

COMMUNITY DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: PORT METRO VANCOUVER – LAND USE PLAN UPDATE

RECOMMENDATIONS:

1. **THAT** Council request the Port Metro Vancouver to consider the City's proposed marine and land use designations, opposition to the expansion of petroleum exports, and community planning directions, as outlined in this report for incorporation into the updated Port Land Use Plan.
2. **THAT** Council forward a copy of this report to the Port Metro Vancouver, Environment Committee and Parks, Recreation and Culture Commission.

REPORT

The Community Development Committee, at its meeting held on 2013 May 28, received and adopted the *attached* report providing Council with information regarding Port Metro Vancouver's process to prepare and update the Port Land Use Plan for public consultation.

Respectfully submitted,

Councillor C. Jordan
Chair

Councillor D. Johnston
Vice Chair

Councillor P. Calendino
Member

Copied to:	City Manager Deputy City Managers Acting Director Engineering Director Planning & Building Director Finance Director Parks, Recreation & Cultural Services
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TO: CHAIR AND MEMBERS
COMMUNITY DEVELOPMENT
COMMITTEE

DATE: 2013 May 21

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 90500 20

SUBJECT: PORT METRO VANCOUVER - LAND USE PLAN UPDATE

PURPOSE: To provide Council with information regarding Port Metro Vancouver's process to prepare and update the Port Land Use Plan for public consultation.

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REPORT**1.0 BACKGROUND**

In January 2012, the Vancouver Fraser Port Authority – known as Port Metro Vancouver (PMV) began a public process to update its Port Land Use Plan, which for the first time would prepare an integrated plan for the region's former individual ports managed under the Federal Government's Canada Marine Act. This planning process includes Burnaby's Burrard Inlet waterfront and harbour, formerly managed by the Vancouver Port Authority, and the City's riverfront on the North Arm of the Fraser River, formerly under the jurisdiction of the North Fraser Port Authority. PMV has begun consultation with local municipalities to present information regarding existing land use plans and waterfront designations in order to seek input from stakeholders. The intent of PMV is to complete a Draft Land Use Plan for final public and stakeholder review in the fall of 2013.

PMV is currently conducting a technical review of the port's land use designations and is seeking input from local municipalities. The following report reviews the background of the City's Community Plan designations and related policies for Burrard Inlet and the Fraser River in order to inform and advise PMV. This review also highlights a number of past and current

issues of concern to the City including environmental protection, recreational access to the waterfront, and relationship of proposed Port land use designations to civic objectives and bylaws.

2.0 PORT METRO VANCOUVER LAND USE PLAN CONSULTATION PROCESS

The *Canada Marine Act* requires every Canadian port authority to have a land use plan that contains objectives and policies for the physical development of the property it manages. Port Metro Vancouver's current 'Consolidated Land Use Plan' is a compilation of three separate plans from each of the region's former port authorities (Fraser River, North Fraser and Vancouver) that amalgamated in 2008 to form Port Metro Vancouver.

2.1 Consultation Process

In January 2012, Port Metro Vancouver began a two-year, four-phase process to update its Land Use Plan. The draft plan is intended to achieve the following objectives:

- *Guide the physical development of the Port;*
- *Provide direction to PMV staff when reviewing development proposals;*
- *Assist tenants and customers in identifying areas to locate or expand their operations and investments;*
- *Facilitate coordination of land use and transportation planning with external agencies;*
- *Provide neighbouring residents with greater clarity about activities and uses that may occur on PMV lands; and*
- *Communicate PMV's intentions of growing in an environmentally, economically and socially responsible manner.*

The Canada Marine Act requires Port Metro Vancouver to consult with the communities that it serves. PMV has developed a four phase process to engage with the general community, First Nations, and stakeholders including local municipalities. In Phase 1 (January to June, 2012), PMV shared information with the public and stakeholders in order to identify topics and critical issues related to port planning. Phase 2 (August to November, 2012) advanced these issues to develop broad-based draft goals, objectives and policy directions to guide the development of the Port. These consultation activities were held in workshop style events with identified stakeholder groups and the public. Although attended by City staff, these consultation opportunities did not in staff's view provide an adequate forum for advancing the City of Burnaby's specific land use concerns and industrial development policy issues.

In April 2013, PMV launched Phase 3 of its process to develop detailed land use plans guided by a technical review with municipalities, First Nations and key provincial and federal agencies. Workshops are currently planned to be held in June, 2013 with stakeholders / First Nations. The full Draft Port Land Use Plan is expected to be advanced for final consultation in the fall of 2013 to all stakeholders and the public for input.

2.2 City Review

PMV has developed its own existing land and water use designations to designate both land and water lots to reflect current and future development of the areas under its jurisdiction (*see Appendix 1*). The City has maintained in past port plan reviews that these generalized designations need to conform and relate to the needs and objectives of the Burnaby community within a regional context. The land use maps presented to the City for review generally conform with the previous plans adopted by the Vancouver Port Authority (2004) and the North Fraser Harbour Authority (2000). The City participated in the development and review of these plans at the time of their original creation and presentation to the public. However, despite ongoing City staff and Council engagement to correct specific inconsistent land use designations and issues of importance to the City, the Land Use Plans were advanced and approved by the Federal Minister responsible for the Canada Marine Act, without Council's specific support or endorsement.

The City has always maintained that the Port's land and water use designations, established under any Port Land Use Plans should be generally consistent and compatible with the City's Zoning Bylaw, Official Community Plan (OCP) and Regional land use designations. However, in the past, there has not been a consistent application of principles of integrated community planning by the Port. As a result, there remain a number of specific site designations and important issues that call for the PMV to respect the City of Burnaby's position regarding the future use of lands on Burnaby's waterfronts.

2.3 City Response

It is proposed that the City's policy directions regarding land/water designations, community planning and environmental protection, as outlined in this report, be advanced to the Port as the City's formal position prior to the development of a new Land Use Plan by PMV. The intent of the submission would be to request that land use designations and other information in the PMV Plans be fully consistent with the City's policies and plans, and fully integrated with PMV's Draft Land Use Plan. Consistent representation of the City's adopted land uses, policies, and initiatives would reflect Council's and Burnaby citizens' long-standing commitment and objectives for waterfront lands and use of the harbor, as evident in the City's adopted Official Community Plan, Regional Growth Strategy and zoning designations.

3.0 EXISTING BURRARD INLET PORT PLAN

The land use plan developed in 2004 by the Vancouver Port Authority identified Burnaby's Burrard Inlet waterfront as 'Plan Area 5' with the following statement: "*The intent of this planning area is to accommodate a mixture of port industrial and recreational uses. The primary port uses will continue to include the marine facilities for liquid bulk terminals and other port industrial uses at Berry Point.*" For this plan area, the land use plan included a map designating uses for all water lots and port lands under specific land and water use guidelines (*see Attachments 1a and 1b*). It is noted that the main line of the Canadian Pacific Railway, which was constructed on a right of way across the foreshore of the inlet in 1886, is not located within the Port's boundary and therefore is not designated under the port plan.

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The port plan outlined three initiatives related to Burnaby on Burrard Inlet for future implementation:

- “Prepare a detailed land use plan and development strategy for the Berry Point site in cooperation with the City of Burnaby and the adjacent residential neighbourhood;
- Undertake a review of Lot 2 and 3 District Lot 114 [Barnet Marine Park – eastern section] to identify the future use of the site; and
- Work with petroleum terminal operators to identify options for increasing terminal capacity as required.”

