

ITEM 20
MANAGER'S REPORT NO. 15
COUNCIL MEETING Feb. 25/74

Re: Report on "Central Administrative Area Development Concept"

Following is a report from the Director of Planning regarding the "Central Administrative Area Development Concept".

RECOMMENDATION:

THAT the Director of Planning's recommendations be adopted.

* * * * *

PLANNING DEPARTMENT
FEBRUARY 22, 1974

MR. M. J. SHELLEY,
MUNICIPAL MANAGER.

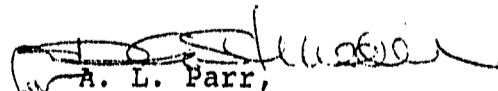
Dear Sir:

SUBJECT: Report on "Central Administrative Area
Development Concept"

Please find the attached report entitled "Central Administrative Area Development Concept", which is presented for Council's consideration. The need for a development guide to assist Council in its deliberations on development proposals in this area has been recognized in view of the unique natural characteristics of the area and its proximity and relationships to the parks, recreational cultural and Municipal facilities in the heart of Central Burnaby, as well as the current very considerable interest in the private development of lands within this part of the Municipality.

It will be recalled that reports on Rezoning Reference Nos. 29/73 and 38/73 were considered by Council at the meeting of February 11, 1974. It is proposed that once Council has dealt with the concept report, the Planning Department will be in a position to present specific reports on the individual applications related to Council's position on the general concepts for the area.

Respectfully submitted,


A. L. Parr,
DIRECTOR OF PLANNING.

SJB:bp
Attach.

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MANAGER'S REPORT NO. 15

COUNCIL MEETING Feb. 25/74

CENTRAL ADMINISTRATIVE AREA DEVELOPMENT CONCEPT

BURNABY PLANNING DEPARTMENT
FEBRUARY 1974

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A. BACKGROUND

The study area has been the subject of a number of preliminary planning studies, and an introductory planning concept for the area was advocated in the book "Urban Structure". As part of the conceptual design for the Municipal Complex the architect Bruno Freschi introduced a master plan for this central location which encompassed the study area. Development criteria and area objectives have thus been already established and endorsed by Council and have formed the basis for rezoning considerations in this precinct. In past reports this area has been considered suitable for governmental and administrative offices as well as residentially-oriented community institutional uses designed to serve the district. An effort has been made to achieve a high standard of design and compatible uses in a parklike setting related to Burnaby and Deer Lakes, the Trans-Canada Highway, Century Park and the Municipal Administrative Complex.

At the present time there is increasing interest from developers in establishing new office institutional and commercial facilities in the vicinity. The provision of an adopted development concept for the area will ensure that a suitable overall pattern of development and planning criteria are established in the early stages of development demand.

During the analysis of the area, which led to the preparation of this report, the Planning Department examined a number of alternative planning concepts ranging from the provision of a higher scale and density of development more associated with an urban core, to the alternative of using this unique precinct solely for public recreational, cultural, and park facilities. As a result of this review of alternatives the Planning Department is confident that the development concept as presented here is the most practical and beneficial use for the study area, balancing Municipal objectives with the needs of private developers.

B. PURPOSE

The areas immediately surrounding the Municipal Hall and Courthouse Complex have a parklike character and are already developing into a 'Cultural and Office Park' forming a link between an expanded Deer Lake Recreation Area and the Central Valley Park system which encompasses Burnaby Lake. The purpose of this report is to:

