

TO: CITY MANAGER September 26, 2001

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: RZ 99-09

SUBJECT: **Rezoning Reference #99-09**
Glenwood Industrial Estates
Big Bend

ADDRESS: 8545 North Fraser Way and 166 CNR Right-of-way

LEGAL: PARCEL A DISTRICT LOT 155 GROUP 1 NEW WESTMINSTER DISTRICT PLAN LMP43747, and portion of LOT 3 DISTRICT LOT 167 PLAN LMP2259

FROM: CD Comprehensive Development District (based on the Big Bend Development Plan Business Centre designation)

TO: Amended CD Comprehensive Development District (based on M2 General Industrial District, M3 Heavy Industrial District, and M5 Light Industrial District uses and density) and in accordance with the Development Plan "*Glenwood Industrial Estates Concept Plan*" prepared by CEI Architecture Planning Interiors for Canadian National Railway Properties (CNRP) Inc.

APPLICANT: CEI Architecture Planning Interiors
Suite 300 - 131 Water Street
Vancouver, BC V6B 4M3
Attention: Mr. John Scott

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2001 October 30.

RECOMMENDATIONS:

1. **THAT** the introduction of a Highway Exchange Bylaw be authorized as outlined in Section 3.3, and shown on Sketches 4a and 4b, of this report, including required road dedications from City property, subject to granting by Council of Second Reading of the subject Rezoning Bylaw.

2. **THAT** Council endorse the development of a proposed cost-sharing agreement for the provision of road improvements fronting City property on North Fraser Way, as outlined in Section 3.5 of this report, subject to granting by Council of Second Reading of the subject Rezoning Bylaw.

3. **THAT** Council approve the proposed amendment to the Big Bend Development Plan to re-designate remnant City industrial land for incorporation into the gateway landscape feature, as outlined in Section 4.3 of this report.
4. **THAT** Council authorize the submission of a City application to the Land Reserve Commission (LRC) for exclusion of lands required for road dedications and Business Centre use of a reconfigured City gateway lot on North Fraser Way, as outlined in Section 3.4 and on Sketch #5 of this report.
5. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2001 October 15 and to a Public Hearing on 2001 October 30 at 7:30 p.m.
6. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.
 - b) The completion of the subdivision for the creation of lots for the first phase of development as shown in Sketch #2 and the satisfaction of all necessary subdivision requirements for the property.
 - c) The deposit of sufficient monies to cover the costs of all services necessary to service the first phase of the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the approved engineering design.
 - d) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the first phase of the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
 - e) The undergrounding of existing overhead wiring abutting the first phase of the development site.
 - f) Provision for a 6 metre wide statutory right-of-way to accommodate a future public walkway access across 'Parcel C' (see Sketch #1).
 - g) Provision of a 6 metre wide statutory right-of-way for public Urban Trail access and Fraser River Dyke across 'Parcel D' (see Sketch #1), road dedication at Willard Street and the Fraser River, and design and bonding for the required Urban Trail, public viewpoints and dyke improvements, as identified in the Concept Plan.

- h) The granting of any necessary easements and covenants.
- i) The dedication of any rights-of-way deemed requisite.
- j) The completion of the Highway Exchange Bylaw.
- k) Design and bonding for the landscape gateway feature on City property at Marine Way and North Fraser Way, including the required Urban Trail, to the approval of the Director Engineering and Director Parks, Recreation and Cultural Services.
- l) The granting of a 219 Covenant respecting flood proofing requirements.
- m) The submission of a suitable on-site stormwater management system plan to the approval of the Director Engineering, and the granting of a 219 Covenant to guarantee its provision and continuing operation for the first and subsequent phases of development.
- n) The submission of a Site Profile and resolution of any arising requirements.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the development of a high quality light and general industrial business park in Burnaby's Big Bend area based on the *'Glenwood Industrial Estates Concept Plan'*. Due to the size of this document, copies have only been provided to members of Council with their agenda. Copies are also available for review in the Planning and Building Department and the Clerk's Office.

2.0 BACKGROUND

2.1 *Subject Area*

The subject lands are currently zoned CD Comprehensive Development District based on the Big Bend Development Plan for Business Centre use, as shown in Sketch #1, *attached*. The subject area, labelled *'Parcel A' and 'Parcel B'*, is situated within the southeast portion of the Big Bend Development Plan area. *'Parcels C, D, E, F & G'* shown on Sketch #1 are also involved in the development plans for the area, as discussed below.

The *Glenwood Industrial Estates Concept Plan* relates directly to the CD rezoning of 'Parcels A and B' (approximately 95 acres in size) for phased development for Business Centre use. The Concept Plan also provides for the creation of a required habitat compensation area on 'Parcel D', to compensate for the closure of open storm ditches within and adjacent to the subject site. The subject parcels, owned by Canadian National Railway Properties (CNRP) Inc, are currently vacant, with the exception of the CN Rail line which is located across the southern end of the properties.

2.2 City Lands

City lands involved in the development proposal include 'Parcel E' located on North Fraser Way and Marine Way. Minor road dedications are required from this City parcel which is designated for Business Centre use, and is currently rented to a pallet fabrication operation. Two smaller City properties fronting Marine Way, labelled 'Parcel F' (2.2 acres), are included in the Concept Plan for the creation of a landscaped gateway feature at this entrance to the Big Bend area. City owned 'Parcel G' (0.28 acres) is also intended, in part, to be dedicated for road.

2.3 Rezoning Application

On 1999 March 30, Council received a report concerning the requested rezoning of the subject site and authorized staff to work with the applicant towards the preparation of a concept plan and development guidelines suitable for presentation to a Public Hearing.

The applicant has now submitted a plan of development, entitled "*Glenwood Industrial Estates Concept Plan*," suitable for presentation to a Public Hearing.

3.0 GENERAL DEVELOPMENT APPROACH

3.1 Comprehensive Development Rezoning

The document entitled '*Glenwood Industrial Estates Concept Plan*' accompanies and supports an application to amend the existing CD zoning based on the Big Bend Development Plan for 'Parcels A and B' to establish an overall comprehensive plan of development to be implemented on a phased basis through the subdivision and rezoning approval processes. The Concept Plan establishes the necessary guidelines for this rezoning to meet the overall development objectives of the site for comprehensive Business Centre use.