In 2004, the City raised a number of issues with regard to the review of the Draft Port Plan, the plan’s draft land use designations and proposed initiatives that were being advanced to the Vancouver Port Corporation. The City’s concerns were only partially identified and addressed in the final Port Plan document which was accepted by the Minister responsible for the Canada Marine Act and now forms part of Port Metro Vancouver’s Consolidated Plan. This resulted in a lack of integration with some of the plan’s specific land use designations and the City’s policies, including Burnaby’s Zoning Bylaw, OCP, and Park Acquisition Plan. Additionally, some of the current land use designations outlined in the Port Plan are also contrary to the Regional Growth Strategy adopted in 2012 by Burnaby and Metro Vancouver.

It is staff’s view that the correction of these outstanding issues and inconsistent land use designations should be pursued and as part of the current consultation process. The intent would be to ensure that these matters are addressed as part of the new Draft Land Use Plan being prepared by PMV.

3.1 Port Use Designations

The existing PMV Land Use Plan applies specific designations to all private, public and PMV owned land and water lots within the Burrard Inlet (located between the shoreline and harbor headline) under various “Land and Marine Designations” (*see Appendix I*). These port land and marine designations guide PMV decisions regarding the use and development of these lands under their authority under the Canada Marine Act. The City has consistently responded in the past that these property use designations are too general and open-ended and do not recognize or acknowledge Burnaby’s existing zoning districts and land use plans. The reconciliation of PMV land and marine use designations with the City’s OCP directions would facilitate better integration of the Port’s plans with City objectives.

The following ten areas encompass Burnaby’s Burrard Inlet waterfront. The City’s specific land use designations and issues that should be reflected in the Draft Land Use Plan being prepared by PMV are presented in association with the land parcels and water lots. The recommended land and marine designations, and planning studies, for these areas are presented from west to east and are illustrated in map form (*see Attachments 2a and 2b*). It is noted that the water area beyond the harbour headline is designated in the plan as “Port Water”, accommodating commercial, industrial and recreational navigation with marine habitat, and it is recommended that the PMV Land Use Plan maintain this general designation.

3.1.1 Area 1 - Second Narrows Park

The City's Second Narrows Park and adjoining water lot is zoned under the Park and Public Use District (P3) recognizing the conservation of the forested bluff, passive recreational trail use of the uplands, and its location for a major Metro Vancouver water supply infrastructure connected with North Shore reservoirs. The use of the waterfront is limited to the Canadian Pacific Railway right of way with no foreshore lands being available for park, recreation or industrial development. The current PMV land use plan designates the waterfront for "Port Marine Water" use that would include terminals and/or industrial uses, contrary to the prevailing zoning and community plan designations of the City.

It is recommended that the PMV Land Use Plan:

- change the designation of this waterfront area to "Park Area Water" and/or "Conservation", consistent with the City's zoning designation.

3.1.2 Area 2 - Chevron Refinery - Site 1 (Stanovan Terminal)

The Chevron Refinery - Site 1 is fully developed adjacent to a PMV water lot that serves as its main Marine Terminal known as Stanovan, which is zoned under the M3 Heavy Industrial District and designated for continued industrial use. The current PMV Land Use Plan designates this water lot as "Port Marine Water" while the land portion is designated as "Port Marine Land".

It is recommended that the PMV Land Use Plan:

- maintain the current designations of "Port Marine Land/Water", which is generally consistent with the City's designation.

3.1.3 Area 3 - Confederation Park

Burnaby's Confederation Park serves as the major waterfront park and waterfront access for north-west Burnaby under the City's community plans. The PMV owned water lot is zoned as P3 Park and Public Use District. The current PMV Land Use Plan designated this water lot as "Park Area Land" and "Park Area Water".

It is recommended that the PMV Land Use Plan:

- maintain the current designations of "Park Area Land/Water", which is generally consistent with the City's designations.

3.1.4 Area 4 - Chevron Refinery - Site 2

The Chevron Refinery – Site 2 is located on the western section of Berry Point. The Chevron site is zoned and designated under the M3 Heavy Industrial District. The shoreline is currently vacant and designated in the current PMV Land Use Plan as "Port Water".

It is recommended that the PMV Land Use Plan:

- maintain the current designations of “Port Water”, which is consistent with the City’s designations.

3.1.5 Area 5 - Berry Point

The current PMV Land Use Plan designated the PMV-owned water lot at the eastern side of Berry Point (formerly known as the Goodwin-Johnson site) entirely for long-term “Port and Marine Use”. Between 1997 and 2001 the City sought to negotiate with the Vancouver Port Corporation (VPC) the purchase of Berry Point for park use. However, no agreement could be reached. As a result, Council advanced a proposal regarding the future use of this site and specifically requested VPC to participate in a joint study of the lands.

Council agreed that a detailed land use plan should be completed, and noted in its 2004 submission to the VPC that it must be a collaborative effort, in order to accommodate both Port and City’s needs. The water lot is now owned by PMV and is currently leased for boat and barge maintenance. The City owns small titled parcel designated for park and conservation use adjacent to the PMV water lot.

In past communications with PMV, the City has stated that the development of a plan for the Berry Point lands must also consider needed public access, park space, environmental enhancement, transportation and noise considerations. The current PMV Land Use Plan states: “Prepare a detailed land use plan and development strategy for the Berry Point site in cooperation with the City of Burnaby and the adjacent residential neighbourhood.”

It is recommended that the PMV Land Use Plan maintain this commitment to a cooperative review process, and:

- change the existing designation of this land and water lot area to “Under Review”, as an interim designation, and
- propose the participation of the Port in the future planning study in line with the City’s OCP designation for this site.

3.1.6 Area 6 - Shellburn Lands

The current port designation for the waterfront of this large site provides for the continued industrial use of the property as a major terminal location. The City’s OCP contains a long-term vision for the Shellburn lands, that comprised the former Shell Oil Refinery, for transition from an industrial use to a new community incorporating residential/community uses, to be developed as part of a comprehensive community plan and public consultation process. Consistent with this OCP direction, the site was designated for ‘General Urban’ use in the Regional Growth Strategy in 2012.

It is recommended that the PMV Land Use Plan:

- change the existing designation of this land and water lot area to “Under Review”, as an interim designation, and
- propose the participation of the Port in the future planning study in line with the City’s OCP designation for this site.

3.1.7. Area 7 - Burrard Inlet Conservation Area

The Port Plan identifies a water lot area and City-owned waterfront lot, adjoining the upland Burrard Inlet Conservation Area, for “Port Marine Water” use. This is contrary to the City’s park and conservation designation. In 1992, Council included the future acquisition of this water lot (through long-term lease) in the Park Acquisition Program for ongoing development of public use and access to the waterfront.

It is recommended that the PMV Land Use Plan:

- designate this water lot area as “Park Area Land/Water” and/or “Conservation” consistent with the City’s OCP.

3.1.8 Area 8 - Kinder Morgan Terminal

The Kinder Morgan Terminal is developed adjacent to a PMV water lot that serves as its main marine terminal, which is zoned under the M3 Industrial District and designated in the OCP for industrial use. The current land use plan designates this water lot as “Port Marine Water” while the land portion of the water lot is designated as “Port Marine Land”. Council on behalf of the public has expressed concerns regarding any future expansion and use of this site for increased petroleum exports which are more fully outlined below. Retention of the current Port Marine land and water designation and the constructed marine terminal is supported, subject to maintaining its current capacity for bulk shipments.

