



Item .....
Meeting ..... 2014 April 28

COUNCIL REPORT

**TO:** CITY MANAGER 2014 April 23

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #12-18**  
**Riverbend Business Park Conceptual Development Plan**  
**Big Bend Development Plan Area**

**ADDRESS:** 8255/8360 Wiggins Street and 5279 Riverbend Drive (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 48 Except: Firstly: Parcel "A" (Bylaw Plan 70015); Secondly: Part Subdivided by Plan 72187; DL 167, Group 1, NWD Plan 48061; Lot 49, DL 167, Group 1, NWD Plan 48061; Lot 1, DL 167, Group 1, NWD Plan 18016

**FROM:** CD Comprehensive Development District (based on M2 General Industrial District, M3 Heavy Industrial District and M5 Light Industrial District)

**TO:** Amended CD Comprehensive Development District (based on M2 General Industrial District, M3 Heavy Industrial District and M5 Light Industrial District, C2 Community Commercial District and Big Bend Development Plan guidelines, and in accordance with the development plan entitled "Riverbend Business Park Conceptual Development Plan" prepared by Christopher Bozyk Architects Ltd. and PFS Studio)

**APPLICANT:** Christopher Bozyk Architects Ltd.  
414 - 611 Alexander Street  
Vancouver, B.C. V6A 1E1  
(Attention: Chris Bozyk)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2014 May 27.

---

**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2014 May 05, and to a Public Hearing on 2014 May 27 at 7:00 p.m.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of a suitable plan of development.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive

2014 April 23 .....Page 2

- b. The removal of all existing improvements from the site prior to Final Adoption of the Bylaw. Demolition of any improvements will be permitted after Second Reading of the Rezoning Bylaw has been granted, provided that the applicant acknowledges that such permission does not fetter Council's ability to grant or not to grant Third Reading and/or Final Adoption of the Rezoning Bylaw. In addition, the demolition of any improvements will be permitted at any time if they are vacant and considered by staff to be subject to misuse and vandalism.
- c. The consolidation/subdivision of the net project site.
- d. The dedication of any rights-of-way deemed requisite.
- e. The granting of any necessary easements, covenants, and Statutory Rights-of-Way including, but not necessarily limited to:
  - Section 219 Covenant for the retention of identifying existing trees within the riparian setback areas;
  - Section 219 Covenant and Statutory Right-of-Way for the protection and ongoing maintenance of the Fraser River Foreshore and Sturgeon Slough streamside protection and enhancement areas (SPEA);
  - Section 219 Covenant respecting floodproofing requirements;
  - Section 219 Covenant respecting the submitted geotechnical report;
  - Section 219 Covenant restricting development (no build) until a Certificate of Compliance is issued by the Ministry of Environment, by phase of development;
  - Section 219 Covenant restricting all development (no build) until servicing has been achieved and the individual site specific rezoning has been granted Final Adoption;
  - Statutory Rights-of-Way guaranteeing vehicular access across private driveways;
  - Statutory Rights-of-Way guaranteeing pedestrian and cycling access across on-site pathways;
  - Easement guaranteeing reciprocal access for vehicles across property lines; and,
  - Section 219 Covenant restricting uses to those permitted within the Conceptual Development Plan.
- f. The submission of a suitable conceptual on-site stormwater management system to the approval of the Director Engineering, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation, with detailed storm water management plans to be required as part of individual site specific rezoning applications.
- g. The approval of a master servicing concept for the site by the Director Engineering.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 3

- h. The pursuance of design guidelines, including a conceptual comprehensive sign plan for the site in accordance with Section 3.7 of this report.
- i. 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 establish a Conceptual Development Plan for the subject site, which would guide further individual site specific rezoning applications for the development of a multi-phased industrial business park and riverfront amenity area. No specific development or new construction is being sought under the subject rezoning application.

### 2.0 BACKGROUND

- 2.1 On 2006 August 21, Council granted Final Adoption of a City initiated rezoning application (Rezoning Reference #06-13), which established CD Comprehensive Development District zoning (based on the M2 General Industrial District, M3 Heavy Industrial District, M5 Light Industrial District and Big Bend Development Plan guidelines) for the properties at 5150, 5279, 5324 Riverbend Drive, 8255, 8355 and 8360 Wiggins Street, to institute conditions of use and options for future redevelopment for the properties. The application allowed for the continuation of existing conforming uses, while providing a basis for future amendment CD rezoning approval by Council for development or change of use proposals on the subject lands.
- 2.2 On 2012 July 30, Council received the report of the Planning and Building Department regarding the rezoning of the subject site and authorized the Department to work with the applicant toward the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 2.3 The subject rezoning application is intended to rezone the subject properties at 8255/8360 Wiggins Street and 5279 Riverbend Drive formerly occupied by Norampac, which ceased operations in December 2011. The subject sites are currently undergoing demolition. The properties at 8355 Wiggins Street and 5324 Riverbend Drive, occupied by BC Roofing and Burnco Rock Products are not being rezoned as part of this application; however, the guidelines established in this conceptual development plan will serve to guide the future development of those sites as well. The total area under the conceptual development plan is approximately 45 hectares (111 acres), with the subject sites comprising 26 hectares (65 acres) of the overall plan area.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 4

2.4 The applicant is proposing to develop the lands for higher order industrial uses that will provide a substantial employment base and higher quality development similar to other developments within the Big Bend Development Plan area (Figure 1). The subject properties are designated as Industrial in the City’s OCP, the Big Bend Development Plan and by Metro Vancouver’s Regional Growth Strategy (RGS). The proposed concepts for industrial, warehousing, manufacturing, and office uses are consistent with the prevailing designations for the site.

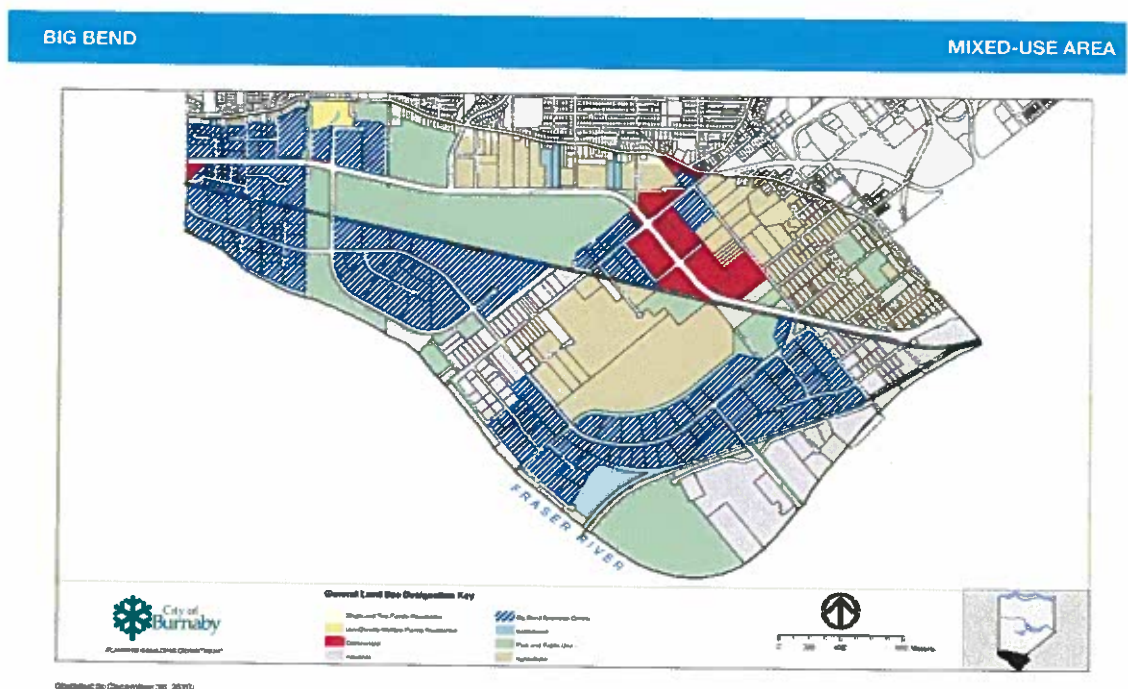


Figure 1 – Big Bend Development Plan

As noted above, the subject rezoning area is located within the Big Bend Development Plan, which designates the site as General Industrial, allowing for a mix of industrial, manufacturing, warehousing, and commensurate office uses. Specifically the site is designated for industrial development using the M2 General Industrial District, M3 Heavy Industrial District and M5 Light Industrial District as guidelines. Some key elements that make this site unique are its relationship and proximity to the Fraser River and the adjacent Burnaby Fraser Foreshore Park. These elements help to connect the site and the broader area’s exceptional public amenities, as well as providing an opportunity for river access for industrial activities. In addition to the manufacturing, warehouse/distribution, and commensurate office uses proposed, given the site’s unique location in proximity to the Fraser River waterfront, and the high amenity value derived from it, the addition of 5,000 sq.ft. of commercial restaurant is also proposed to serve the proximal employment base and the general public.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive

2014 April 23 .....Page 5

- 2.5 In terms of the governing allowable form and use, it is proposed that the Conceptual Plan establishes development guidelines for specific areas of the site for future development under the CD Comprehensive Development District (utilizing the M2 General Industrial District, M3 Heavy Industrial District, M5 Light Industrial District, C2 Community Commercial, and Big Bend Development Plan as guidelines).
- 2.6 The pursuance of subsequent individual amendment rezoning applications and related subdivision applications will be necessary in order to permit specific development of any of the components of the *Riverbend Business Park Conceptual Development Plan*. Such further detailed applications will address the following:
- preparation of a suitable plan of development for each individual development site;
  - servicing of the site, provision of any necessary Statutory Rights-of-way, easements and covenants, and the completion of a servicing agreement;
  - environmental provisions including Environment Review Committee (ERC) and Department of Fisheries and Oceans (DFO) approvals for environmental protection measures, retention of identified existing vegetation, site profile requirements, on-site stormwater management, protection and/or improvement of existing watercourses, and protection of the Fraser River;
  - flood proofing and geotechnical analysis of the sites; and,
  - provision of applicable fees including the GVS&DD Sewerage Charge.
- 2.7 After considerable design and development review, the applicant has now submitted a plan of development in the form of a Conceptual Development Plan document with integrated companion Design Guidelines suitable for presentation to a Public Hearing. The document is referenced as the *Riverbend Business Park Conceptual Development Plan*.

### **3.0 PROPOSED DEVELOPMENT CONCEPT**

#### **3.1 Guiding Purpose, Vision and Principles**

In order to guide the Conceptual Development Plan process for the subject site, statements providing for a purpose, vision and key principles have been established. The purpose of the Conceptual Development Plan is to establish the development framework for the Riverbend Business Park, located along the north arm of the Fraser River, within the Big Bend area of Burnaby. This plan outlines the background and history of the area and provides specific guidelines to articulate the form and use proposed for the site. The Plan addresses permitted land uses, infrastructure and servicing requirements, landscape treatment, architectural form, environmental goals, and open space concepts, with the purpose of guiding future individual site specific Comprehensive Development Rezoning applications. The vision supports this purpose with the following statement:

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 6

*"To develop a high quality business park that compliments and adds to area amenities, including the Fraser River and Burnaby Fraser Foreshore Park, and contributes towards the industrial and employment goals of the Big Bend Development Plan and Burnaby's Official Community Plan"*

This vision has had a substantive effect on the concept, with the process beginning by establishing the public open space followed by the definition of the site layout and built form. This is to guide future phases of site-specific redevelopment, with a view of creating a high-amenity industrial business park that provides for a wide range of manufacturing, warehousing, light industrial and office uses, with opportunities for water dependent uses. Overall, the plan is intended to foster a distinctive sense of place with a particular emphasis on the public realm.

A summary of the supporting principles contained in the Plan are as follows.

- To encourage a broad range of manufacturing, warehouse, distribution, light industrial, and office uses.
- To provide the opportunity for Fraser River access for water dependent uses.
- To provide recreational linkages across the Burnaby Fraser Foreshore Park frontage and to the adjacent riverfront park.
- To establish a strong architectural character, commensurate with other business park developments within the Big Bend.
- To advance environmental initiatives for a sustainable industrial development in Burnaby and the Greater Vancouver Region.

### **3.2 Site History and Context**

The Riverbend Business Park is located within the Big Bend Development Plan area south of the Riverbend Drive and Wiggins Street intersection. Prior to 1950, the overall site was comprised of naturally vegetated and agricultural lands. After the 1950s, the area was developed for industrial uses. The overall plan area is comprised of seven legal parcels, as shown in *Figure 2*.

The site is bounded by the CN Rail line to the north, with the Burnaby Business Park and Glenwood Industrial Estates Business Parks beyond. To the west is the Burnaby Fraser Foreshore Park. To the east is an established industrial area. To the south is the north arm of the Fraser River. The site also has a number of adjacent water lots, which have historically been used for log boom storage. As noted, the site is served by two main road rights-of-way, Riverbend Drive and Wiggins Street. Both are developed to an interim standard with a majority of Wiggins Street from Riverbend Drive to the Fraser River being unopened. The Wiggins Street right-of-way at this location is twice the standard width (46m (150 ft.)) for an industrial road right-of-way. At the time of original subdivision, Wiggins Street was identified as a potential Fraser River crossing location. In light of the proximity to the Queensborough crossing in New Westminster and the Knight Street crossing in Vancouver, a future crossing of the Fraser at this location is no longer envisioned.

To: City Manager  
 From: Director Planning and Building  
 Re: Rez #12-18, 8255/8360 Wiggins Street and  
 5279 Riverbend Drive  
 2014 April 23 ..... Page 7