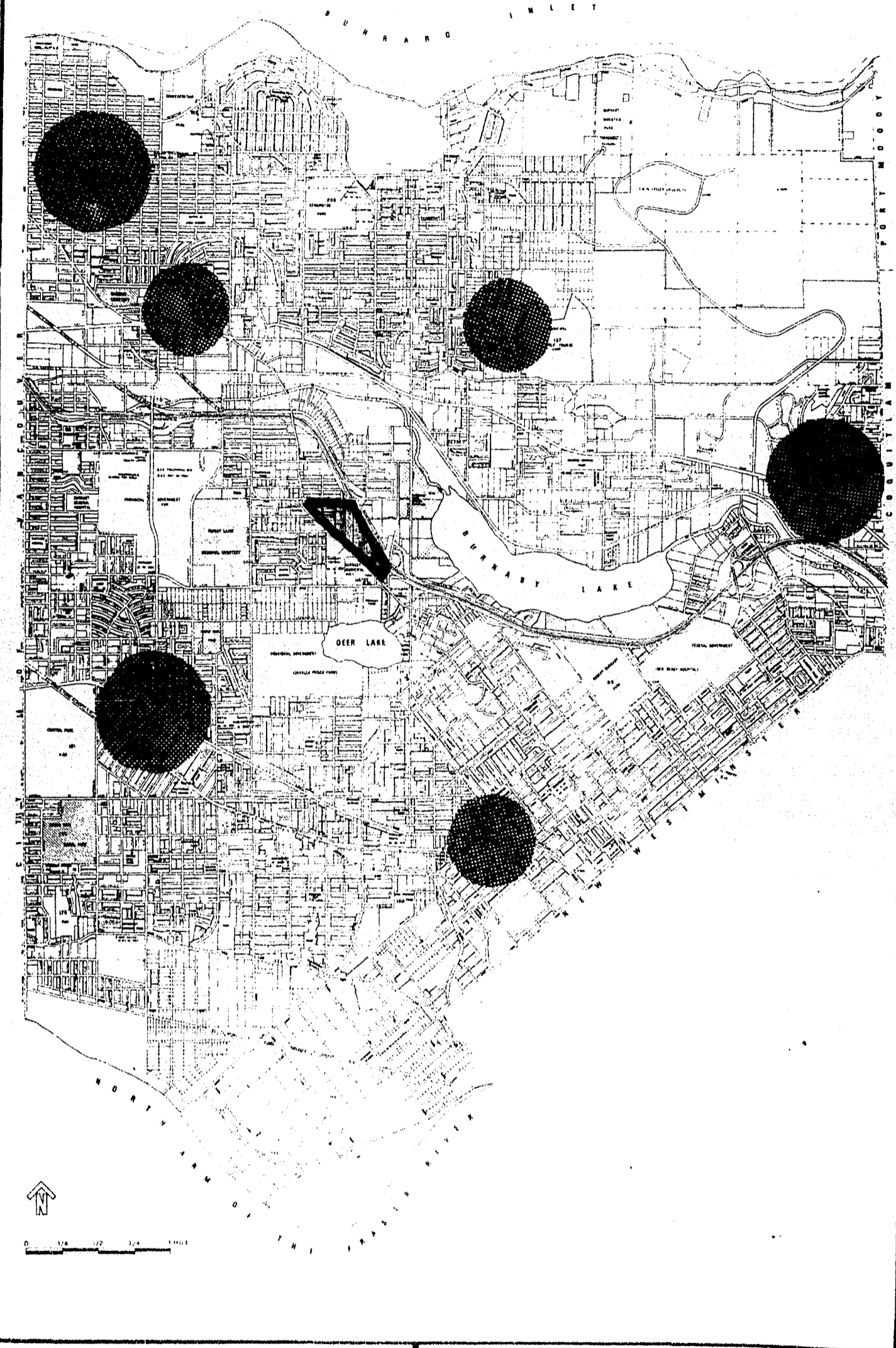
1. Prepare a development concept proposal for the study area which will establish a close relationship between the surrounding parks, cultural buildings, Municipal Complex and nearby residential communities.
2. Obtain Council approval in principle of the development concept in order that implementation may proceed.

C. THE STUDY AREA IN ITS MUNICIPAL CONTEXT

1. Overview

The overall planning concept of Burnaby involves a number of high density core areas comprising residential office and retail centres. These cores are strategically placed throughout Burnaby and bear a close and harmonious relationship to the physical geography of the Municipality, the location of the various major arterials and the proximity of lower density areas such as parks, residential areas, and the various industrial belts. The study area falls within the natural bowl of the Burnaby Central Valley which is unique in a metropolitan area and possesses characteristics that permit a diverse range of outdoor environment and recreational activities.

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The Study Area Relative to
Burnaby Parks & Core Areas.


 CORE AREAS
STUDY AREA

Figure 1

The Central Area is the site of a developing green-belt park complex and civic centre, accommodating the obvious administrative and judicial functions, but more importantly providing a broad range of recreational, cultural, enjoyment and information functions. There are exciting prospects for a 'people-oriented' core at this central location to complement the three first-level commercial cores which are more peripherally located (see Figure 1). The area is achieving identity in this respect as a focal point for citizens' use including sports, general recreation and casual employment, theatre and other entertainment uses, art gallery and art centre facilities and a proposed central library. These varied uses serve to mutually reinforce one another to create a diversified centre within Central Burnaby.