It is recommended that the PMV Land Use Plan:

- limit the current designation of “Port Marine Land/Water” to the current capacity for bulk shipments.

Expansion of Petroleum Exports

The PMV Port Plan currently identifies as one of its Burnaby area initiatives to “*work with petroleum terminal operators to identify options to increase terminal capacity as required.*” The City expressed, at the time of the preparation of the current Port Plan in 2004, its opposition to any expansion plans for petroleum terminals, given the impact of this heavy industrial use within the City’s highly urbanized context and the potential safety and environmental risks. At that time of the creation of the current Port Plan, there was no specific knowledge of any proposal to expand crude oil exports through Burnaby utilizing Kinder Morgan’s Westridge Marine Terminal. The proposal recently being considered for advancement to the National Energy

Board by Kinder Morgan, to twin its pipeline and expand both storage and shipping of crude oil through its Burnaby terminal, has been opposed by Council given its context and the risks to the region's citizens and valued ecosystems.

While the historic presence and operation of petroleum processing, storage and shipping facilities has been generally accepted as part of Burnaby's OCP, the unprecedented expansion proposal advanced by Kinder Morgan is of significant concern to the City, and its businesses and citizens, as it would intensify the risks to and impacts on Burnaby and the broader Metro Vancouver area including the port. Specifically the proposed expansion of the Westridge Marine Terminal and allocation of larger volumes of shipment through the harbour via the Second Narrows could impact local marine ecosystems in the event of spill(s) from vessels carrying petroleum products; marine traffic along the Burrard Inlet corridor; and uses along the shoreline which include commercial, residential, port-industrial and park and conservation opportunities. The proposal, as presented, also provides limited potential for offsetting net benefits at a local, regional or provincial level.

As such, Council has taken the position to express its opposition to the proposal and would also vigorously oppose any new Port Plan advanced by Port Metro Vancouver that does specifically consider these implications and articulate the stated opposition of this community respecting the expansion of petroleum storage and exports. From this basis, Council has stated that there is a need to establish a Provincial strategy and position on this issue with a view to establishing a framework for consideration of the appropriate type, scale, nature, location and role of oil export facilities to be developed in the Province. Similarly PMV through its proposed Land Use Plan should reflect the desire of this community to protect its citizens and the ecosystems of Metro Vancouver from any expansion proposal related to petroleum exports.

It is recommended that the Land Use Plan be revised to include:

- That Port Metro Vancouver seek the agreement of municipalities located on Burrard Inlet on any proposal to expand storage, refining or shipping facilities related to petroleum processing and exports in order to fully reflect the concerns and views of communities that would be subject to potential impacts on the community and the environment, as a prerequisite condition to the granting of future development approvals by PMV.

3.1.9 Area 9 - Barnet Marine Park

Barnet Marine Park is defined by a Community Plan adopted by Council in 1975, (see *attached maps*) and described in this report in the following three separate sections based on its current use and development:

Area 9a - Barnet Marine Park Western Sector

The western sector of the park is comprised of PMV land and water lots that are currently leased by the City and developed as "Drummond's Walk" a passive recreational trail with adjoining conservation and enhancement areas for marine habitat. The area is zoned under the P3 Park and

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Public Use District and the current Port Land Use Plan designated this water lot as “Park Area Land” and “Park Area Water”.

It is recommended that the PMV Land Use Plan:

- maintain the current designations of “Park Area Land/Water”, which is generally consistent with the City’s designations.

Area 9b - Barnet Marine Park Central Sector

The central sector of Barnet Marine Park has been fully developed for public use on the City owned land and water lots for park and recreation purposes. This area provides the major public access for citizens of Burrard Inlet in Burnaby. The port plan provides no PMV designation for these areas recognizing the City’s ownership and zoning of this titled property for park and public use.

It is recommended that the PMV Land Use Plan:

- continue to reflect the City’s park boundaries and ownership of this waterfront park.

Area 9c - Barnet Marine Park Eastern Sector

The adopted Community Plan provides for this area to be developed for park, conservation and future public marina uses. Council included these lands and water lots in the park plan in the Barnet Marine Park Community Plan developed in 1976 providing for their future civic acquisition through the Park Acquisition Program. Council also completed the rezoning of the public lands to the P3 Park and Public Use District and a portion of the water lot area to the P9 Marine District which would provide for future marina development. It is also noted that the area was designated as part of the regional ‘Green Zone’, and as such the area has been designated “Park and Conservation” in the Regional Growth Strategy adopted by Council and Metro Vancouver in 2012.

Advancement of further public use of this area is pending completion of the City’s acquisition of two waterfront lots including: 550 Cariboo Road North (owned by General Chemical Performance Products Ltd.) and 9070 Burrard Inlet (a Federal Crown property managed by PMV). The current Port Plan designates these two waterfront properties and adjoining water lots for “Port Marine Land/Water” use.

It is recommended that the PMV Land Use Plan:

- change the designation of the land and water lot areas to “Park Area Land/Water” consistent with the City’s designation; and
- propose a future study of the area for park and marina development in cooperation with the City of Burnaby in line with the Barnet Marine Park Community Plan.

3.1.10 Area 10 – Suncor Refinery (Petro Canada)

The Petro Canada Refinery is developed adjacent to a PMV water lot that serves as its main Marine Terminal, which is zoned under the M3 Industrial District and designated for industrial use in the OCP. The current land use plan designates this site and adjoining water lot as “Port Marine Land/ Water”.

It is recommended that the PMV Land Use Plan:

- maintain the current designations of “Port Marine Land/Water”, which is generally consistent with the City’s designation.

3.2 Community Planning Issues

While the primary focus of the existing Port Plan is to facilitate industrial uses, the plan also references issues associated with other aspects of community planning including the protection of adjacent residential areas, in addition to park and recreational use of the waterfront.

The historic development of the port has placed a number of heavy industrial uses adjacent to residential areas. The operations of these businesses can have a number of impacts for residents of these neighbourhoods including but not limited to noise, odors and traffic issues. In past submissions with the VPC, Council however has indicated that the Port Plan needs to be more responsive to citizens to ensure that its industrial operations were compatible with adjacent residential areas and the wider needs of a growing region and its sustainability objectives. These objectives include the PMV being responsive and reflective of the community’s desire to see these issues adequately addressed and remedied as part of ongoing port planning processes including development approvals.

It is recommended that Port Metro Vancouver Land Use Plan be revised to include:

- Comprehensive plans and commitments to ongoing public engagement and planning to ensure that citizens have the opportunity to engage in the review of development and expansion plans related to port operations and facilities, including private developments.

The Plan briefly states its ‘Waterfront Recreation and Public Use Policy Direction’ with the following statements:

- *Manage recreational land and water resources in a manner that is safe and compatible with port operations while addressing current and future community needs.*
- *Work with municipalities and Metro Vancouver on initiatives that enhance recreational opportunities in Burrard Inlet and Indian Arm and are compatible with Port operations.*

These objectives could be furthered through the current stakeholder consultation processes, to address, in a more comprehensive manner, the need for recreational opportunities and public access to the waterfront. The acknowledged challenge is how these activities could be integrated successfully as part of the planning for the operation of the Port’s other activities and users.