Use and development of the individual sites created by the phased subdivision servicing of lands within the Glenwood site will require further amendment rezonings to create a site specific bylaw for each lot to permit a specific proposed use and development. These amendment rezonings will be based on the guidelines contained in the Concept Plan and outlined in this report.

3.2 *Phased Subdivision*

As a prerequisite to this rezoning, the first phase of subdivision servicing for 'Parcel A', will create 4 to 6 development lots covering an area of about 20 acres, as shown in Sketch #2, *attached*. Subsequent phases of subdivision servicing will create additional lots, proceeding from the Meadow Avenue frontage through to the Wiggins Street frontage to allow for the flexible accommodation of future development in response to market demand. The proposed phases of subdivision servicing, are shown in Sketch #6, *attached*. The Concept Plan, adopted as a suitable plan of development through this subject rezoning, will guide future phases of subdivision.

3.3 *Highway Exchange Bylaw*

In order to accomplish the first phase of subdivision, it is proposed that the Highway Exchange Bylaw as referenced on Sketches #4a and #4b, *attached*, be initiated upon granting of Second Reading to the Rezoning Bylaw, to provide for some of the required road rights-of-way and the dedication of land from City property ('Parcels E, F & G') for road and Urban Trail purposes. The contribution of the required minor portions of City lands needed for road and urban trail works is proposed to be provided at no cost to the development in support of the catalytic influence the Glenwood development will bring to the area, and the benefits derived for the adjacent City development site.

3.4 *City Development Lot (Parcel E)*

The Glenwood Concept Plan provides some direction and design guidelines for the future development of the 2.1 acre City lot ('Parcel E') at the gateway entrance to this part of the Big Bend for Business Centre/office use. This City site is currently rented to a pallet fabricator on a month to month basis, and will maintain its current M3a zoning designation until it is proposed for Business Centre redevelopment. The upgrading of the North Fraser Way frontage as part of the Glenwood development will make this property marketable for office redevelopment.

In order to further prepare this specific site for future office development, it is proposed that an application for exclusion of the subject lands from the ALR, required for expansion of North Fraser Way and the desired future lot configuration for the City

parcel, be prepared and advanced to the Land Reserve Commission (LRC) for consideration. The area to be excluded from the ALR is shown on Sketch #5, *attached*, and has historically been substantially filled and used for industrial purposes. A further report on servicing costs and funding for this future office site will be prepared for Council consideration along with information on the proposed cost sharing agreement for the upgrading of the North Fraser Way frontage as outlined below.

3.5 Cost Sharing Agreement

It is proposed that the City undertake to share the cost of construction for North Fraser Way across the frontage (approximately 200 metres) of the City's reconfigured development site ('Parcel E'). The cost sharing arrangement would be set out in a servicing agreement. Funds for the City's share would be provided from the Land Assembly and Development component of the City's Capital Program for up to 50% of the construction costs for the road works fronting the City lot. The City would be able to recover costs associated with participating in the funding of road improvements in this area through the future sale of the City lot for office / industrial use based on the CD - M5 District. Details of the cost sharing arrangement would be the subject of a future report to Council. The City's share of costs for the road works would also be included for Council consideration in the City's Capital Program.

3.6 Servicing Requirements

The Glenwood site is proposed to be developed in several phases proceeding from the North Fraser Way and Meadow frontages through to Wiggins Street, as shown in Sketch #6, *attached*. 'Parcel B', shown on Sketch #1, may be serviced and developed independently of the phased program established for the larger Glenwood site, however, it would likely be developed and serviced as part of the final phases of the development to coincide with the required upgrade of the Wiggins Street frontage.

The installation of required services and finishing of adjacent roads will be undertaken as part of each phase of development. The first phase of servicing, a prerequisite to this rezoning, will result in the upgrading of North Fraser Way across the frontage of the development starting from Marine Way, and the construction of 'Road A' into the site. The proposed second phase of subdivision of Glenwood would provide for the upgrade of the abutting Meadow Avenue frontage, relocation of Jerry Rogers' Creek, and completion of the habitat compensation site.

Services required for the first and subsequent phases of development will be provided to the full urban standard as a condition of rezoning and subdivision to the approval of the Director Engineering and the Approving Officer, including the undergrounding of new services, and existing overhead wiring on North Fraser Way. North Fraser Way

would be completed to the full finished standard, including undergrounding of existing overhead wiring, across the frontage of *'Parcel A'* on a phased basis as part of Phase 1 & Phase 4 servicing, as shown on Sketch #6. Detail design of off-site services, stormwater management measures and other improvements will be provided through the rezoning and subdivision approval processes.

4.0 COMMUNITY PLAN GUIDELINES

As noted above, the applicant has prepared and submitted a document entitled *'Glenwood Industrial Estates Concept Plan'* as the basis for the CD rezoning of the subject lands. This document also establishes a context for the use of City lands in supporting the successful integration of this development.

In developing the Concept Plan, the applicant has been guided by Council directions contained within the City's Official Community Plan, and the Big Bend Development Plan, which seek to support industrial development opportunities which collectively can make efficient use of available industrial lands; assist in overall employment growth and job diversity; increase the value of the industrial tax base for the subject and surrounding industrial lands; and contribute to the successful integration of City objectives for the environment, park lands and public enjoyment of the Fraser River waterfront.

The Concept Plan establishes a cohesive and high quality business centre environment for all phases of future development through the control of land uses, a recognizable street character, public open space treatment, environmental measures, and quality of building design and site planning.

The *'Glenwood Industrial Estates Concept Plan'* document outlines the full scope of the proposed development. The following points highlight the basic directions of the various parts of the proposed Concept Plan.

4.1 Land Use Designations

Proposed land use designations focus on high quality, high employment office development (M5 District) at gateway locations and along the North Fraser Way frontage. Lands interior to the site are suitable for office as well as high amenity general industrial and other related industrial and business centre uses based on the M2/M5 Districts. Provision has also been made for the accommodation of limited, compatible, rail-dependent heavy industrial (M3 District) uses on interior lands adjacent to the CN Rail line. Sketch #3, *attached*, shows the conceptual distribution of zoning designations for the subject sites.

4.2 Urban Trail Network

The implementation of the Concept Plan will provide for significant improvements to the integration of the City's Urban Trail network. The Urban Trail network is to be the dominant public amenity within and around the Glenwood development area for use by both the on-site workforce and the general public. An Urban Trail connection will be provided through the development site and along the length of 'Parcel D' adjacent to the habitat compensation area. CNRP has also offered to establish a 6 metre wide statutory right-of-way for pedestrian access on 'Parcel C' to be exercised by the City at a future date with rezoning of the property. Sketch #6, *attached*, shows the proposed Urban Trail network for the area.