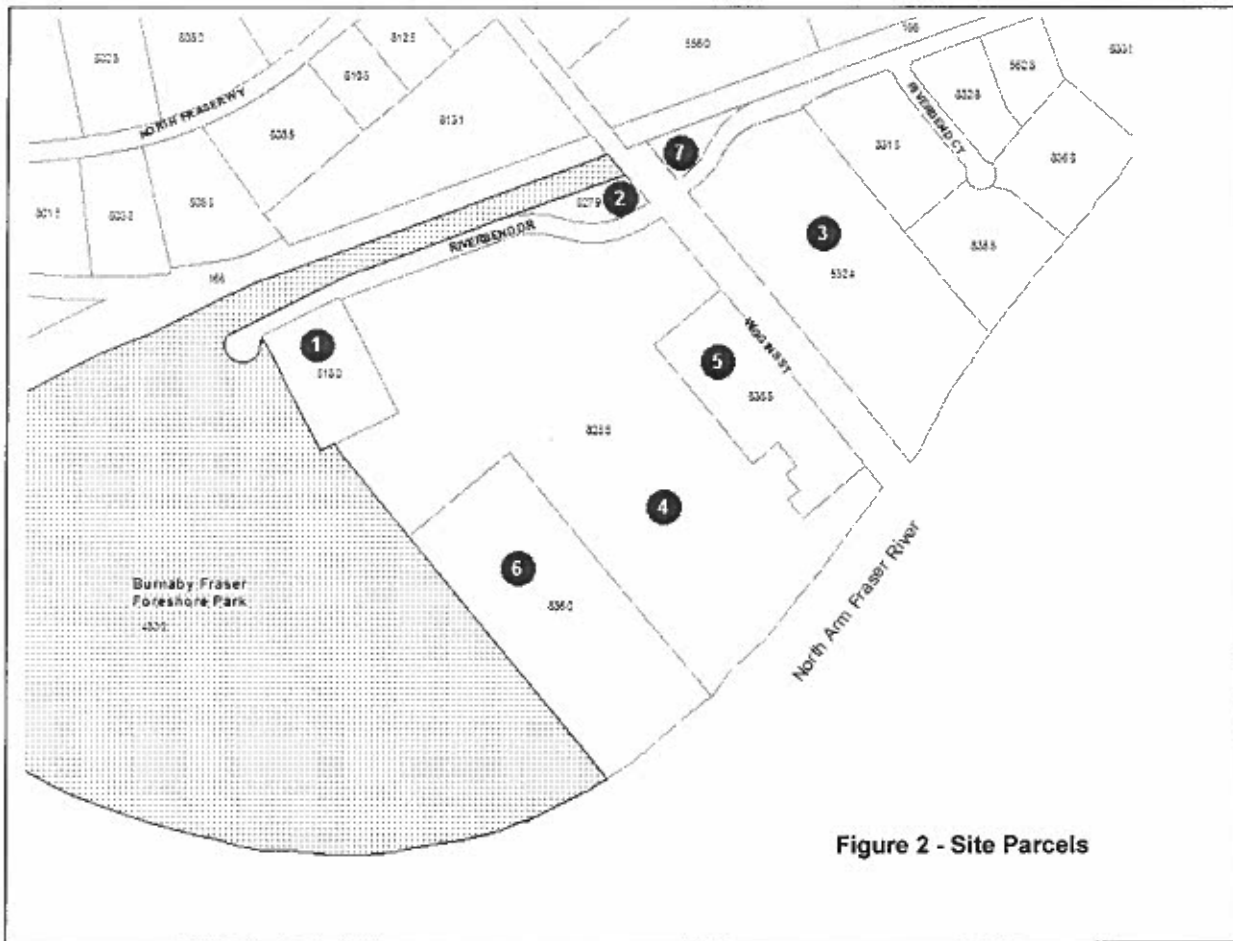


Figure 2 - Site Parcels

*Parcel 1 – Waste to Energy Facility*

Parcel 1 at 5150 Riverbend Drive currently accommodates the Metro Vancouver Waste to Energy Facility. Developed in 1988, this facility converts municipal waste into electricity, heat and bottom ash.

*Parcels 2, 4 and 6 – Norampac / Oxford Lands*

Parcels 2, 4 and 6, located at 8255/8360 Wiggins Street and 5279 Riverbend Drive, are currently owned by Oxford Properties and were the location of the former Norampac paperboard mill, warehouse space and associated waste landfill activities. The mill was decommissioned in 2011. Demolition of improvements on Sites 2, 4 and 6 were completed in 2013. Removal of the waste landfill was initiated in 2012 and was completed by the owner in 2013.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 8

### *Parcels 3 and 7 - Burnco*

Parcels 3 and 7, located at 5324 Riverbend Drive and 5324 Thorne Avenue, were formerly used as a lumber storage and distribution yard, warehouse and recycling plant. The site is currently, owned by Burnco Rock Products, and accommodates a warehouse and concrete plant that is currently in operation.

### *Parcel 5 - BC Roofing*

Parcel 5, located at 8355 Wiggins Street, was formerly used as a roofing materials manufacturing facility. The current owner of the site, BC Roofing, now operates the site as a roofing underlay manufacturing facility. It is noted that Parcel 4 accommodates an existing rail spur line and easement that serves Parcel 5. The rail spur is currently not in operation and it is anticipated that this rail spur will be decommissioned as part of future development under the subject plan.

## **3.3 Land Use Concept**

The proposed land use concept is shown in *Figure 3*. The land use concept includes zones to identify the range of uses that could be accommodated on the site and the most suitable locations for such uses. A proposed range of uses from business centre to river dependent industrial are considered appropriate for the site and are consistent with the vision and guidelines established under Rezoning Reference #06-13, as well the site's General Industrial designation under the Burnaby Official Community Plan and the Metro Vancouver Regional Growth Strategy.

The following is a brief overview of potential uses that could be accommodated within each zone.

### *Zone 1 - Business Centre/Light Industrial*

Zone 1 is intended to accommodate a higher order of office, research, media production and technology based industrial uses, with associated warehouse and manufacturing space. Buildings and individual units are intended to be slightly smaller to provide greater opportunity for new and growing businesses. This zone is located along the front of the Business Park along Riverbend Drive and Wiggins Street.

### *Zone 2 – General Industrial/Accessory Office*

Zone 2 is intended to accommodate light-industrial, warehousing, distribution and accessory office uses. Buildings within this zone have the opportunity to be larger to suit the needs of highly integrated businesses that have office, manufacturing and warehousing functions. This zone is located central to the site.



To: City Manager  
 From: Director Planning and Building  
 Re: Rez #12-18, 8255/8360 Wiggins Street and  
 5279 Riverbend Drive  
 2014 April 23 .....Page 9



Figure 3 – Land Use Zones

*Zone 3 – General to Heavy Industrial/Manufacturing*

Zone 3 is intended to accommodate both light industrial, as well as more intensive manufacturing and processing uses. This area also recognizes the continuing operation of the existing roofing materials manufacturing and concrete plant uses. It is noted that the existing operations are not part of the subject conceptual rezoning application, but are a part of this planning exercise. Any proposed future outdoor storage or future expansion of these existing heavy industrial uses are required to meet all requirements of the Buranby Zoning Bylaw and would be guided by the design and landscape setback guidelines established as part of this conceptual plan.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 10

#### *Zone 4 – River Dependent Industrial*

Zone 4 is intended to provide opportunities for water dependent uses including those that ship and receive products by barge, manufactured products related to boating and shipping and those businesses that wish to have access to the proposed waterfront amenity.

#### *Zone 5 – Public Amenity*

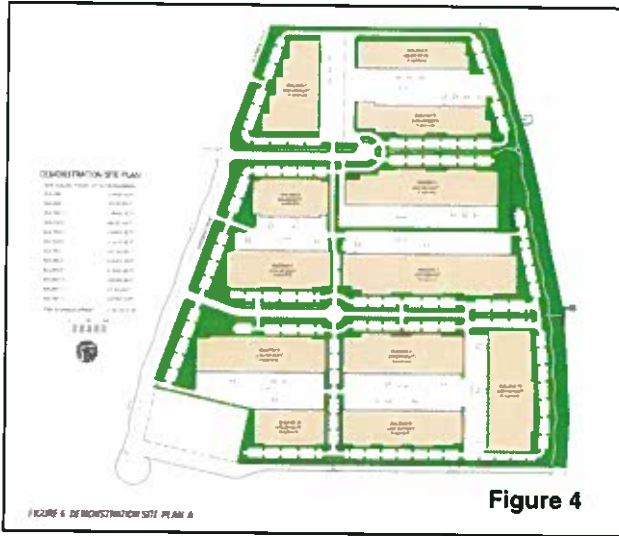
Zone 5 is intended to provide opportunities for recreation and public engagement for users of both the industrial park and the general public. In concert with the site's Open Space Concept, the Public Amenity zone will provide a public access trail along the riverfront connecting to, in the future, the existing and proposed river front trail connections to the east, as well as to the west through Burnaby Fraser Foreshore Park. A new public amenity pier is proposed as a lookout over the Fraser River to connect the public with the role and function of the river as an active shipping route, and an area of ecological significance. Along the riverfront, a designated restaurant use is proposed to serve both industrial and area wide business centre employees, as well as recreational users of the riverfront trail and the adjacent Burnaby Fraser Foreshore Park. To support this use, approximately 5,000 square feet of C2 Community Commercial District floor space restricted to restaurant use only, will be provided in this area. The restaurant area will be oriented towards the river. As with other industrial uses, the details of the restaurant use will be outlined in a future site specific rezoning application.

### **3.4 Development Concept**

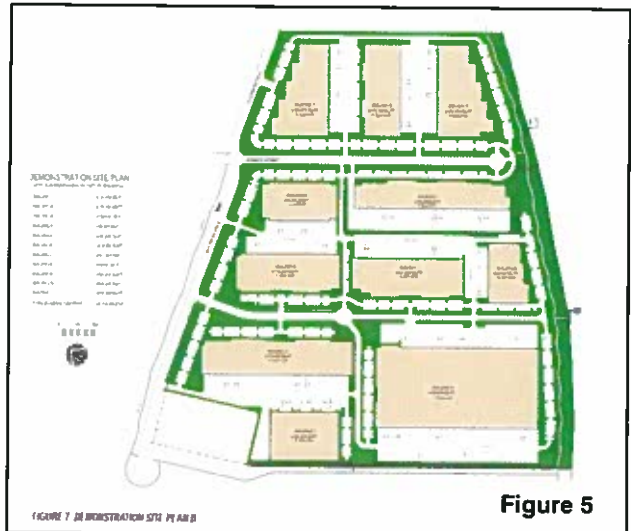
Although a number of site configurations have been presented, it is anticipated that the site would be subdivided into four to eight main parcels accessed by Wiggins Street, Riverbend Drive and a new internal road parallel to Wiggins Street. Each site could accommodate a number of potential building forms dependent upon the potential uses and intended phases of development. The following *Figures 4 to 7* provide a brief overview of potential building layouts.