These issues would be further reviewed and assessed by staff upon receipt of the Draft PMV Land Use Plan to ensure that the City's park and recreational objectives can be accommodated within the proposed strategic objectives of the new plan through the advancement of further studies, consultation and opportunities.

It is recommended that the Land Use Plan be revised to include:

- That Port Metro Vancouver develop a comprehensive strategy to advance the necessary planning studies and partnerships with property owners and municipalities to develop more strategic opportunities for expansion of park and recreational use of the waterfront for the benefit of the community and all port users.

4.0 EXISTING FRASER RIVER PORT PLAN

The North Fraser Port Authority administered the harbour of the North Arm of the Fraser River until it was amalgamated with the Vancouver Port Authority and the Fraser River Port Authority to form the Vancouver Fraser Port Authority in 2008. In 2000, the Port Authority adopted the "Port North Fraser Land Use Plan" which provided the following statement of intent and initiative for the riverfront adjacent to Burnaby's Big Bend area:

- *"Intent - The primary intent of land use designations in this Planning Area is to provide in-water log storage and transit grounds as needed.*
- *Initiative - PMV supports the proposed expansion of water dependent industrial uses east of the CN Rail bridge crossing on the Burnaby side."*

The Consolidated Port Plan advanced by Port Metro Vancouver incorporates the previous designations for the water lot leases in the North Arm and the Fraser River Estuary Management Plan (FREMP) designations related to habitat classifications and compensation areas (**Attachment 3**). Unlike the PMV designations for Burrard Inlet, the existing land and water lot designations for Burnaby's Fraser River generally conform to the City's Community Plan and zoning district boundaries with some minor omissions. PMV is the owner of all the water lots in the North Arm of the Fraser. PMV does not own any titled land parcels in Burnaby's Big Bend.

The following five areas define Burnaby's Fraser River Foreshore which should be noted in the Draft Port Land Use Plan with the associated water lots and adjacent shoreline appropriately designated. These recommended land and marine uses for these areas are summarized below from west to east and illustrated in map form (**Attachment 4**).

Area 1 – Fraser River Foreshore Park – Western Sector

The western sector of the Burnaby Fraser River Foreshore Park is in use for park and recreation, dyke and public greenway purposes. The water lot at this location is leased by PMV for log storage which contributes to shoreline erosion protection and has been determined by some environmental studies to be beneficial for the estuary's habitat and reflects objectives for a living

and working river. The current Port Plan classification for the water lots and shoreline is limited to “Conservation” and “Log Storage and Moorage”.

It is recommended that the PMV Land Use Plan:

- maintain the current water lots designations for “Conservation” and “Log Storage and Moorage”; and
- add the designation of “Recreation\Park” to be generally consistent with the City’s designation.

Area 2 – Fraser River Foreshore Park – Central Sector

The central sector of the Burnaby Fraser River Foreshore Park is in use for park and recreation, dyke and public greenway purposes; and forms the major point of public access to the North Arm of the Fraser River. The water lot at this location is leased to the City of Burnaby and does not accommodate any log storage or port use. The current plan classification for the waterfront is “Recreation\Park”.

It is recommended that the PMV Land Use Plan:

- maintain the current water lot designation for “Recreation\Park”, which consistent with the City’s designation.

Area 3 – Fraser River Foreshore Park – Eastern Sector and Terminus Park

The eastern sector of the Burnaby Fraser River Foreshore Park is also used for park and recreation, dyke and public greenway purposes. A large section of the park south-east of the Canadian National Railway (CNR) bridge has been developed by the City as a habitat for salmon fry and other wildlife species. The water lots at this location are leased by PMV for log storage. The current plan classification for the water lots and shoreline includes “Conservation”, “Log Storage and Moorage” and “Recreation\Park”.

It is recommended that the PMV Land Use Plan:

- maintain the current water lot and shoreline designations for “Conservation”, “Log Storage and Moorage”; and “Recreation\Park”, which are generally consistent with the City’s designation.

Area 4 – Industrial Site (Norampac)

The former Norampac industrial site is currently the subject of a City rezoning and subdivision application for a new Business Park development. In line with the adopted Big Bend Community Plan, the provision for dual waterfront access for industrial and public trail purposed will be retained. Additionally, the new Comprehensive Development plan will provide for the necessary extension of the greenway linking with the Burnaby Fraser Foreshore Park, dyke and other public amenities. The water lots at this location are currently designated for “Industrial”

and “Conservation”. The addition of the “Recreation/Park designation would be consistent with the City’s adopted Big Bend Community Plan designations which envision dual industrial access and public recreational use managed in a compatible manner.

It is recommended that the PMV Land Use Plan:

- maintain the current water lots designations for “Industrial” and “Conservation”; and
- add the designation of “Recreation\Park” to be generally consistent with the City’s designation.

Area 5 – Industrial Area (Wiggins Street to City Boundary)

The industrial sites at this location are fully developed in line with the adopted community plan provisions for industrial uses zoned under the Comprehensive Development District and the M3/M3a Heavy Industrial Districts. The City seeks to ensure that the provision of waterfront access for any needed shipping or transport of goods is retained and integrated into site planning. The City has also implemented and achieved public access to the waterfront for the development of the public greenway linking with Terminus Park, dyke and extensive habitat compensation areas adjacent to the shoreline with the previous approval of PMV. Future opportunities remain to utilize City-owned road ends and dyke easements for the continued development of the public trail. The water lots at this location are currently designated for both “Industrial” and “Conservation”.

It is recommended that the PMV Land Use Plan:

- maintain the current water lots designations for “Industrial” and “Conservation”; and
- add the designation of “Recreation\Park” to be generally consistent with the City’s designation.

5.0 CONCLUSION

Port Metro Vancouver is a significant part of the regional, provincial and national economy. Burnaby has developed strong community plans and policies to provide for the successful operation of the port within a increasingly urbanized setting, while balancing the competing needs and visions for the use and access of Burrard Inlet and the Fraser River by the public and to protect the natural environment.

The Draft Port Land Use Plan is currently being prepared with technical assistance by local municipalities. This report seeks to formally convey to PMV detailed land use information reflecting Burnaby’s adopted land use designations of its port lands in order to provide clarity and definition of the City’s plans and vision for its harbours. Reflecting these local plans and land uses would assist Port Metro Vancouver in the development of a more accurate and consistent Draft Port Land Use Plan document for the next phase of consultation with stakeholders and First Nations.

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City staff would continue to work with Port Metro Vancouver through the port planning process, to promote compatible uses of the waterfront consistent with Council's policy directions. The completed Draft Port Land Use Plan will be reviewed by staff as part of Port Metro Vancouver's proposed consultation process in the fall of 2013 and would be the subject of a future report to Council to review and comment on any further corrections and recommendations to ensure that Burnaby's future plans for its harbours.