4.3 Gateway Feature (Parcel F)

A landscape gateway entry feature is proposed to be developed by the applicant on about 2.2 acres of unimproved City owned and designated park/open space land and remnant industrial land on the south-east corner of North Fraser Way at Marine Way ('Parcel F'). This entry feature would extend the quality of improvements to be developed within Glenwood out to the intersection with Marine Way. This provides an ideal opportunity to develop a gateway feature to mark this eastern entrance to the Big Bend, similar to the entrance to Glenlyon, while contributing to Burnaby's vision for high quality and amenity industrial development. Preliminary design work and bonding for the Gateway feature will be completed as a prerequisite of this rezoning, and will be constructed as part of servicing for the second phase of subdivision. CNRP has agreed to design and construct the gateway feature to the approval of the Director Engineering and the Director Parks, Recreation and Cultural Services, and to maintain the feature through all phases for subdivision servicing for the subject 'Parcels A and B'. With completion of the servicing of the *Glenwood Industrial Estates*, responsibility and maintenance of the finished gateway feature would become the responsibility of the City.

4.4 Watercourses, Habitat Compensation Area (Parcel D)

Jerry Rogers' Creek is currently located adjacent to the Glenwood site within the Meadow Avenue road right-of-way. As part of the second phase of servicing, the Creek in this area will be reconstructed as a meandering channel with adjacent wetland benches and riparian landscaping within a 30 metre wide corridor on the south side of Meadow Avenue, as shown in Sketch #7, *attached*. In this location, the Creek will provide a naturalized setting for this entrance to Glenwood from Meadow Avenue.

As part of required fisheries compensation for the enclosure of existing drainage channels through the subject property and within the adjacent road rights-of-way, 'Parcel D' is to be used to create a new intertidal marsh and riparian area adjacent to

the Fraser River. This work is expected to be completed with the second phase of servicing and/or in accordance with the requirements of environmental agencies. The required new habitat area will provide rearing habitat for juvenile salmon and trout within the Fraser River. The site will also accommodate the extension of the City's Urban Trail network along the property on a required dyke incorporating public viewpoints to the Fraser River. The design and submission of required bonding for the required Urban Trail, public viewpoints and Fraser River dyke will be completed as a prerequisite of this rezoning, and is expected to be constructed as part of servicing for the second phase of subdivision, and/or to the requirements of the Department of Fisheries and Oceans (DFO).

4.5 *Fraser River Flood Plain*

The site is within the Fraser River Flood Plain, therefore provision has been made to raise site grades to design flood proof elevations in accordance with City and Ministry requirements.

4.6 *Stormwater Management*

Site development will incorporate best practices for stormwater management. The Concept Plan proposes the creation of a bio-filtration wetland adjacent to the re-aligned Jerry Rogers' Creek as part of the completion of the second phase of servicing. Stormwater from the Glenwood site will be directed through bio-filtration wetlands to remove common urban pollutants and to provide for stormwater detention prior to release to the Fraser River. The required management plan for stormwater, a prerequisite to this rezoning, will address issues of sediment control, and the installation, operation and maintenance of the stormwater management systems for the effective life of the project by the property owner(s) through a Section 219 Covenant.

4.7 *Transportation System*

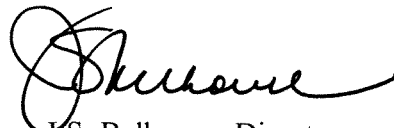
The Glenwood Concept Plan provides for the phased upgrading of North Fraser Way to the full industrial standard, including cycle road provisions, separated sidewalks, and landscaped boulevards. The completion of the North Fraser Way loop road through the Big Bend is an integral element of the basic infrastructure required to support the Business Centre development envisioned for this area of Burnaby. An internal public road network, with a connection to Meadow Avenue, will service development within the Glenwood site.

Transit service is expected to be extended to the development along North Fraser Way once this industrial loop road is completed from its eastern entrance at Glenwood through the Burnaby Business Park and across Byrne Creek to the Glenlyon Business Park.

5.0 CONCLUSION

Implementation of the proposed *Glenwood Industrial Estates Concept Plan* for the subject CNRP properties in the eastern portion of Burnaby's Big Bend will make a significant contribution towards the City's Official Community Plan objectives for high quality industrial Business Centre development. The proposed road and gateway improvements on North Fraser Way at this entrance to the Big Bend will set the context for the quality of development desired in the Glenwood and other Business Centres. It will also serve as a catalytic influence for the future redevelopment of the other older industrial properties in the immediate area, and support market interest in the office/light industrial redevelopment of the City owned industrial site (*'Parcel E'*).

The proposed amendment of the prevailing CD zoning, as outlined in this report and the *Glenwood Industrial Estates Concept Plan*, will set the stage for the accommodation of an appropriate range of high quality industrial and business centre uses, and further City objectives for sound development, environmental management, and the integration of public amenities within this area of the Big Bend.