In terms of form, buildings and their entrances are intended to front streets and public rights-of-way. Loading is required to be behind or between buildings and screened from public view. Front yards are to be suitably landscaped and accommodate stormwater management bioswales to reduce surface runoff and improve water quality to adjacent creeks and the Fraser River. All proposed development within the Business Park is required to be approved through specific individual Comprehensive Development Rezoning Applications.

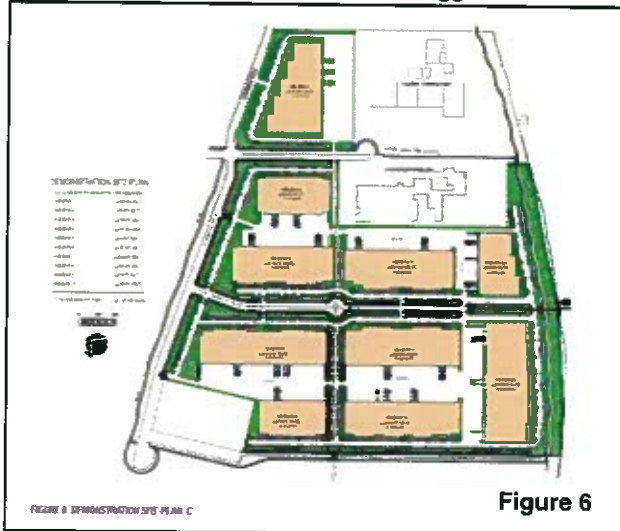
To: City Manager  
 From: Director Planning and Building  
 Re: Rez #12-18, 8255/8360 Wiggins Street and  
 5279 Riverbend Drive  
 2014 April 23 .....Page 11



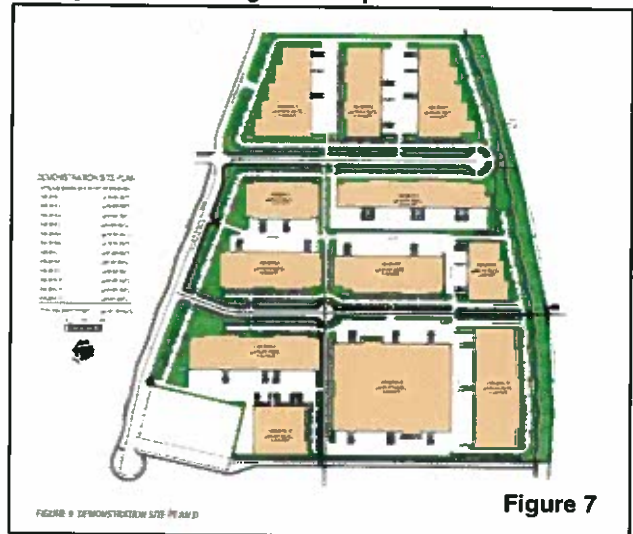
This plan shows a half cul-de-sac on Wiggins



This plan shows a large river dependent industrial use



This plan shows the retention of the current industrial uses at Byrne Co. and BC Roofing



This plan shows more distribution/warehouse type uses

### 3.5 Open Space Concept

As noted, the proposed development concept was framed by the open space concept. The open space concept centres around the site's adjacency to the Fraser River, with the goal of providing numerous points of access to this public amenity. *Figure 8* indicates the proposed open space concept and linkages.

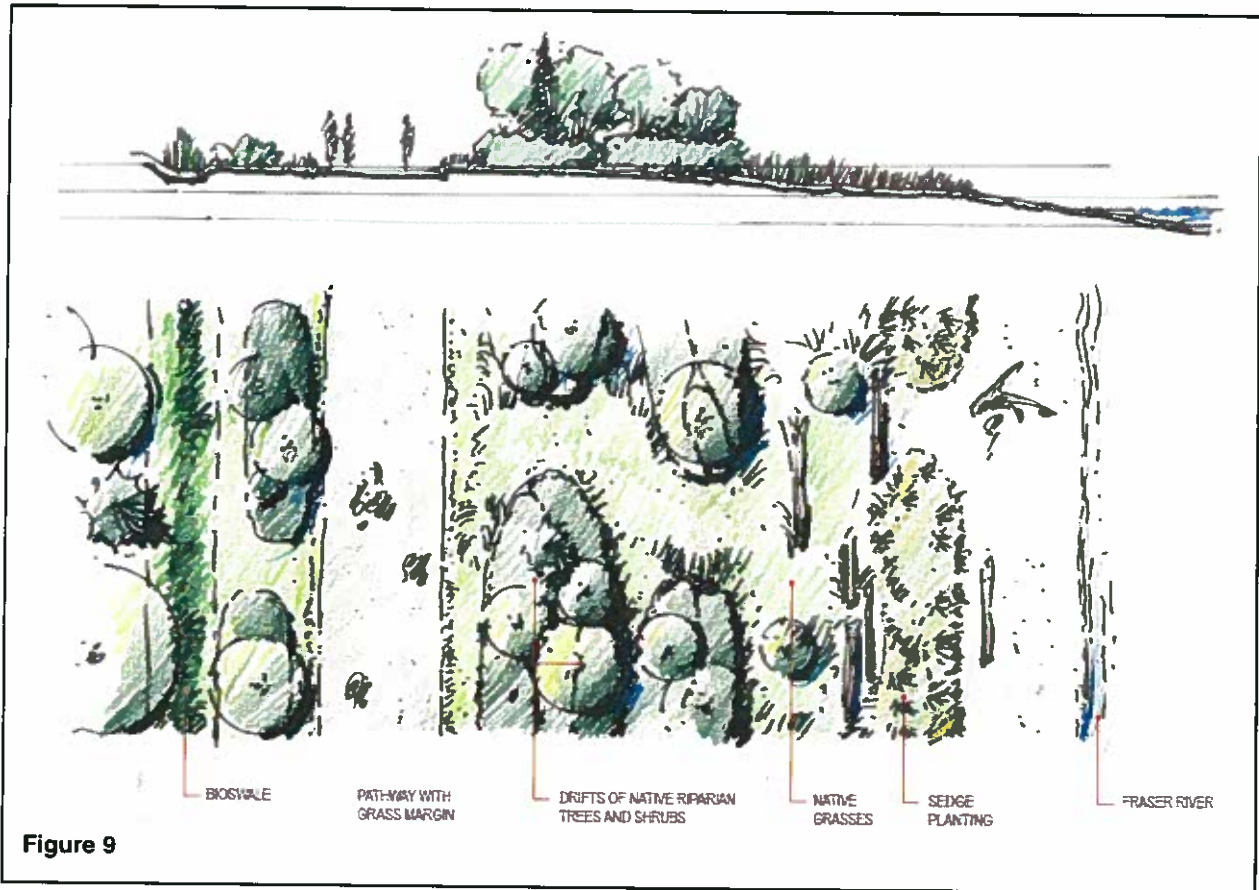
To: City Manager  
 From: Director Planning and Building  
 Re: Rez #12-18, 8255/8360 Wiggins Street and  
 5279 Riverbend Drive  
 2014 April 23 .....Page 12



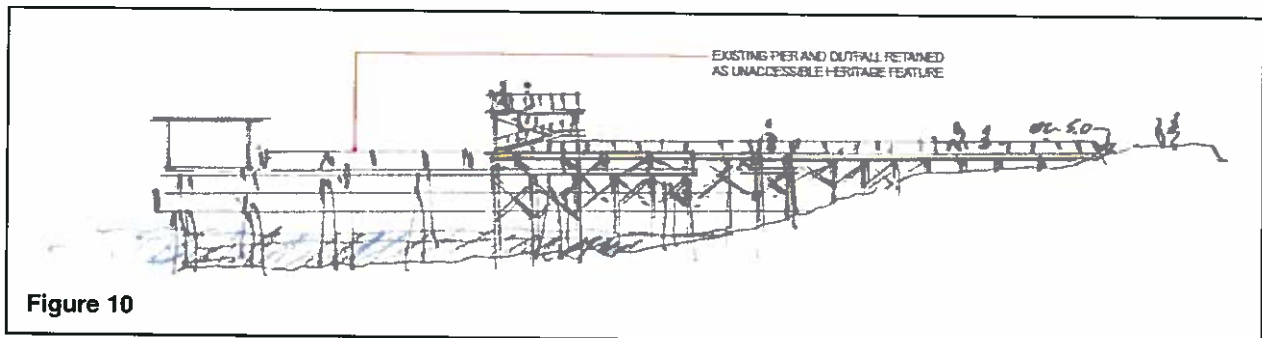
Some of the key elements include a 30m riparian zone from the Fraser River top of bank, which is to be naturally vegetated to provide wildlife habitat. Atop a flood proofing dyke will be a 4.0m crushed granite trail that will link into a future boardwalk through the Burnaby Fraser Foreshore Park to the west and crushed granite trail to the east. This area is also within the proposed Public Amenity zone, which will encourage a riverfront restaurant to provide an energy and vitality to the riverfront on weekdays and weekends that is currently not present within the Big Bend Fraser Foreshore area. This riverfront trail and riparian area, as shown in *Figure 9*, will allow for both pedestrians and cyclists.

