Centre Urban Office**

**Permitted Uses:** this District would accommodate the uses and accessory uses permitted in the B1- Suburban Office District, but at a higher development density supporting a higher and more urban development form.

**Accessory Uses & Conditions of Use:** as defined for the B1- Suburban Office District.

**Development Form:** would primarily be in the form of high amenity office developments at a more urban density to a maximum FAR of 1.5. Minimum parking requirements would be established at a ratio of 1 space per 37 m<sup>2</sup> (1 space per 400 sq.ft.) of gross floor area for Business Centre uses.

**Proposed - General Provisions**

<i>Business Centre District</i>	<i>Parking Ratio (g.f.a.)</i>	<i>Max. Building Coverage</i>	<i>Max. Lot Coverage</i>	<i>Max. Building Height</i>	<i>Max. FAR</i>
<i>B1 - Suburban Office</i>	<i>1 per 37 m<sup>2</sup></i>	<i>50%</i>	<i>65 %</i>	<i>15.0 m</i>	<i>1.0</i>
<i>B2 - Urban Office</i>	<i>1 per 37 m<sup>2</sup></i>	<i>50%</i>	<i>65%</i>	<i>22.0 m</i>	<i>1.5</i>

The establishment of the proposed Business Centre Districts would add to the current ability of the City to provide for and regulate mixed use office development. The new zoning districts would specifically accommodate and encourage the development of contemporary, mixed use, high amenity office, associated specialized production, and supportive commercial service uses.

The proposed districts would define the development standard and principal uses desired for Business Centre areas. The new districts would not apply to Discovery Place - BCIT/SFU as the M8 District has been specifically developed for these areas. Existing industrial and commercial zoning districts and permitted uses would also remain available to complement the Business Centre Districts to achieve site specific and guide plan development objectives.

The existing M3 Heavy industrial zoning designation would be maintained for existing properties in Lake City. New development of Business Centre uses would be accommodated through a CD rezoning to the proposed B1 and B2 Business Centre Districts, or other appropriate district. Through the rezoning process, CD regulations would allow for the variation of height and bulk limits, but not density (FAR) to enable developments to reflect local site conditions and other development objectives. The variation of the maximum permitted building density (FAR) between the proposed B1 and B2 Districts will provide for a suitable range of development options to meet development guide plan objectives.

**2.6 Expected Outcomes**

The proposals contained in the draft Lake City Business Centre Guide Plan seek to capitalize on the strategic and locational advantages of the Lake City area for the development of high amenity Business Centre uses. Lake City is expected to become an increasingly attractive place for office, high technology and specialized production uses as redevelopment proceeds, and rapid transit, transportation, environmental, public amenity and other improvements are made. Implementation of the draft Guide Plan would be expected to result in:

- provision for the estimated development of an additional 315,900 m<sup>2</sup> (3.4 million square feet) of office and light industrial floor space to 2021. A summary table of land use figures and development projections is provided on *Page 18* of the draft Plan.
- potential for an estimated increase in area employment of 11,000 persons to 2021.
- the development of street front local commercial services integrated with major developments in core areas to meet local daily convenience shopping needs.
- integration of the Loughheed SkyTrain service with Business Centre development.
- specific improvements to create a complete and functional road and pedestrian network to accommodate transit, pedestrian, cycling and vehicle movements.
- provision for the possible addition of 10 acres of open space associated with the decommissioning of the Burlington Northern Santa Fe Railway (BNSFR) spur line and right-of-way for trail, open space, and right-of-way purposes.
- provision for the development of a network of Urban Trails, Greenways, pedestrian and bicycle routes within the Business Centre totalling some 7 km.
- creation of new Business Centre Zoning Districts and associated development provisions to guide new Comprehensive Development (CD) proposals for Business Centre uses.
- establishment of a modest Development Cost Charge (DCC) to provide for public Business Centre amenities and improvements that may not be achievable through the redevelopment process.
- new construction that incorporates a “campus” form of development and establishes a cohesive, attractive and “green” business centre image.
- an enhanced and improved aesthetic relationship between Lake City and nearby and adjacent park, open space, and residential land uses.

- a positive environmental benefit for the area through the reduction in truck traffic, the provision of transit services, the development of linear parks, open spaces and ecological linkages, the provision of pedestrian and cycling routes and trails, adoption of best management practices for new development, and provisions for reduced site coverages and extensive site landscaping.

### **2.7 *Priority Implementation Actions***

Priority implementation actions to support a finalized and adopted Guide Plan for Lake City would include:

- introduction of the proposed Business Centre Zoning Districts, outlined in the draft Guide Plan, to support new Comprehensive Development (CD) in keeping with the objectives of this and other Business Centre plans.
- initiation of discussions with the BNSF Railway regarding the potential decommissioning, acquisition, and conversion of rail and spur lines in Lake City to urban trail and linear park and open uses.
- pursuit of priority intersection, road, pedestrian and cycling improvements to accommodate traffic demands arising from new development and rapid transit improvements.
- establishing a modest Development Cost Charge (DCC) for new development to provide for area wide amenities that are not directly related to any particular development site.
- supporting the establishment of a Lake City Business Association to promote development opportunities, assist in the identification of priority improvements, and provide a forum for the discussion of Business Centre, neighbourhood, and other issues and concerns.

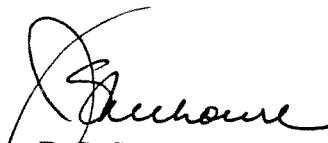
## **3.0 PROPOSED CONSULTATION PROCESS**

The purpose of the draft Lake City Guide Plan is to provide a basis for public review of the draft Plan leading toward the submission of a finalized Guide Plan document to Committee and Council for approval. This report seeks Committee and Council concurrence with the general concepts of the draft Plan, and approval for the initiation of the consultation process outlined below.

To provide opportunities for property owners, businesses, industrial interests and residents to review and comment on the draft Plan, staff would propose to:

- **distribute the draft Plan document** to all Burnaby Library branches, provide copies at the open house event, post it on the City's web site, and provide mailed copies on request.
- **distribute this summary report** and notice of the open house to all businesses and property owners in the Lake City industrial area, as well as to other industrial development interests and previous correspondents to Council on this subject.
- **host a public open event** to outline the proposals of the draft Plan, respond to general and more detailed questions, and receive public and business community comments and suggestions.
- **advertise the review process** and the open house event in the two local newspapers, and on the City's web site.
- **receive comments on the draft Plan** at the open house, by telephone to planning staff, by mail, fax and e-mail.
- **arrange for individual meetings** with planning staff in response to requests from interested property owners, business operators, residents, and community groups.

The results of the consultation process would be summarized for the Committee. The finalized Guide Plan proposals for Lake City would incorporate recommended changes to the draft Plan arising from the community consultation process.

  
D.G. Stenson, Director  
PLANNING AND BUILDING

LP/sa

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