2. Study Area Defined

The specific study area examined in this report termed the 'Central Administrative Area' is a wedge-shaped enclave bounded to the south by Canada Way, to the north by the Trans-Canada Highway to the east by Sperling and to the west by Douglas Road (see Figure 2).

3. Objectives

In order to maintain the desirable low-profile parklike character of the study area in harmony with the Parks, recreational, cultural and civic facilities which make up the green-belt of Central Burnaby, the following objectives are appropriate guidelines for the formulation of the development plan concept:

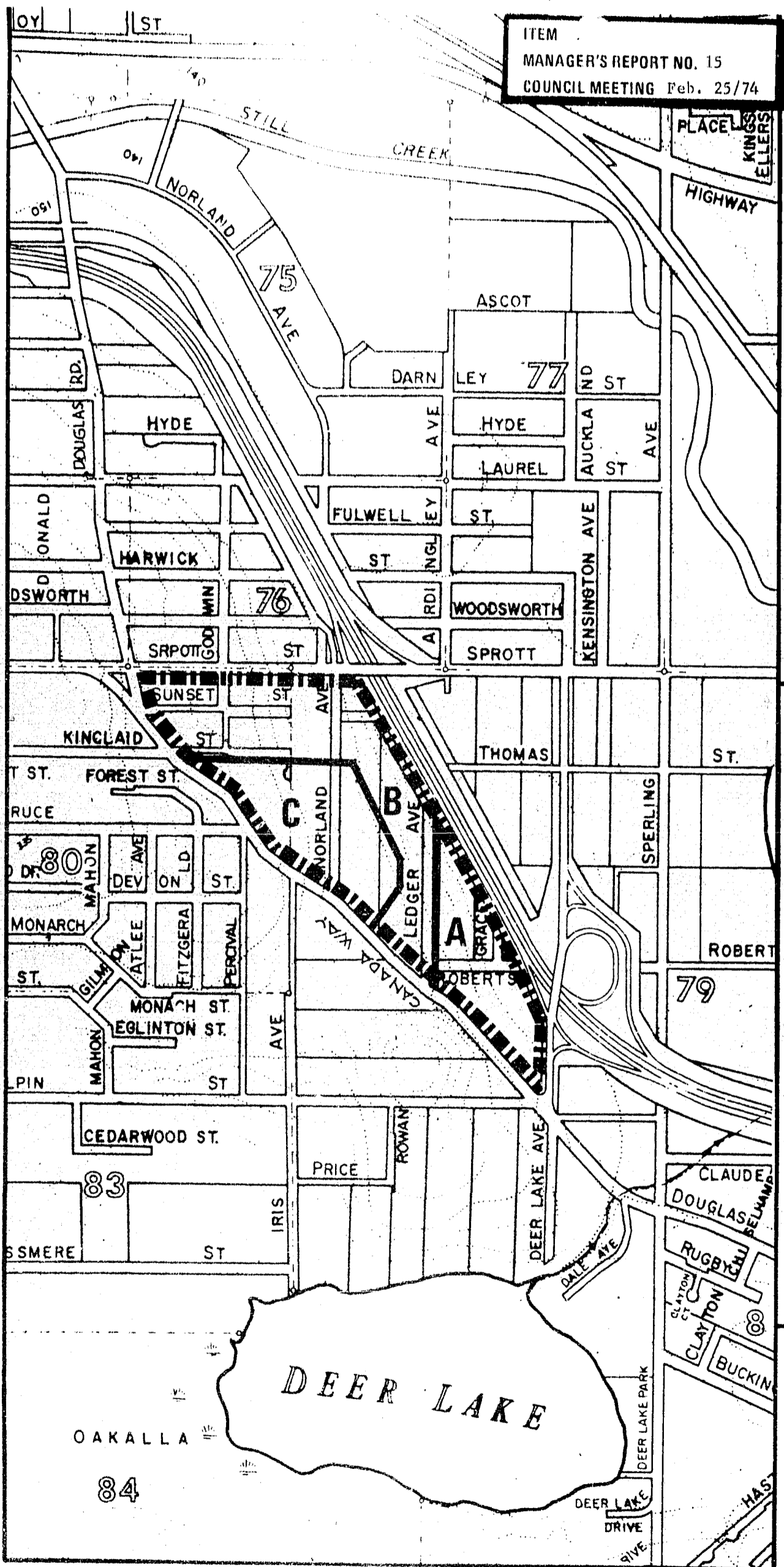
- a. The creation of a development concept for the study area which establishes moderate scale development in harmony with a landscaped parklike setting.
- b. The creation of a visual and functional link with the character of development of the Municipal Complex and the Central Valley recreational grounds.
- c. Views maintained over and through buildings in the study area.
- d. Emphasis placed on facilitating a successful pedestrian environment in and around the study area.