At the centre of the Fraser Foreshore Trail is a proposed amenity pier which will allow for a public outlook and seating area. An existing pier is already located within this area. However, it is not suitable for public access. Notwithstanding, it is identified to be retained as a reference feature and suitably renovated to preclude public access. The proposed new pier is directly linked to the broader Big Bend area through the main access into the Business Park via the proposed new road off Riverbend Drive. *Figure 10* below indicates a proposed concept of the amenity pier.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 ..... Page 13

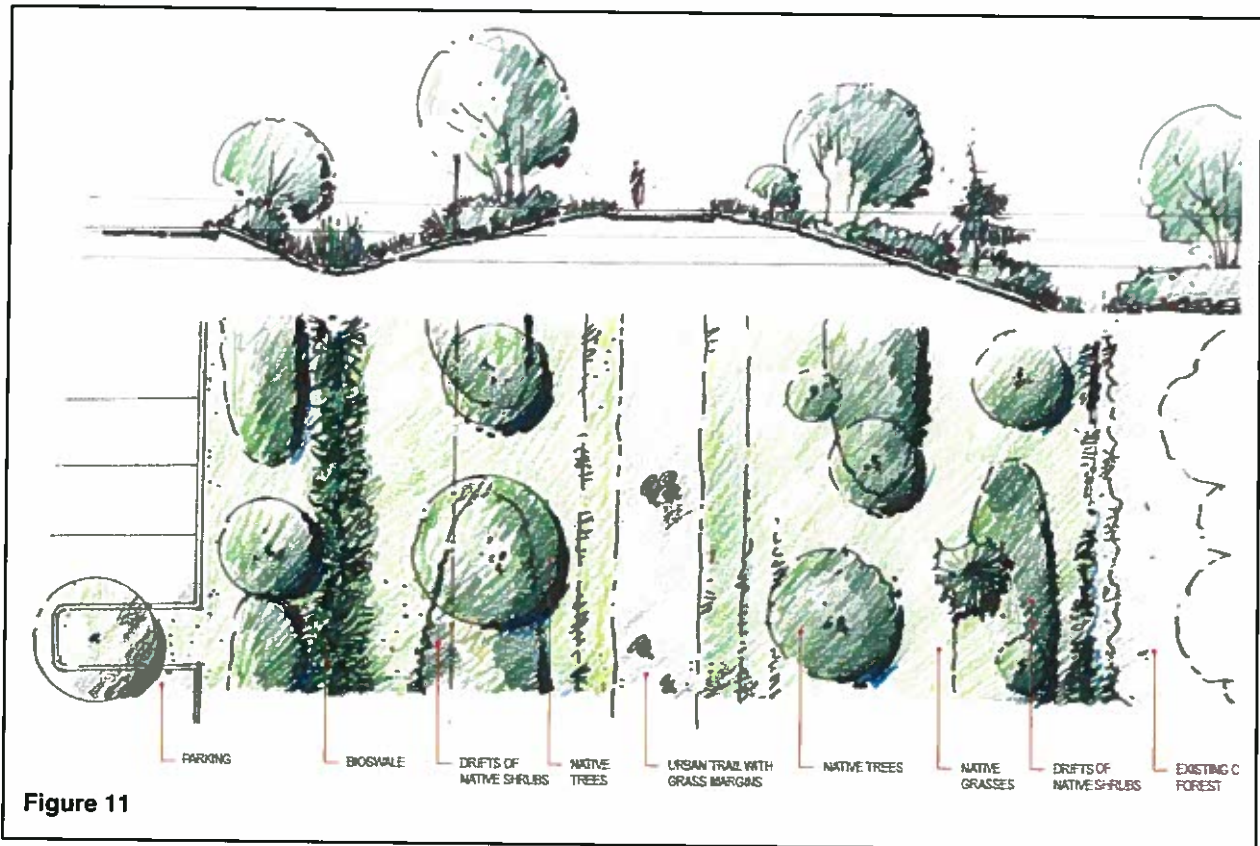


Three urban trail connections are also proposed within the Industrial / Business Park linking the proposed riverfront trail and existing trail within Burnaby Fraser Foreshore Park to the constructed urban trail along Wiggins Street. The three new urban trail connections are located along the north side of Riverbend Drive, within the Wiggins Street right-of-way, and along the western edge of the site in-line with the former Wheaton Street right-of-way. The City's standard 4.0m asphalt urban trail standard will apply for these routes. The route located within the former Wheaton Street right-of-way will be constructed atop a new flood proofing dyke. The existing Sturgeon Slough watercourse within this location may be affected due to dyke



To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 ..... Page 14

construction. As such, a specific design for the creek's relocation and complexing would be required to the approval of the City's Environmental Review Committee. The following *Figure 11* indicates the proposed Wheaton Street urban trail section.



### 3.6 Servicing and Phasing

Site Servicing is intended to be undertaken on a phased basis, with each lot and phase undertaking the necessary services, across its frontage or to the point of logical connection, to serve the lot. A conceptual subdivision plan is shown in *Figure 12* below. Servicing attributed to each lot will be determined by a Master Conceptual Servicing Plan. The proposed servicing for the entire Riverbend Business Park Area includes:

#### *Riverbend Drive*

Riverbend Drive is currently developed to an interim standard. It is intended to be developed to its final industrial standard with a 14.0m pavement, separated concrete sidewalk with street trees, boulevard grass and street lighting along the south side and a separated 4.0m asphalt urban trail with street trees, boulevard grass, and street lighting along the north side. Completion of the cul-de-sac at the end of Riverbend Drive adjacent the Burnaby Fraser Foreshore Park and the Metro

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 15

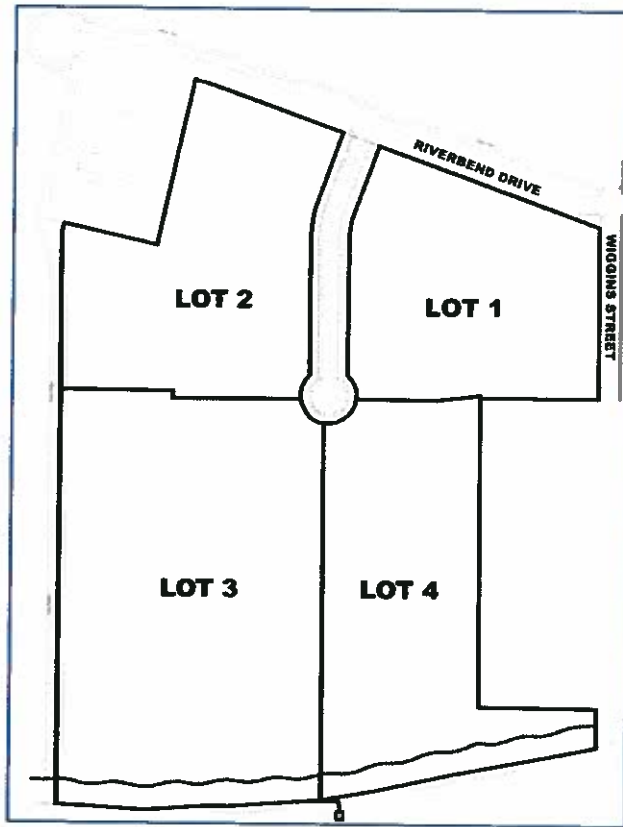


Figure 12

Vancouver Waste to Energy Facility is required. Funds on deposit have been obtained for use toward this cul-de-sac, which will be contributed towards its construction. Riverbend Drive is proposed to be realigned to straighten it at Wiggins Street. The realignment will require a land exchange with the City of Burnaby for the properties directly east and west of the Wiggins Street and Riverbend Drive intersection. It is proposed that this realignment be pursued on a phased basis with the portion west of Wiggins Street to be advanced in the near term and the section east of Wiggins Street to be advanced with the redevelopment of 5324 Riverbend Drive (Parcel 3 on Figure 2) at a future date.