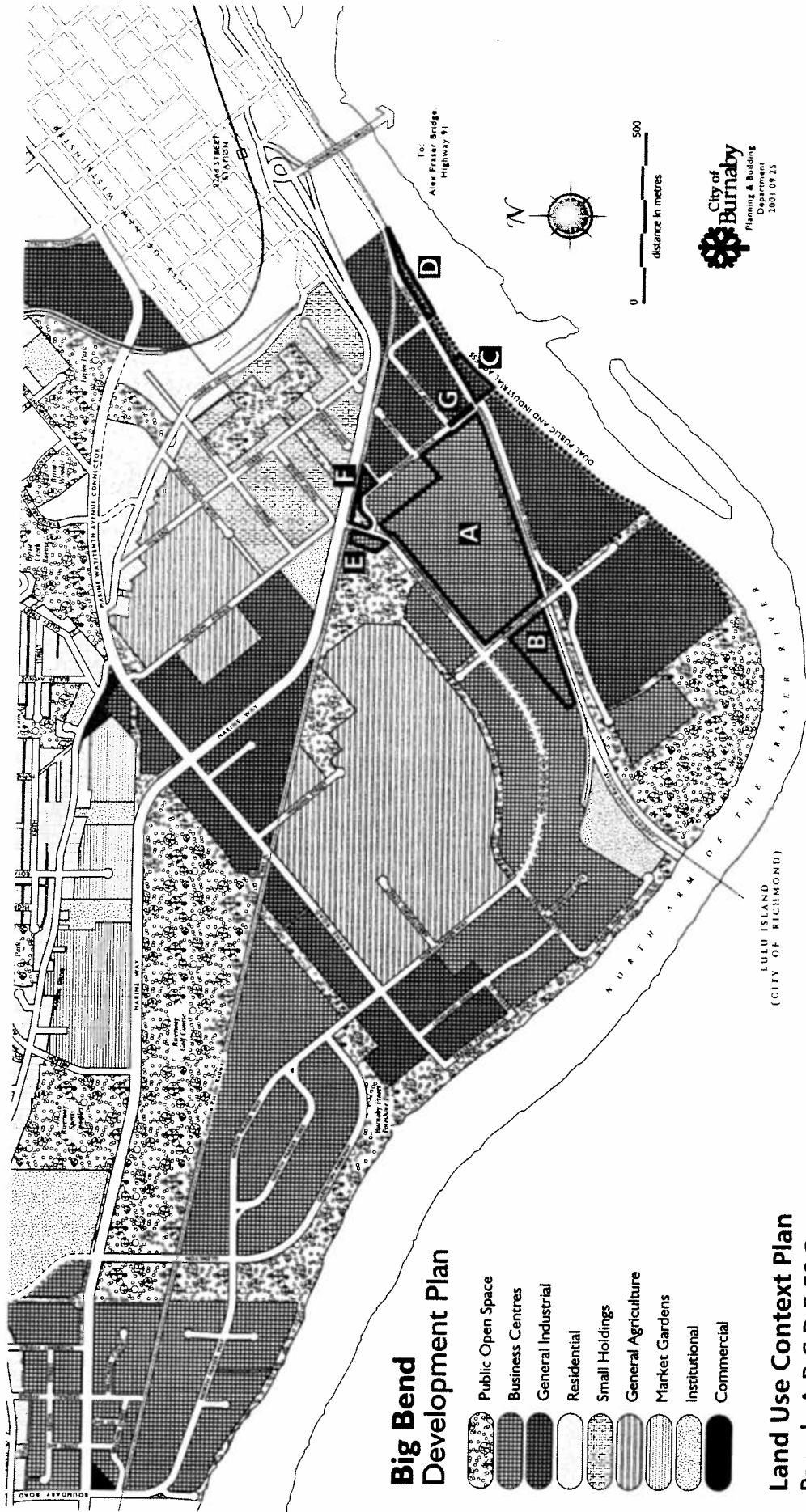


J.S. Belhouse, Director
PLANNING AND BUILDING

LP:PS/sla/sa

Attachments (8)

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



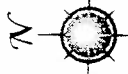
Big Bend Development Plan

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

Land Use Context Plan

Parcels A, B, C, D, E, F & G
 (CNRP Ownership: Parcels A, B, C, D)
 (City Ownership: Parcels E, F, G)