D. ANALYSIS

1. External Influences

The study area is geographically influenced by its surroundings and by the fact that it is strategically positioned close to the main axis of the Burnaby Central Valley. Thus, it commands a unique view in many directions; eastward across Burnaby Lake and the Trans-Canada Highway toward distant Coquitlam and beyond, and north to Burnaby Mountain and the bulk of the Coastal Mountain Range across Burrard Inlet. The study area is situated close to the Valley floor itself so that its distant views are easily attained but at the same time the area is visually prominent from the surrounding higher ground, including the nearby developments on the south side of Canada Way.

The study area lies in close proximity to the diverse range of interests which will be included within the Municipal Complex, the Art Gallery, Heritage Village and Burnaby Central High School on its south side, and is within the



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figure 2

STUDY AREA DEFINED

Proposed building-height sectors



sphere of influence of Burnaby Lake Park with its natural attractions, recreational and sporting facilities. To the west lies a large area of single family residential homes which give way to a belt of manufacturing and industrial uses on the north side of the Trans-Canada Highway.

The fact that the study area is flanked on all sides by major roads tends to isolate the area from convenient pedestrian access to its surroundings. Furthermore, the Trans-Canada Highway constitutes an impediment to direct vehicular and pedestrian access towards the Burnaby Lake park facilities except by use of the Sprott Street overpass.

2. Internal Land Use

The existing land use of the study area and its immediate surroundings is shown in Figure 3. As each land use has its own particular influence on the development concept, a closer examination of these existing uses is pertinent to this analysis.

The study itself slopes moderately down from Canada Way to the continuous flanking bank on the south side of the Trans-Canada Highway. There are a number of large established trees and gardens in the precinct, associated with the area's present predominant use as an older residential housing community. The foundation conditions are generally good throughout the area and will support larger structures.

A majority of the properties within the study area are still older single family houses on lots which in many cases are large by residential standards. For many years the Burnaby Winter Club private arena and curling facility has been situated in its present position and is now at the busy junction of Canada Way and Kensington Avenue. Newer developments, non-residential in nature include the YMCA, the Operating Engineers Buildings, the IBEW Building, the Allstate Insurance Building and new additions to the Dania Home. Three additional sites are currently being considered by the Planning Department for comprehensive development including a proposed senior citizens housing development between Canada Way and Sunset Street west. With the exception of the Operating Engineers Building at 5 storeys, all current structures are in the one to two storey range and are of low visual profile.