### *Wiggins Street*

Wiggins Street is constructed to an undeveloped standard within a 46.0m right-of-way. It is intended to be developed to its final 23m industrial standard with a 14.0m pavement, separated concrete sidewalk with street trees, boulevard grass, and street lighting along the west side; and separated 4.0m urban trail with street trees, boulevard grass, and street lighting on the east side. Given the reduction of the proposed right-of-way, proportionate servicing of Wiggins Street will be undertaken by each adjacent property owner. The design and construction of the future Wiggins Street cul-de-sac and Wiggins urban trail extension connecting to the riverfront trail

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 16

would be determined at the time of site specific rezoning for 8355 Wiggins Street (Parcel 5 on *Figure 2*) and 5324 Riverbend Drive (Parcel 3 on *Figure 2*).

*New Road (Fraser Reach Court)*

The proposed new road is to be constructed to a final 23m industrial standard, with a 14.0m pavement standard within a 23.0m right-of-way. Separated sidewalks with street trees, boulevard grass, and street lighting are proposed on the east and west side of the roadway. Midway between Riverbend Drive and the Fraser River the public component of the road will end in a cul-de-sac, with a statutory right-of-way road linkage continuing toward the river complete with separated sidewalks culminating a central public amenity pathway connecting to proposed riverfront trail.

*Flood Elevation and Dyking*

In order to meet City of Burnaby, Metro Vancouver and Provincial requirements for flood proofing, the site needs to be raised to a minimum flood elevation of 3.9 m geodetic. The final flood elevations will be determined at the time of site specific rezoning application. Furthermore, a new dyke is required to be constructed along the perimeter of the site to protect the site and the broader area from a 1 in 200 year flood event. The dyke must be constructed to a minimum elevation of 4.2 m geodetic, with the potential for increase to 5.0m geodetic in future. The proposed dyke along the Fraser River is intended to be setback from the river's bank to allow for natural tidal action and improve waterfront habitat. The proposed dyke along the western edge of the site will be constructed within the former Wheaton Street right-of-way. Specific dyke designs are to be approved by the Director Engineering.

*Phasing*

The overall plan area is intended to be redeveloped in several phases. Each phase of development would be pursued through a site specific Comprehensive Development rezoning application to determine the siting and size of individual buildings, as well as the architectural and landscape treatment for each site. *Figure 13* indicates the current phasing plan, with the expectation that market conditions will determine the exact phase boundaries and sequence of each development phase, to be presented in future site specific rezoning applications.

**3.7 Comprehensive Sign Plan**

A comprehensive sign plan has been prepared for the site to reflect the relationship of sites containing multiple buildings fronting a variety of dedicated roadways, statutory rights-of-way for road purposes, and the riverfront and trail connections. As such, to provide equitable signage opportunities for each building, signage is permitted based on frontage with each building having an upper and lower sign band. Each lot will be permitted one monument directory sign and the entire development area will be permitted two entry monument signs. The comprehensive sign plan is illustrated in *Figure 14*.



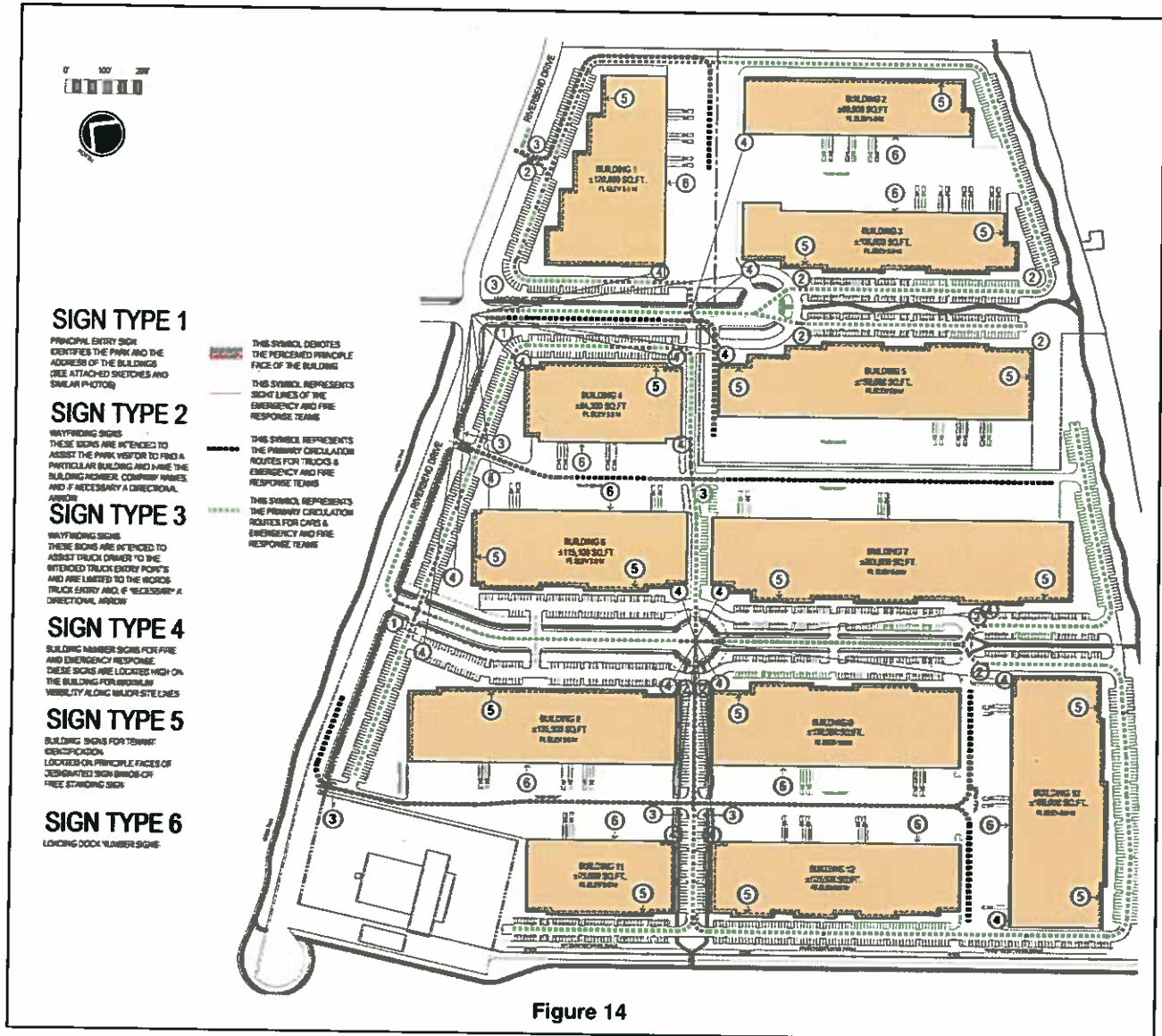
To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 17



### 3.8 Design Guidelines

Within the Conceptual Development Plan, a set of Design Guidelines has been provided, establishing architectural and landscape treatment standards for the development plan area. The guidelines are required to provide consistency over the multiple phases, with different property owners over an extended period of time. As such, the guidelines have noted minimum standards for the following:

- architectural treatment
- landscape treatment
- parking and access
- fencing and screening
- massing and form
- site and building grades
- signage types and sizes
- windows and glazing
- building heights
- lot coverage
- garbage and recycling enclosures
- private road and sidewalk widths
- lot area and width
- building entries
- scale and massing
- colours and materials
- roof design
- setbacks and landscaping
- site and building lighting



These standards are not intended to restrict the architectural expression of the project as design aesthetics will change over time. It is, however, intended to encourage a language of unifying high quality elements amongst the architecture and landscape architecture that will guide individual designs for the site regardless of the designer, owner or applicant in the future.