Glenwood
 Industrial Estates



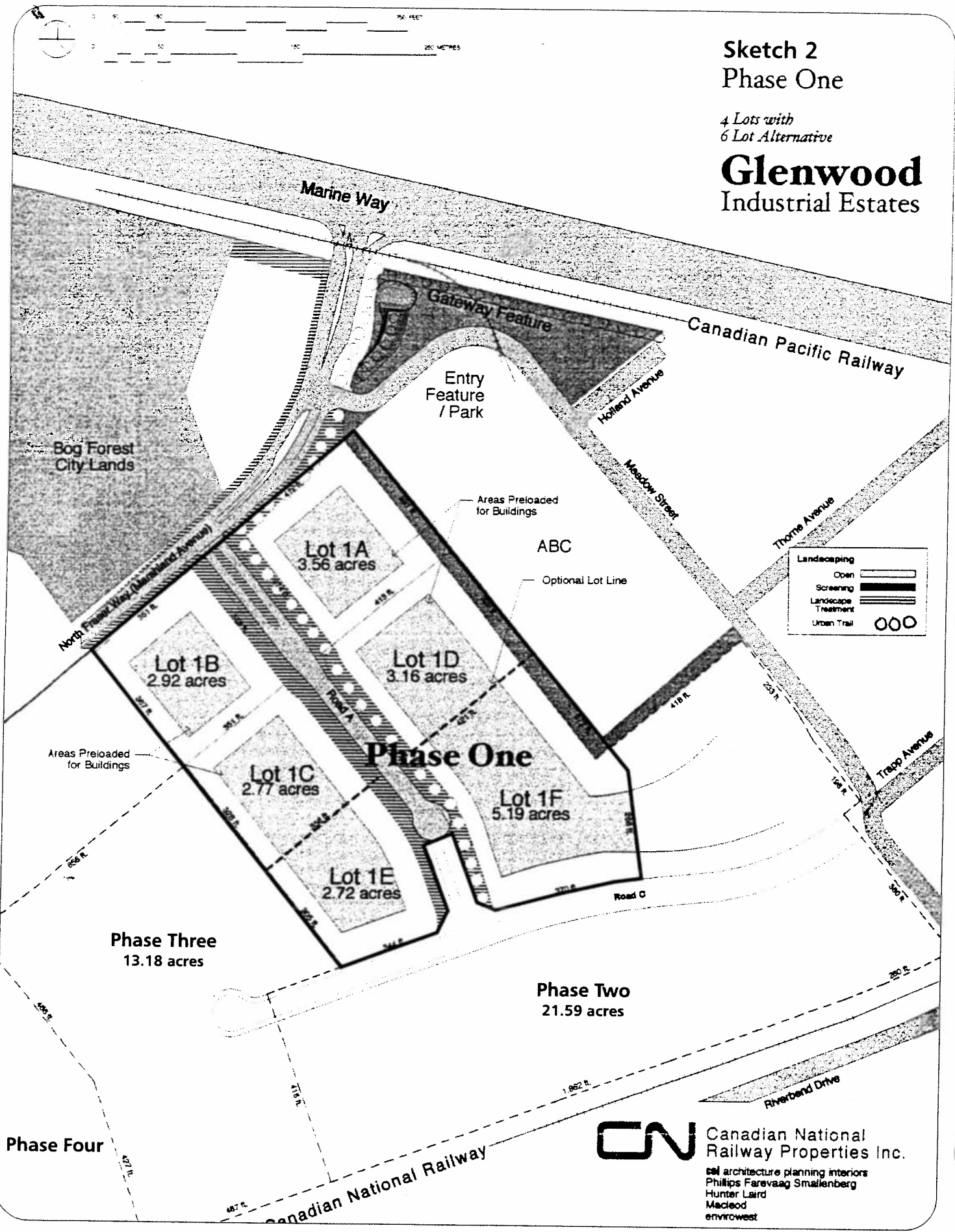
0 500
 distance in metres

To:
 Alex Fraser Bridge,
 Highway 91

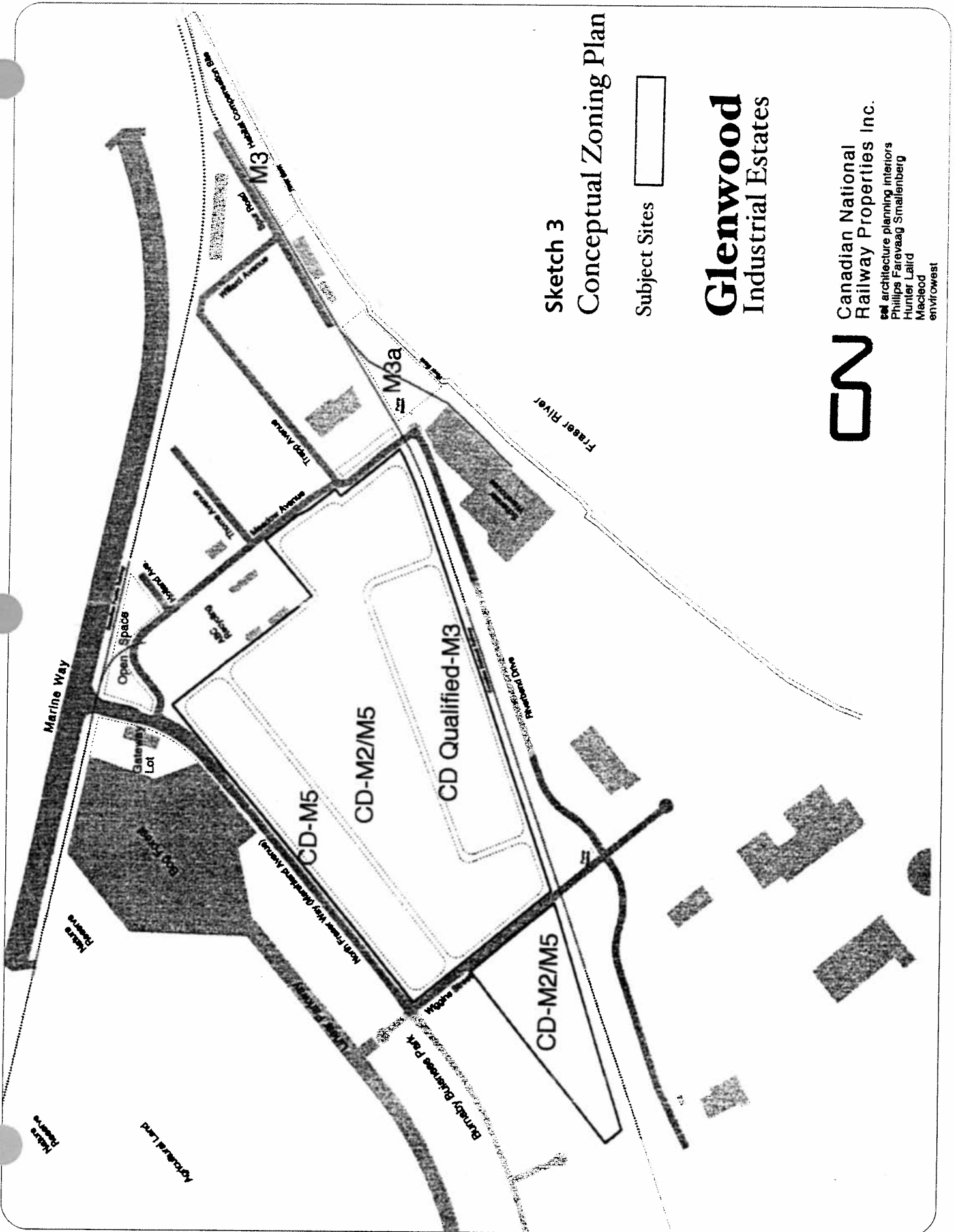
Sketch 2
Phase One

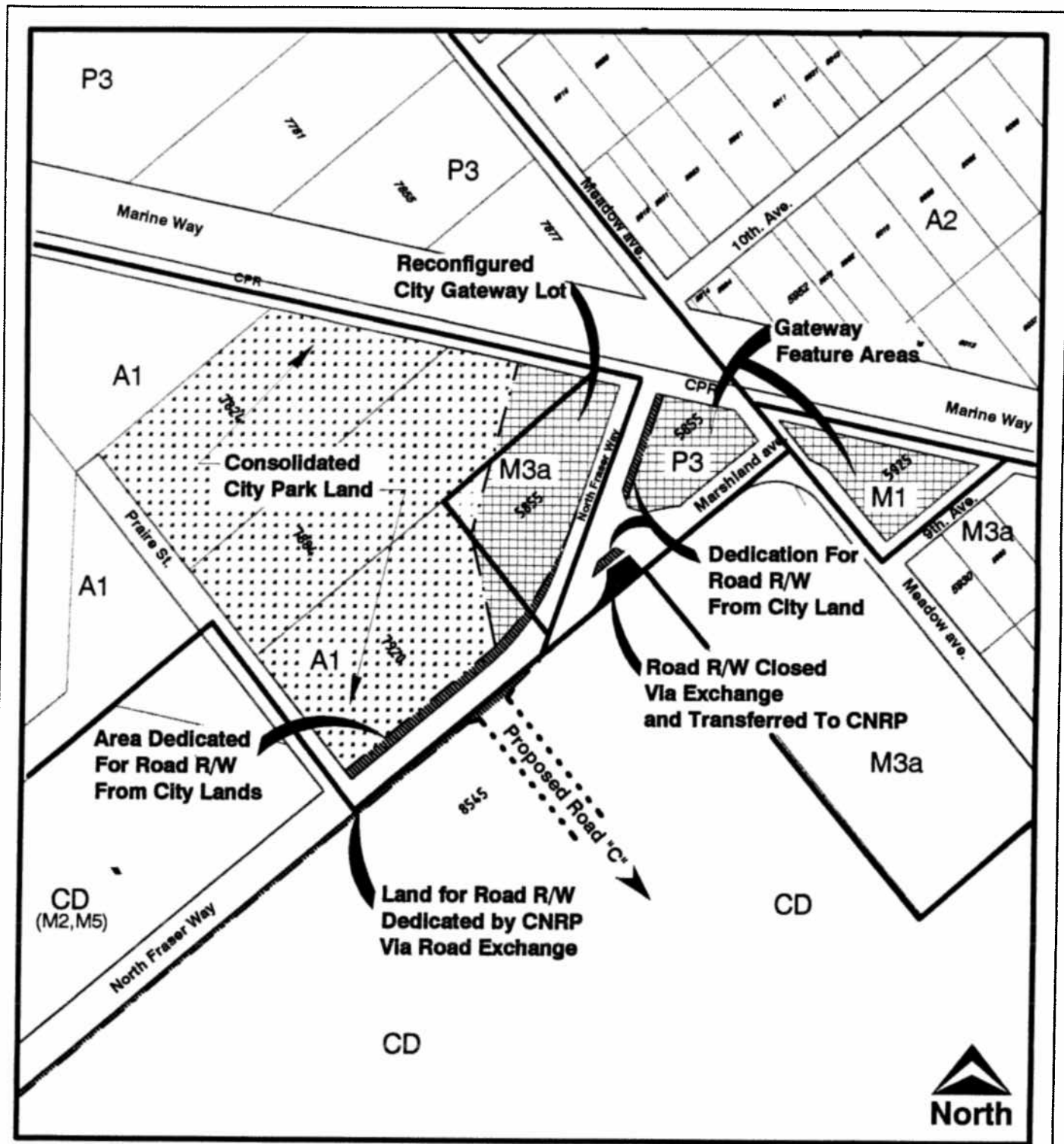
4 Lots with
6 Lot Alternative

Glenwood
Industrial Estates