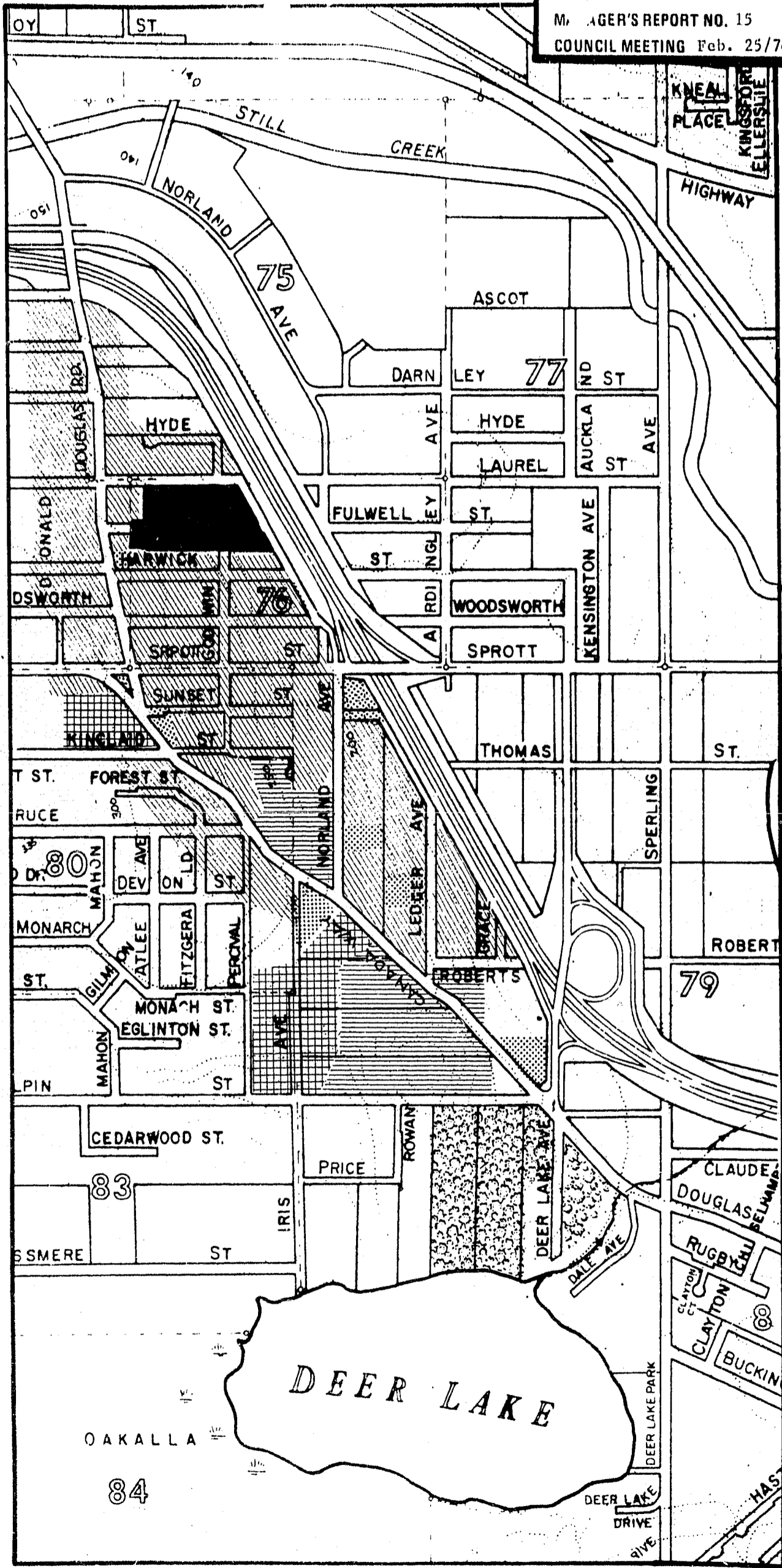
3. Zoning

The Planning Department and Council in line with initial area objectives as described previously, has permitted the establishment of lower density office development in that part of the study area which lies east of Norland Avenue. West of Norland, the Dania Home for senior citizens has added additional facilities to its large property and is zoned under the P5 category. Council is currently considering a rezoning application for a limited dividend senior citizens housing project as mentioned previously under 'Internal Land Use'. The current zoning throughout the area is predominantly R4 Residential (see Figure 4). Ultimately the subsequent rezoning of various properties in the study area will follow the development concept which is accepted by Council, probably by the use of the CD zoning category.

Plate 1
the Study Area 1973

view from the north
showing relationship to
civic centre & Deer Lake.