### 3.9 Sustainability

The Conceptual Plan concept is rooted in a sustainable development approach through the transition of this heavy industrial brownfield site to one of higher amenity and open space

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 ..... Page 19

connectivity. At its core, the concept recognizes the removal of the existing waste landfill. One of the foundational sustainability elements of the site is how to manage and treat stormwater before it enters adjacent watercourses and the Fraser River. Stormwater will be directed to surface swales for bioremediation. Space will be planted with appropriate native species that will enhance the habitat value of the site. Buildings will be designed to meet sustainability standards to reduce water and energy use on site and waste production.

A review of the economic and technical feasibility of pursuing district heating for the development area, utilizing excess heat from the waste to energy facility, is currently being undertaken between the developer and Metro Vancouver. If determined to be feasible, heated water would be utilized for both facility heating, as well as for industrial processes.

Economically, the site's sustainability will be greatly improved through the more efficient site development bringing a higher employment base to the site. Socially, the improvement of this area will help engage residents, employees and visitors to the area by improving social and leisure opportunities on the site, providing information on the industrial history of the site through the installation of interpretive panels, providing improved access to the Fraser waterfront, providing a social hub for the site at the waterfront with the construction of a new wharf and boardwalk amenity and walking trails, and providing restaurant use within this area to further provide for a functional and well utilized social gathering place.

#### **4.0 GENERAL COMMENTS (8255 and 8360 Wiggins Street)**

- 4.1 As a condition of the subject rezoning application, the applicant will be required to dedicate the necessary road rights-of-way from 8255 and 8360 Wiggins Street. However, as no specific development rights are being provided by this Conceptual Plan rezoning, site servicing will not be required at this time. As part of each site-specific rezoning application, the Director Engineering will be requested to provide an estimate of all necessary services required in connection with that phase of development. A Section 219 Covenant (no-build) will be registered against title to ensure required services and designs in-line with this conceptual plan are provided prior to development.
- 4.2 To support the foregoing servicing requirements, a 23.0m right-of-way dedication is required from the site for the construction of the new road (Fraser Reach Court). The total area of this dedication will be determined through a subsequent rezoning application.
- 4.3 The closure of a portion of the Wiggins Street Right-of-Way may be pursued at a future date, with the area to be determined by the final location of the proposed cul-de-sac. The closure and consolidation of this portion of Wiggins Street with an adjacent site (8355 Wiggins Street, 5324 Riverbend Drive) would be pursued through a site specific rezoning application.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 ..... Page 20

- 4.4 Any necessary easements, Statutory Rights-of-Way and covenants for the site are to be provided, including, but not necessarily limited to:
- Section 219 Covenant for the retention of identified existing trees within the riparian setback areas;
  - Section 219 Covenant and Statutory Right-of-Way for the protection and ongoing maintenance of the Fraser River Foreshore and Sturgeon Slough streamside protection and enhancement areas (SPEA);
  - Section 219 Covenant respecting floodproofing requirements;
  - Section 219 Covenant respecting the submitted geotechnical report;
  - Section 219 Covenant restricting development (no build) until a Certificate of Compliance is issued by the Ministry of Environment, by phase of development;
  - Section 219 Covenant restricting all development (no build) until servicing has been achieved and the individual site specific rezoning has been granted Final Adoption;
  - Statutory Rights-of-Way guaranteeing vehicular access across private driveways;
  - Statutory Rights-of-Way guaranteeing pedestrian and cycling access across on-site pathways;
  - Easement guaranteeing reciprocal access for vehicles across property lines; and,
  - Section 219 Covenant restricting uses to those permitted within the Conceptual Development Plan.
- 4.5 The site will need to be subdivided into legal lots. The first phase of subdivision, which is related to the subject rezoning application, includes the consolidation of 8255 and 8360 Wiggins Street. The creation of specific development sites would be accommodated through individual subdivision applications, advanced concurrently with each site specific rezoning application.
- 4.6 Given the site's present and past heavy industrial uses, a site profile application and resolution of any resultant conditions is required.
- 4.7 A suitable engineered conceptual on-site stormwater management system design, to the approval of the Director Engineering will be required, as well as a Section 219 Covenant to guarantee its provision and continuing operation. Further individual stormwater management system plans, in-line with the conceptual stormwater system design, will be required in conjunction with each phase of development.
- 4.8 The submission of a conceptual servicing concept for the site to the approval of the Director Engineering is required.

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 .....Page 21

4.9 The GVS&DD Sewerage Charge will be required in conjunction with each individual phase of development.

## 5.0 CONCLUSION

The subject rezoning amendment proposes a Conceptual Development Plan for the Riverbend Business Park at Wiggins Street and Riverbend Drive within the Big Bend Development Plan. As one of the few remaining key large redevelopment sites remaining in the Big Bend, the Riverbend Business Park represents an opportunity to create a high-quality industrial business center that is supported by exceptional area amenities.

The foundation of the Conceptual Plan is its relationship with the Fraser River and the adjacent Burnaby Fraser Foreshore Park which will provide unparalleled access to walking and cycling trails along the river by employees, south Burnaby residents and visitors alike. The improved and naturalized riparian area will provide both an improved ecological function, as well as a social gathering place and area amenity. The heart of the public realm improvements to the area is a riverfront pier amenity which will provide a unique opportunity for a restaurant to locate within the area.

The public realm is complemented by the surrounding built form, which is proposed to be developed in four initial phases west of Wiggins Street with three future phases flanking Wiggins Street. The initial four phases are proposed to be flexible to meet the industrial, business center and employment needs of businesses within the area in-line with current market conditions. Each of the initial phases is identified to accommodate between two and three industrial buildings with business center type uses with a commensurate higher order office uses identified for the Riverbend Drive frontage, primarily warehouse distribution uses and lighter manufacturing central to the site, the opportunity for river dependent/water access uses along the Fraser River, and general industrial uses flanking Wiggins Street. Together, the concept balances public amenities with a range of uses consistent with the General Industrial designation of the Council adopted Big Bend Development Plan, as well as the industrial designation of the Metro Vancouver Regional Growth Strategy.

As the Conceptual Plan is proposing only general development guidelines, no specific development is provided for approval by the subject rezoning application. Subsequent approval by Council for specific individual development proposals in line with the Conceptual Plan is required, including the submission of subsequent rezoning applications to a Public Hearing.

The proposed Conceptual Plan, while generally consistent with recent development proposals in the area in terms of use and form, contemplates development which is differentiated by a creative and innovative approach to the site's design in its relationship to adjacent natural spaces. It exemplifies quality industrial design in Burnaby that focuses on public amenities and employment goals at its foundation, contributing to the high standard expected for future development in the Big Bend Development Plan area. The concept also proposes strong architectural and landscape expression, through the addition of a set of detailed design guidelines

To: City Manager  
From: Director Planning and Building  
Re: Rez #12-18, 8255/8360 Wiggins Street and  
5279 Riverbend Drive  
2014 April 23 ..... Page 22