CN Canadian National
Railway Properties Inc.
soi architecture planning interiors
Phillips Farevaag Smalenberg
Hunter Laird
Macleod
envirowest





Planning And Building Department

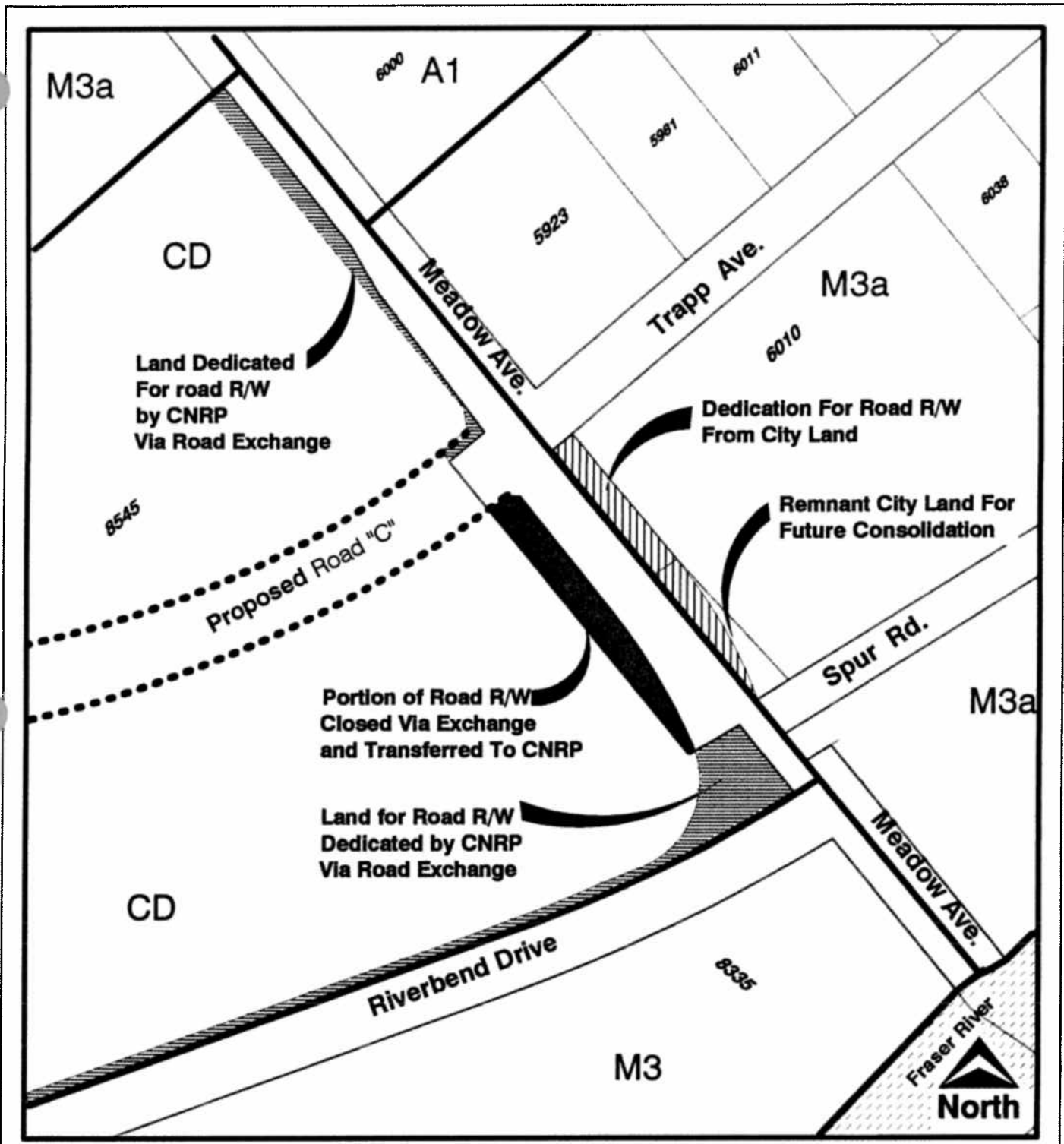
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Drawn By: J.P.C.