Lou Pelletier, Director
PLANNING AND BUILDING

JW/sla/sa/jc

Attachments

- cc: City Manager
- Deputy City Managers
- Acting Director Engineering
- Director Finance
- Director Parks, Recreation and Cultural Services
- Acting City Clerk

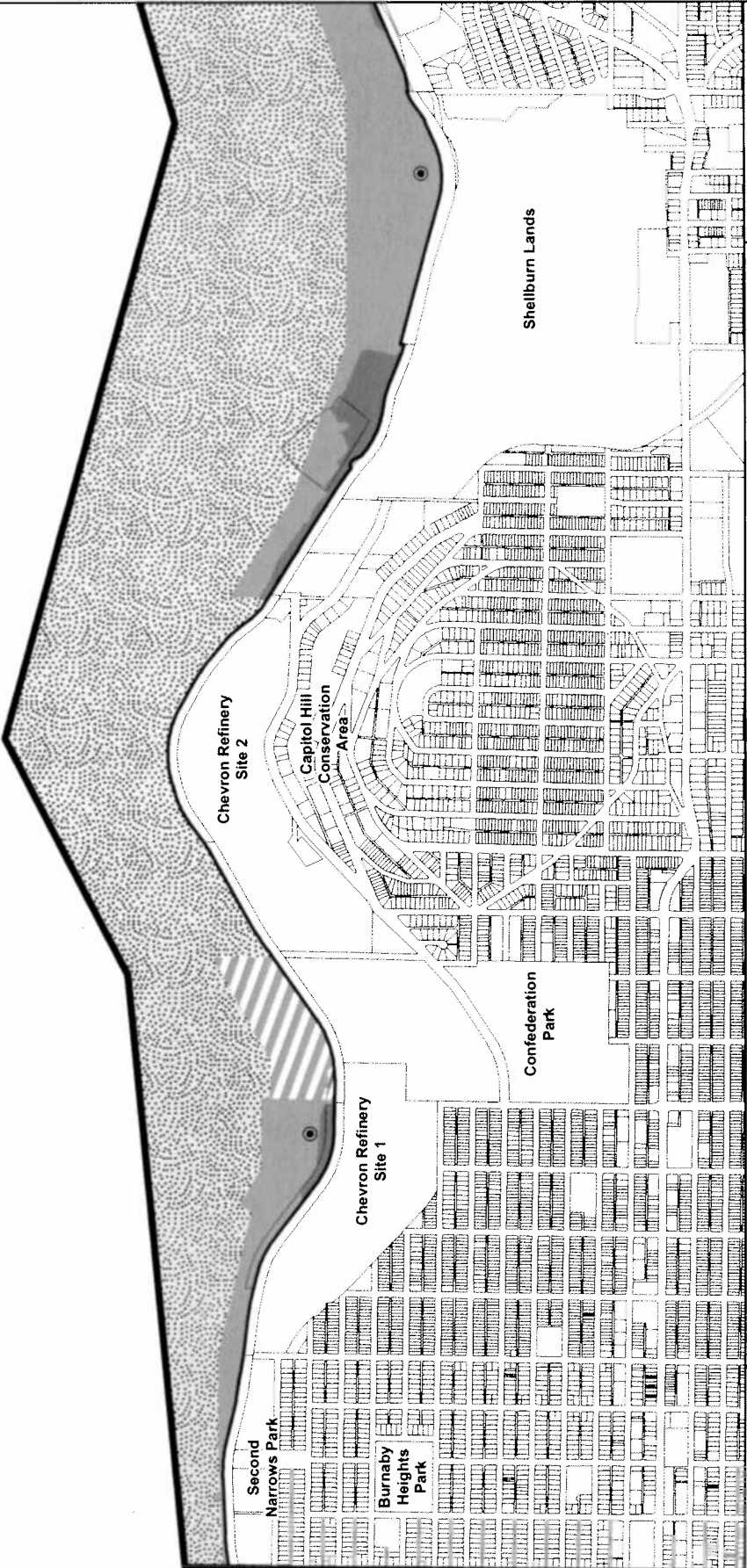


Definitions of PMV Land and Marine Designations

Conservation	Foreshore areas where the primary use is the maintenance and enhancement of continuing biological productivity. Conservation areas may be used for activities like passive recreation (e.g. walking, no-motorized boating), which do not impair the continuing biological productivity of the area.
Conservation Areas Land	Conservation Areas Land refers to land in which the principal uses are fisheries or wildlife habitat conservation or enhancement and that have been set aside for that purpose. While not generally accessible to the public, conservation areas may have some elements of public access provided it is limited or controlled to protect the principal use.
Conservation Areas Water	Conservation Areas Water refers to water in which the principal uses are fisheries or wildlife habitat conservation or enhancement and that have been set aside for that purpose. While not generally accessible to the public, conservation areas may have some elements of public access provided it is limited or controlled to protect the principal use.
Industry	Foreshore areas designated for industries that, in the course of their operations, require water-borne transportation, surface use of the water and/or use of submerged lands.
Log Storage and Moorage	Foreshore areas whose primary use is log storage and barge moorage, and where use complies with the Fraser River Estuary Management Program guidelines for log storage.
Park Areas Land	This land designation applies to parks, plazas and water areas that are available for both active and passive public recreational use.
Park Areas Water	This water designation applies to parks, plazas and water areas that are available for both active and passive public recreational use.
Port Marine Land	This designation reflects the marine industrial focus of Port businesses. Land sites in this designation are intended to be easily accessed by either land or water transport. This designation includes deep-sea terminals, marine passenger terminals, port and marine services, transportation uses in support of port and/or marine operations, marine and port related commercial, marine and port related industrial, maintenance yards, utility installations, port and other maritime related administration offices/facilities.

Port Marine Water	This designation reflects the marine industrial focus of Port businesses. Water sites in this designation are intended to be easily accessed by either land or water transport. This designation includes deep-sea terminals, marine passenger terminals, port and marine services, transportation uses in support of port and/or marine operations, marine and port related commercial, marine and port related industrial, maintenance yards, utility installations, port and other maritime related administration offices/facilities.
Port Water	This land use designation generally applies to a majority of VPA's open water and foreshore areas adjacent to non-VPA managed lands in Burrard Inlet and Indian Arm. It also includes the main shipping channel of Burrard Inlet. The primary role of this water area is for marine traffic but is also utilized for designated anchorages, mooring, recreational boating, public and private recreational docks and marine habitat.
Port/Terminal	Foreshore areas close to good navigation channels, good land transportation connections and adjacent to sufficient upland space for terminal development. These land-water interfaces will support the berthing of vessels and the handling and storage of inbound or outbound cargoes and/or the transportation needs of passengers.
Recreation/Park	Foreshore areas which adjoin public open space uplands designated for recreational or other park uses.
Small Craft Moorage	For moorage of small crafts.
Undetermined Use	Foreshore areas where FREMP area designations do not currently exist.
Urban and Mixed Port Land	This land designation applies to areas considered appropriate for mixed port and urban land uses that are compatible with, and complement, port related facilities and adjacent urban areas.
Urban and Mixed Port Water	This water designation applies to areas considered appropriate for mixed port and urban land uses that are compatible with, and complement, port related facilities and adjacent urban areas.
Water-oriented Residential/Commercial	Foreshore areas designated for residential use (e.g. float homes) and/or for amenities supporting urban/commercial activities on adjacent uplands.

Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7
Second Narrows Park	Chevron Refinery Site 1	Confederation Park	Chevron Refinery Site 2	Berry Point	Shellburn Lands	Burrard Inlet Conservation Area

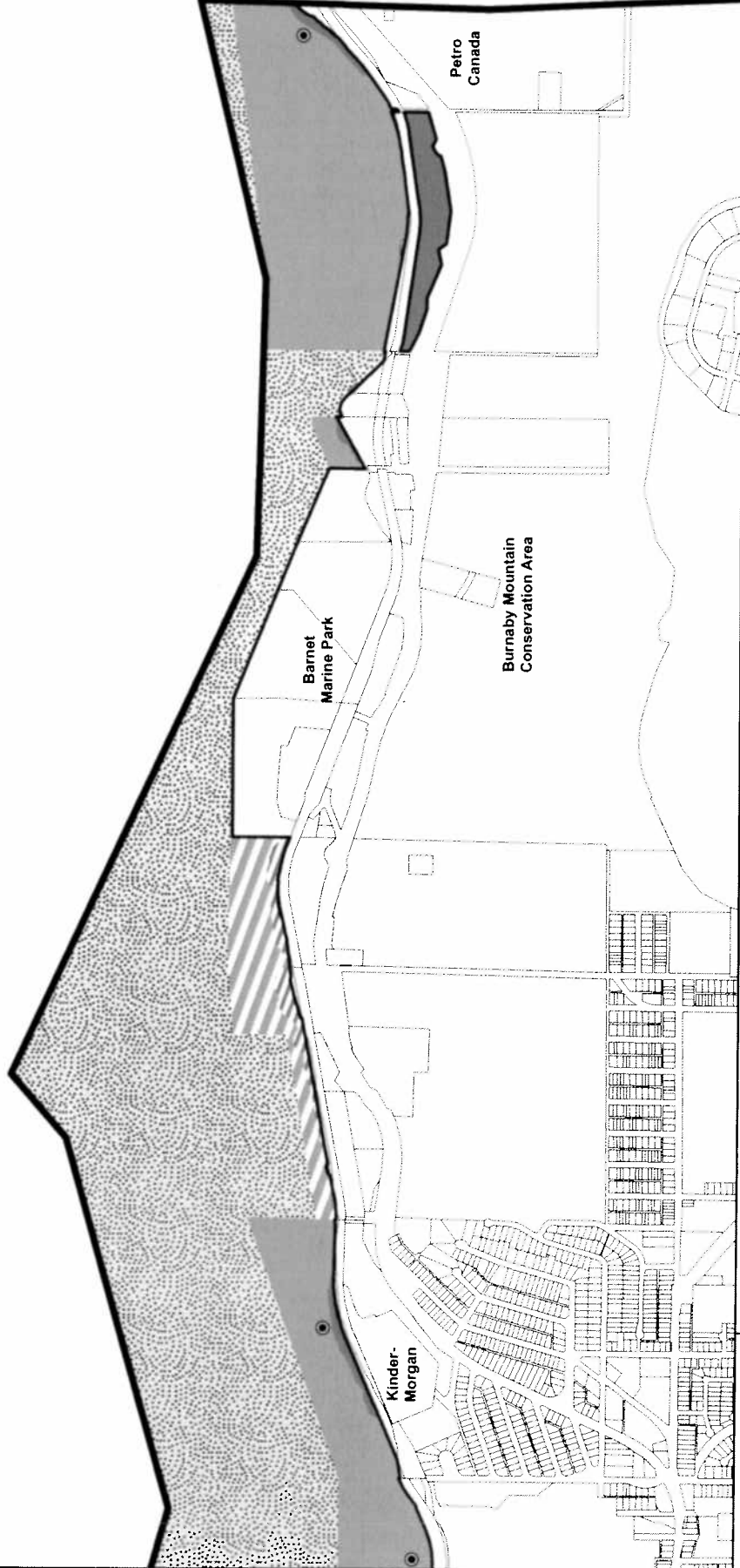


PORT METRO VANCOUVER - CURRENT LAND USE PLAN
(Existing Land and Marine Designations for Burrard Inlet)

Marine Terminal	Park Areas Land	Port Marine Land	Port Water
VFP Boundary	Park Areas Water	Port Marine Water	

N
 0 300 600 Meters
 1:20,000

Area 7	Area 8	Area 9a	Area 9b	Area 9c	Area 10
Burrard Inlet Conservation Area	Kinder Morgan Terminal	Barnet Marine Park Western Sector	Barnet Marine Park Central Sector (Future Land Use Study Required)	Barnet Marine Park Eastern Sector	Petro Canada Refinery



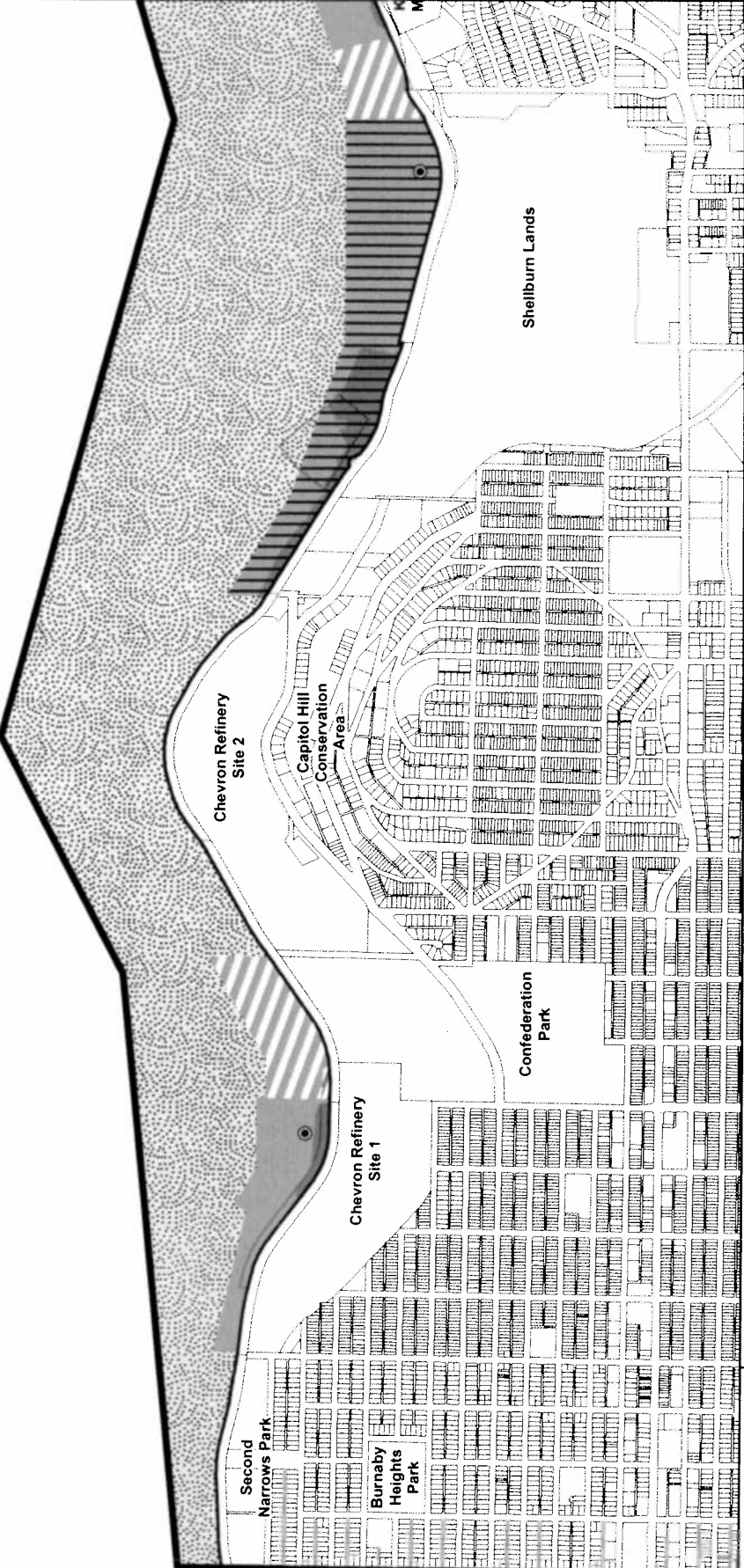
PORT METRO VANCOUVER - CURRENT LAND USE PLAN
(Existing Land and Marine Designations for Burrard Inlet)