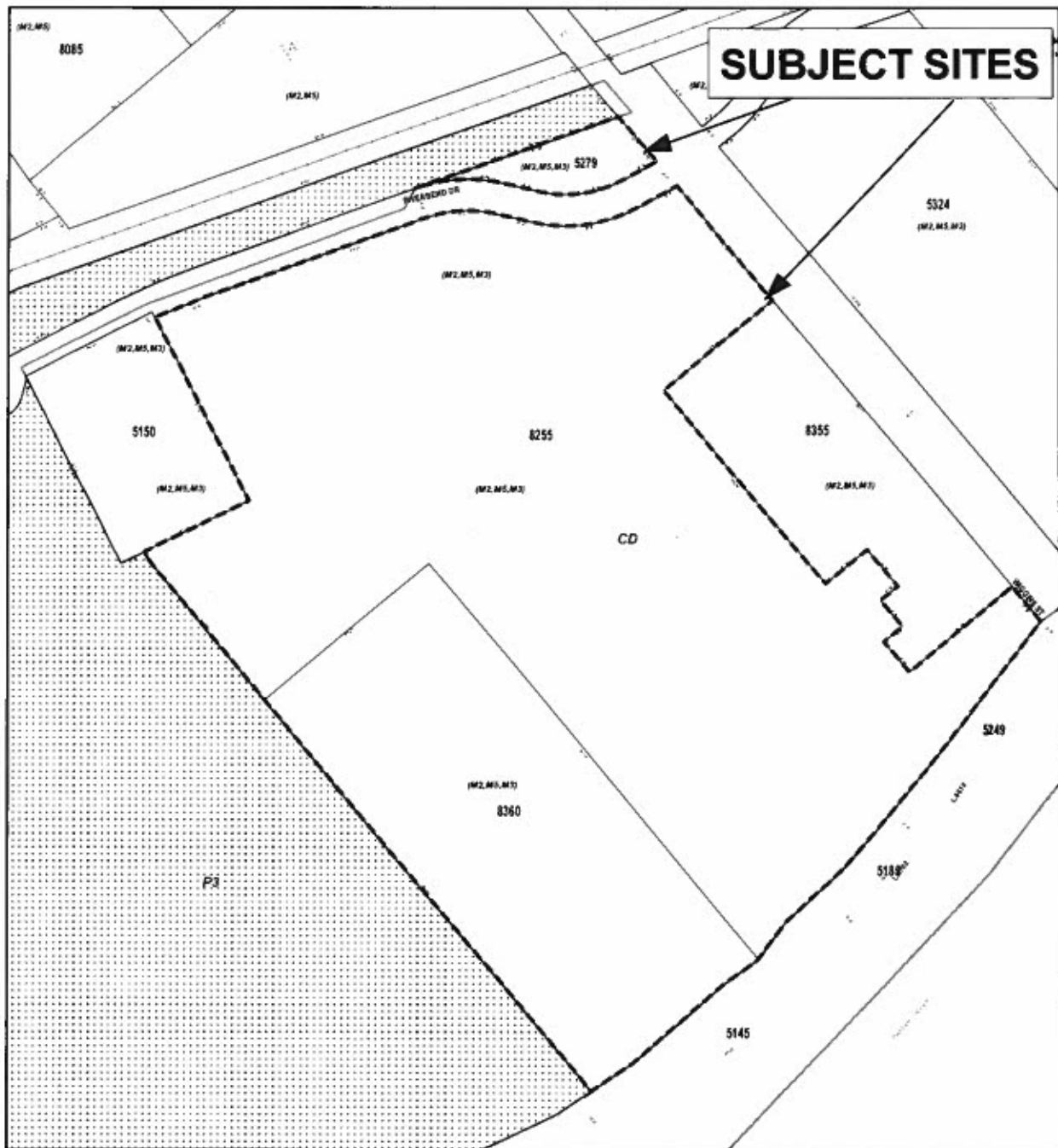
that will aid in maintaining consistency between the various phases of development. In light of the complexity of this site's redevelopment, and the foresight undertaken as part of this Conceptual Plan to guide development in the future, the proposal is considered supportable by staff.



Lou Pelletier, Director  
PLANNING AND BUILDING

JBS/DR:spf/tn  
**Attachments**

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



PLANNING & BUILDING DEPARTMENT




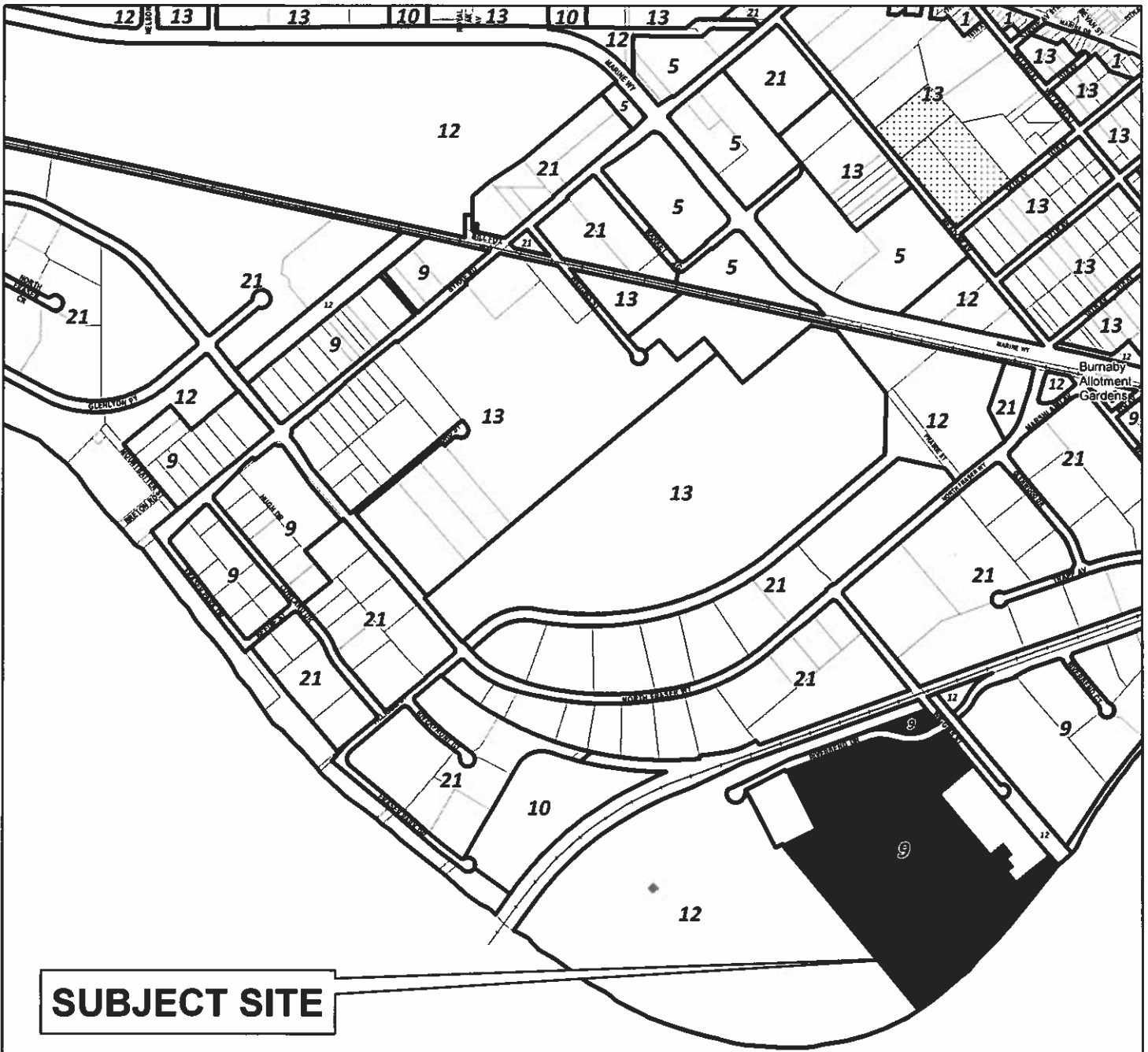
DATE:  
APR 15 2014

SCALE:  
1:5,000

DRAWN BY:  
AY

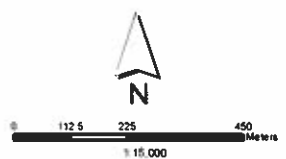
**REZONING REFERENCE #12-18**  
**8255, 8360 WIGGINS STREET AND**  
**5279 RIVERBEND DRIVE**

 Subject Site



**SUBJECT SITE**

- |  |                                    |
|--|------------------------------------|
| <b>1</b> Single and Two Family Residential       | <b>10</b> Institutional            |
| <b>2</b> Low Density Multiple Family Residential | <b>12</b> Park and Public Use      |
| <b>5</b> Commercial                              | <b>13</b> Agricultural             |
| <b>9</b> Industrial                              | <b>21</b> Big Bend Business Centre |



PLANNING & BUILDING DEPARTMENT

## Big Bend Community Plan