Date: August 2001

Proposed Highway Exchange Bylaw and City Road Dedication

Sketch # 4a



Planning And Building Department

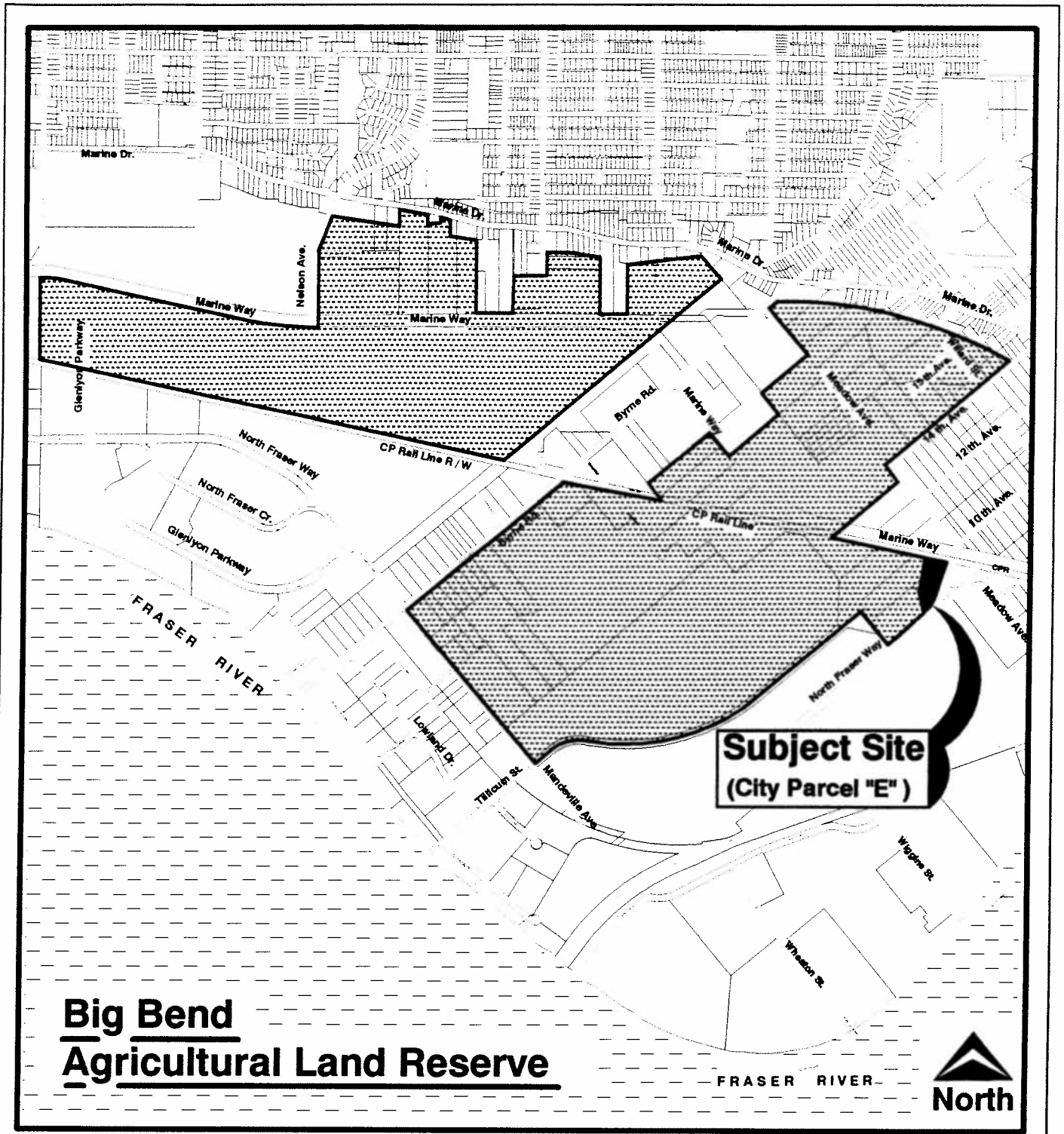
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Drawn By: J.P.C.

Date: August 2001

**Proposed Highway Exchange Bylaw
and City Lands Proposed for
Road Dedication**

Sketch # 4b



**Big Bend
Agricultural Land Reserve**

**Subject Site
(City Parcel "E")**

FRASER RIVER



Planning And Building Department

Scale: 1 : 20 000

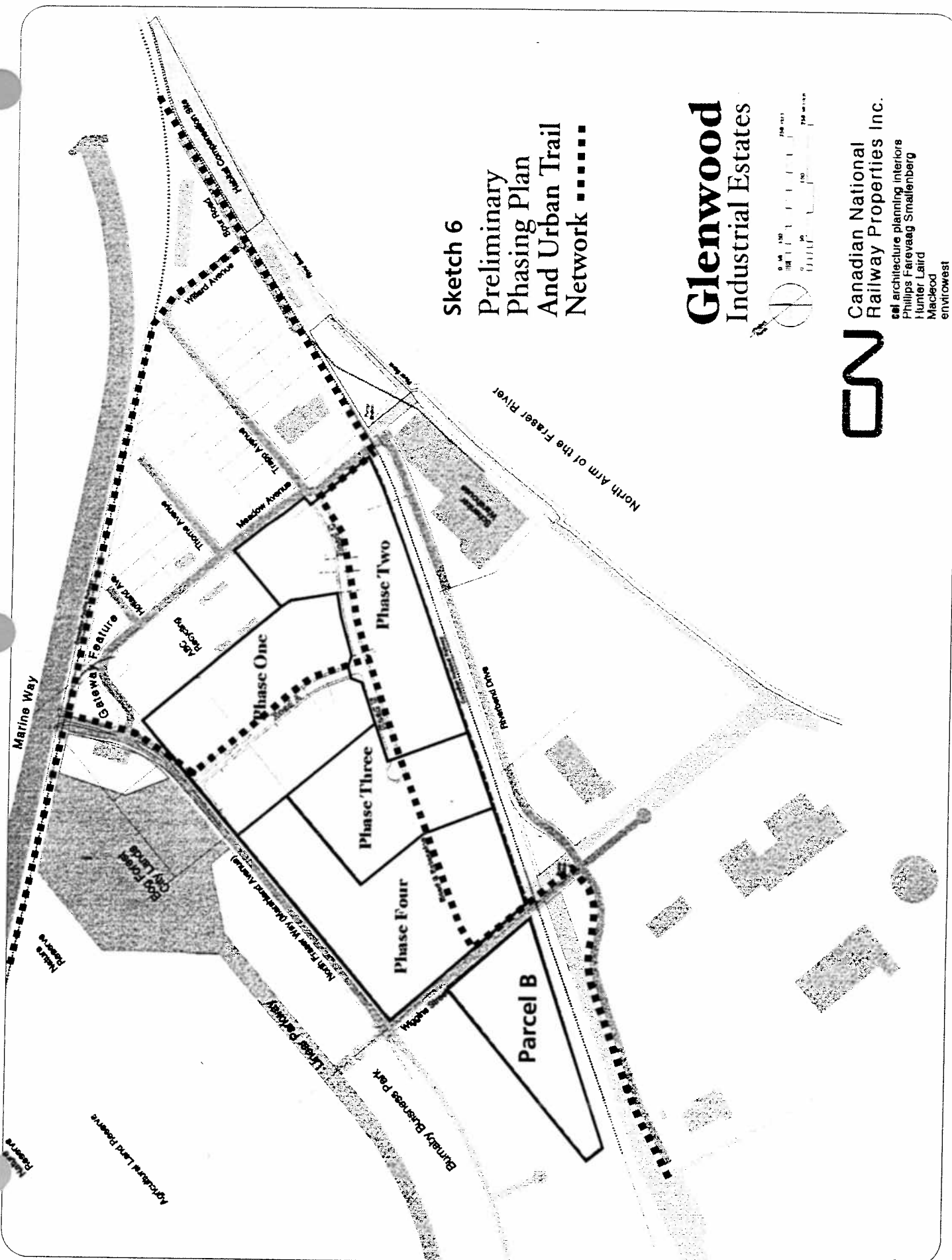
Drawn By: J.P.C.