City of Burnaby
Burnaby Planning Department

Marine Terminal
 VFPA Boundary
 Park Areas Land
 Park Areas Water
 Port Marine Land
 Port Marine Water
 Port Water

N
 0 300 600 Meters
 1:20,000

Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7
Second Narrows Park	Chevron Refinery Site 1	Confederation Park	Chevron Refinery Site 2	Berry Point (Under Review)	Shellburn Lands (Under Review)	Burrard Inlet Conservation Area



PORT METRO VANCOUVER - RECOMMENDED LAND USE DESIGNATIONS
 (Proposed Land and Marine Designations for Burrard Inlet)

	Marine Terminal		Park Areas Land		Port Marine Land		Port Water
	VFPA Boundary		Park Areas Water		Port Marine Water		Under Review

Area 7

Burrard Inlet
Conservation
Area

Area 8

Kinder Morgan
Terminal

Area 9a

Barnet Marine Park
Western Sector

Area 9b

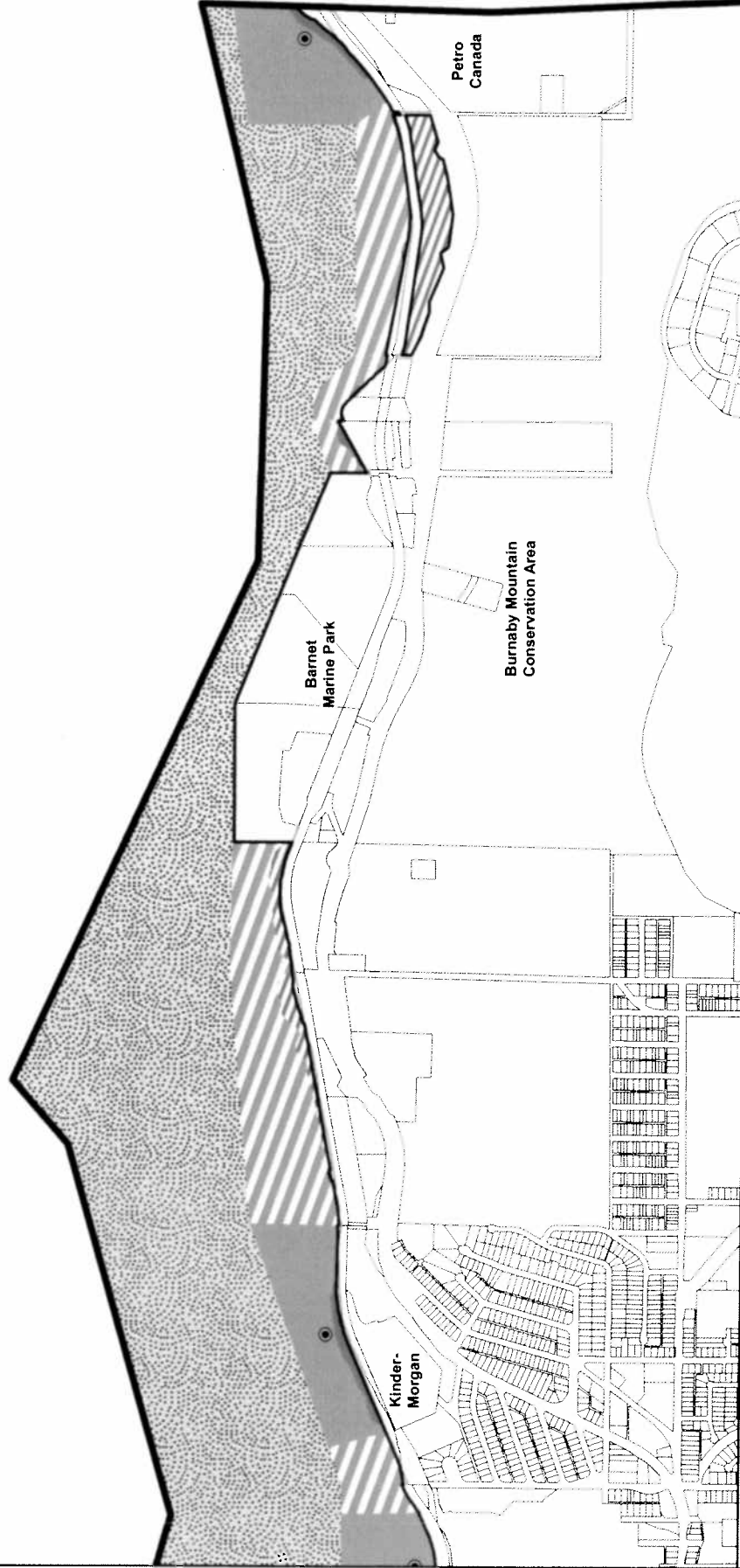
Barnet Marine Park
Central Sector

Area 9c

Barnet Marine Park
Eastern Sector

Area 10








Petro Canada
Refinery

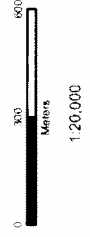


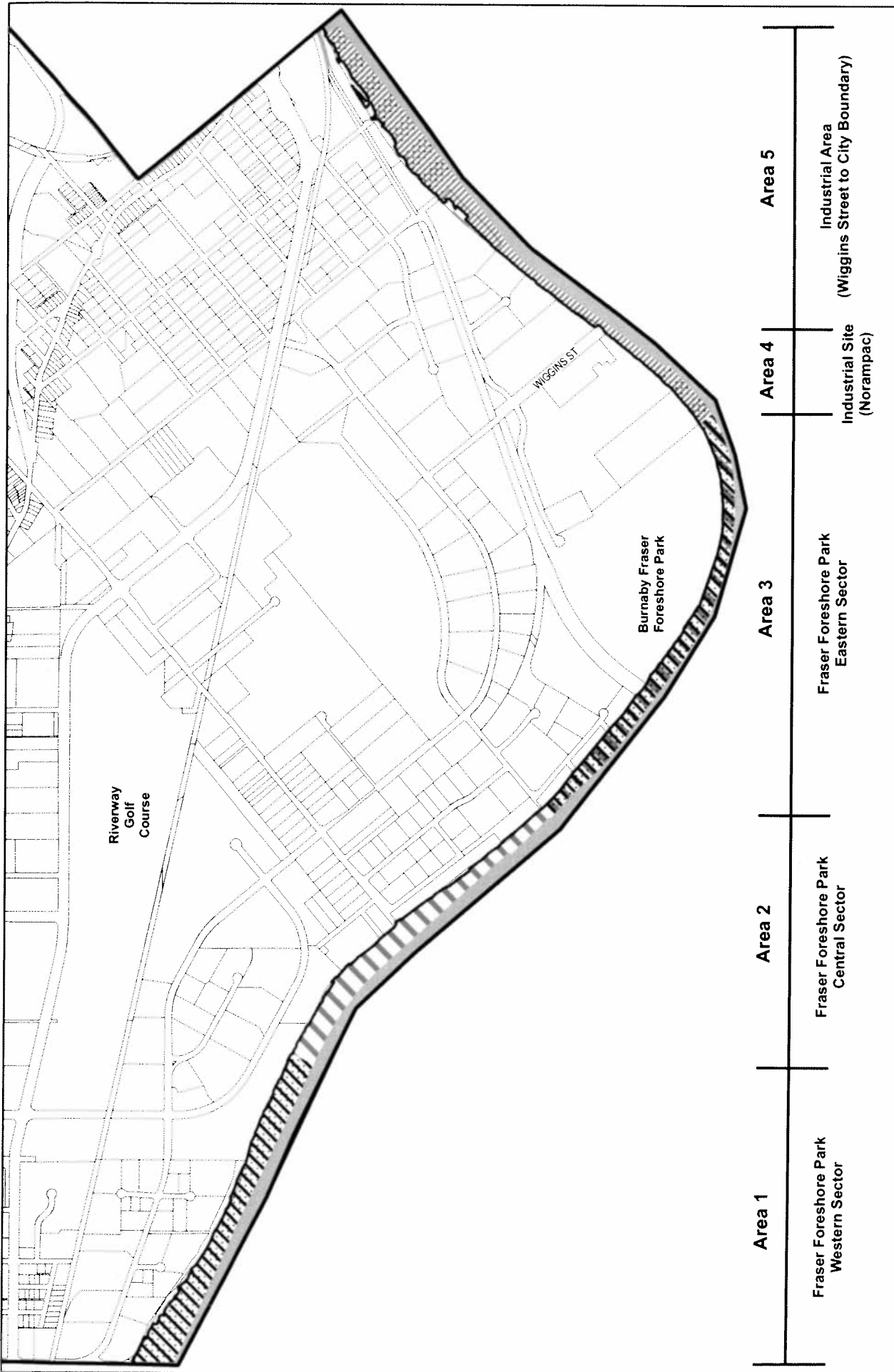
Burnaby Planning Department

PORT METRO VANCOUVER - RECOMMENDED LAND USE DESIGNATIONS

(Proposed Land and Marine Designations for Burrard Inlet)

-  Marine Terminal
-  VFFPA Boundary
-  Park Areas Land
-  Park Areas Water
-  Port Marine Land
-  Port Marine Water
-  Port Water



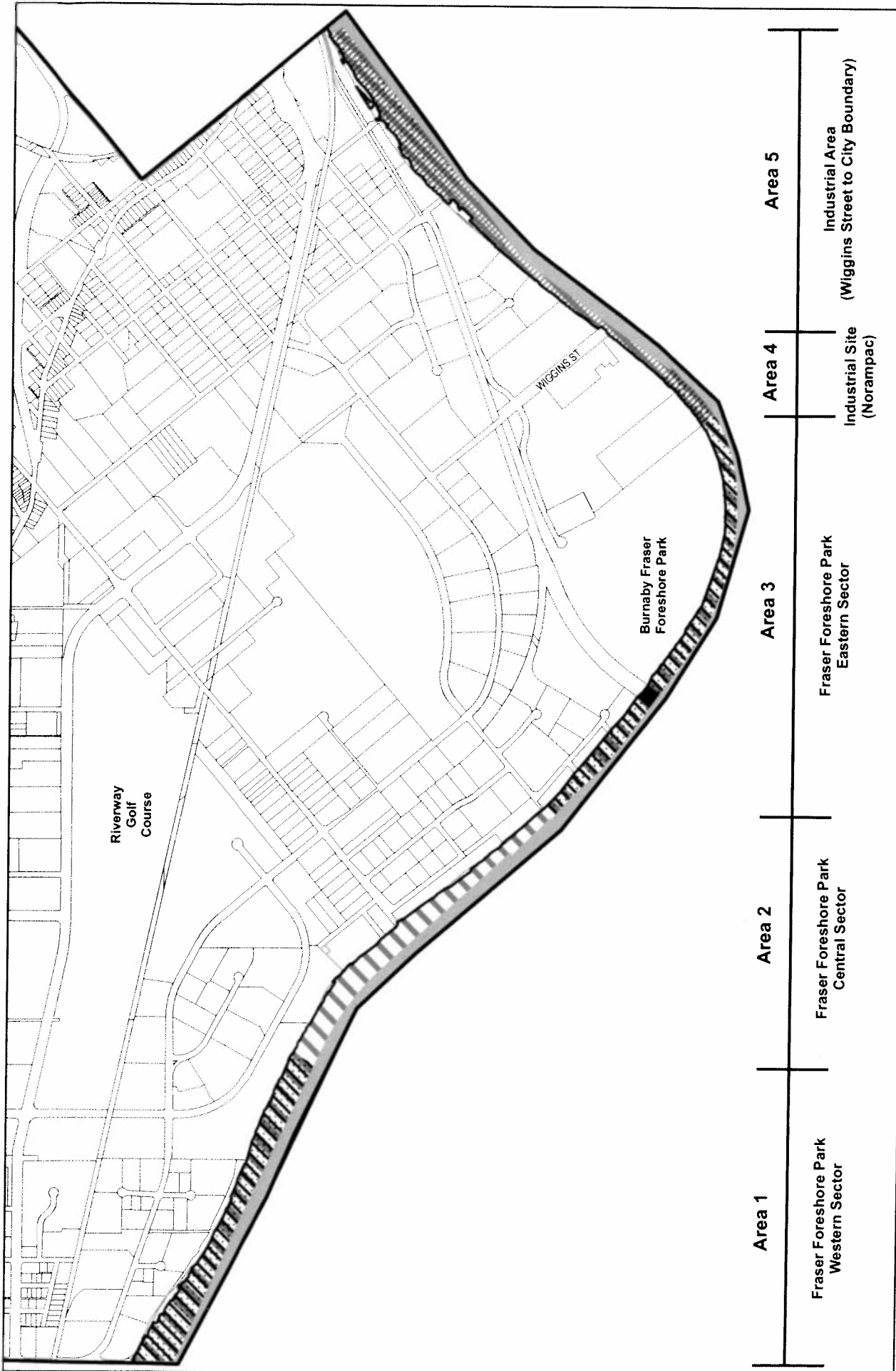


City of Burnaby
Burnaby Planning Department

PORT METRO VANCOUVER - CURRENT LAND USE DESIGNATIONS
(Existing Land and Marine Designations for Fraser River)

	VFPA Boundary		Log Storage/Moorage		Industrial		Port Water
	Conservation		Park		Port Marine Water		

0 300 600
Meters
1:21,000



<p>City of Burnaby Burnaby Planning Department</p>		<p>PORT METRO VANCOUVER - RECOMMENDED LAND USE DESIGNATIONS (Proposed Land and Marine Designations for Fraser River)</p>		<p>0 300 600 Meters 1:21,000</p>	
VFPA Boundary Conservation Log Storage/ Moorage Park Industrial Port Marine Water Port Water	<p>Area 1 Fraser Foreshore Park Western Sector</p>	<p>Area 2 Fraser Foreshore Park Central Sector</p>	<p>Area 3 Fraser Foreshore Park Eastern Sector</p>	<p>Area 4 Industrial Site (Norampac)</p>	<p>Area 5 Industrial Area (Wiggins Street to City Boundary)</p>