Date: September 2001

Proposed Land Reserve Exclusion Area 

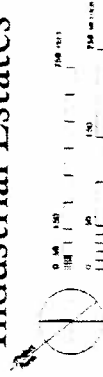
Agricultural Land Reserve 

Sketch # 5

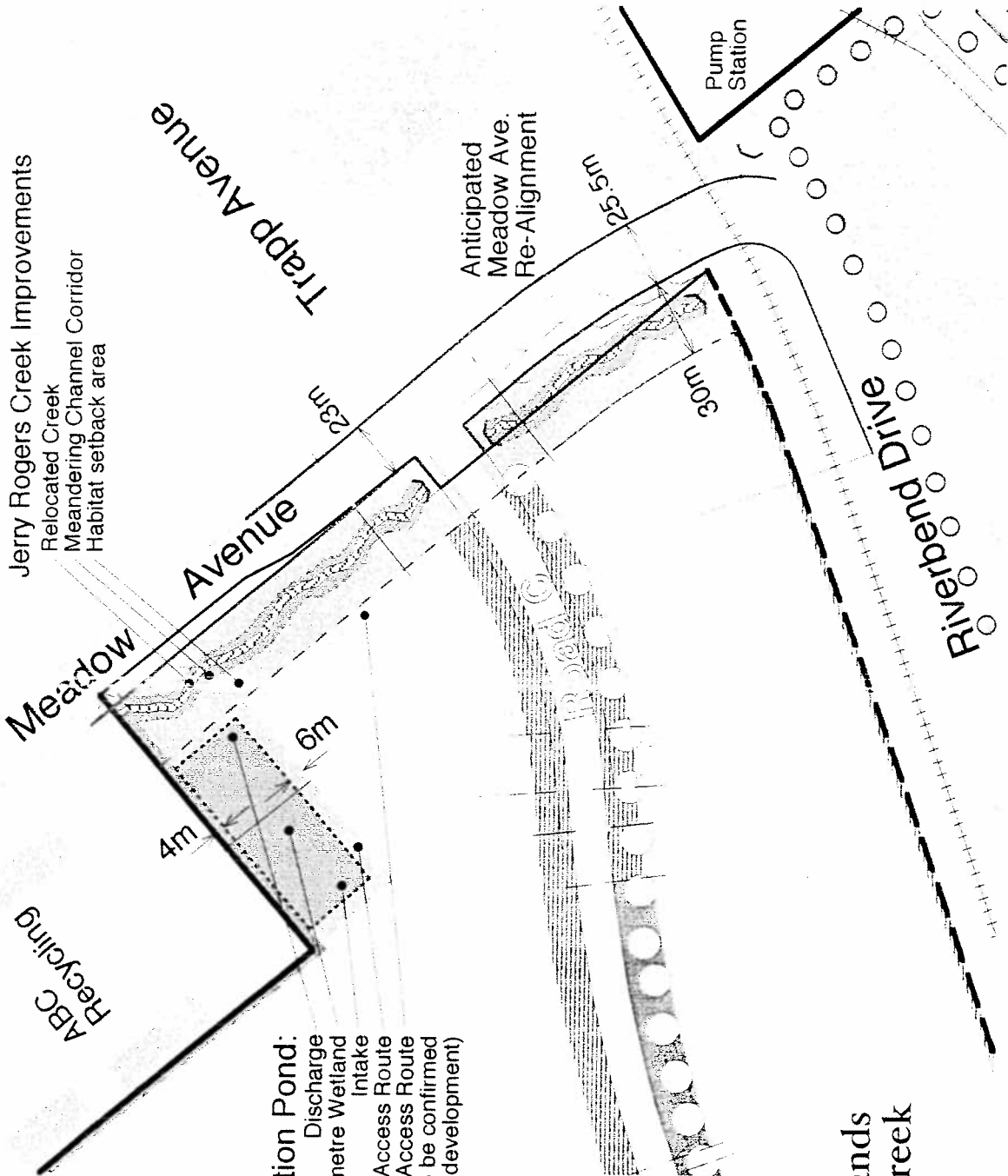


Sketch 6
Preliminary
Phasing Plan
And Urban Trail
Network

Glenwood
 Industrial Estates



CNN
 Canadian National
 Railway Properties Inc.
 cel architecture planning interiors
 Phillips Ferevaag Smalberg
 Hunter Laird
 Macleod
 envirowest



Phase 1 Biofiltration Pond:
 Discharge
 2,400 sq metre Wetland Intake
 4m maintenance Access Route
 4m Easement to 4m Access Route
 (location to be confirmed at time of site development)

Sketch 7
Biofiltration Wetlands
and Jerry Rogers Creek
Plan

Glenwood
 Industrial Estates



Canadian National
 Railway Properties Inc.
 cel architecture planning interiors
 Phillips Farevaag Smalberg
 Hunter Laird
 Macleod
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