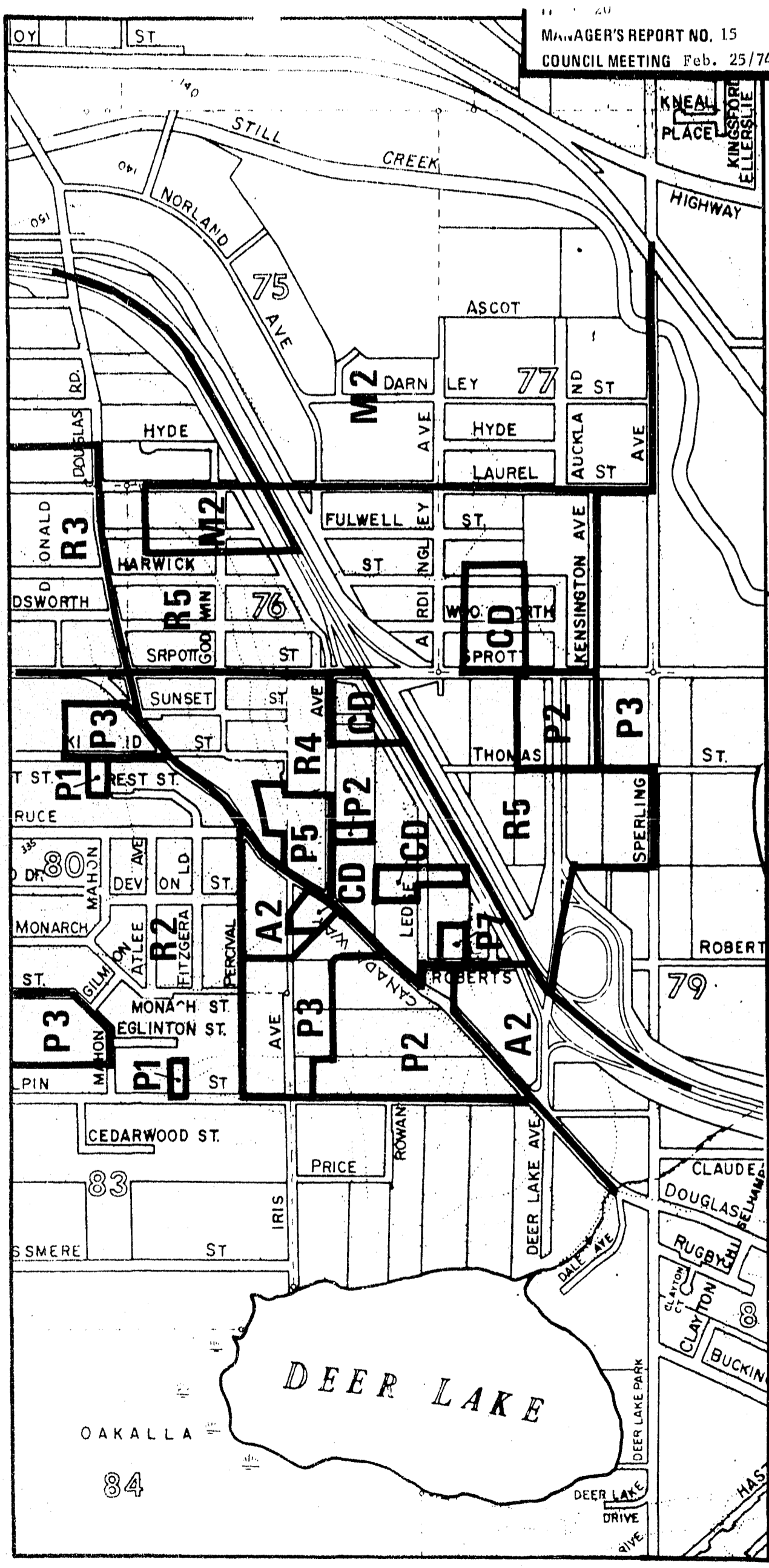




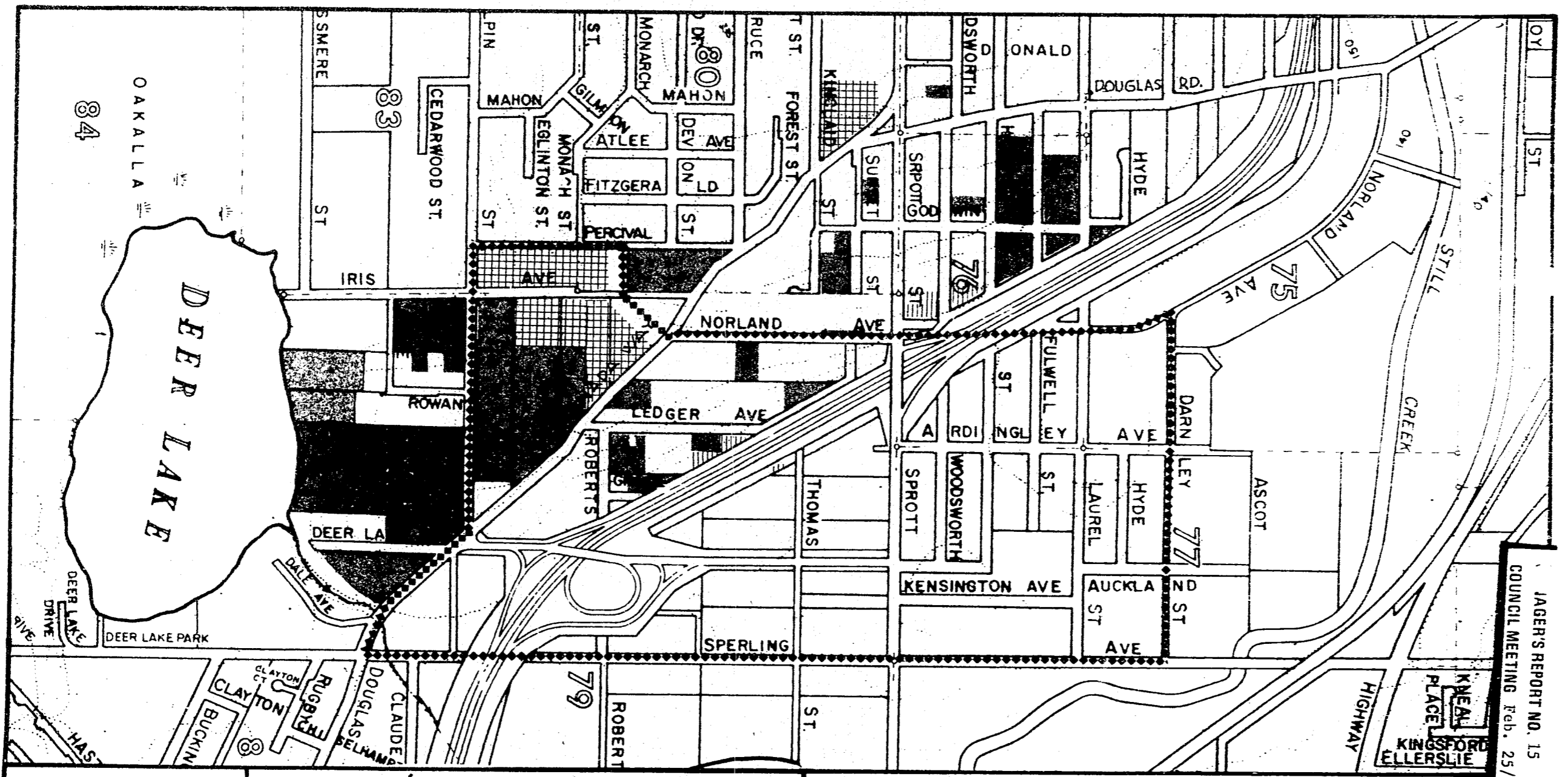
EXISTING LAND USE figure 3

- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- SCHOOLS
- PARKS
- RESIDENTIAL





EXISTING ZONING figure 4



JAGER'S REPORT NO. 15
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EXISTING PROPERTY OWNERSHIP figure 5

- MUNICIPAL
- SCHOOL BOARD
- PROVINCIAL
- AREA SHOWN THIS INCLUDES LAND IN MUNICIPAL ACQUISITION PROGRAM

0 800 ft.

4. Property Ownership

As indicated in Figure 5 most of the land in the study area is privately owned. There are a number of pockets of Municipally owned properties particularly east of Ledger Avenue and south of Sunset Street. In addition there are three small parcels adjacent to the Trans-Canada Highway which are owned by the Provincial Government.

On June 23, 1969, Burnaby Council adopted a resolution to establish a policy for the gradual acquisition of undeveloped land within a defined area in Central Burnaby. This land is to be acquired for assembly purposes "when it becomes available". A segment of the study area (see Figure 5) falls within this acquisition zone and certain properties have thus been included in recent and current Capital Improvement Programs. Council's reason in adopting this land acquisition measure was for the purpose of developing "an administrative and recreational complex in accordance with the plan to develop the Central Area".

5. Roads

Roads now have an important effect upon the study area as the entire enclave is circumscribed by arterial access facilities. Canada Way continues to be a major route between Burnaby and New Westminster and Kensington Avenue connects it with the Trans-Canada Highway. Although the study area bears a relationship to the areas around the Municipal Complex, Canada Way tends to create a physical separation particularly for pedestrian movement between the two areas.

Within the study area, roads for the most part, are to an interim standard with no sidewalks or curbs. Norland Avenue now allows traffic to find a short-cut through the precinct between the Freeway and Canada Way and this road is also currently used by buses. Other roads such as Ledger Avenue, Godwin, Sunset and Roberts Streets now provide only incomplete vehicular links within the area, and there is a large tract flanked by Norland Avenue, Canada Way and Sprott Street which is at present unserved by completed roads. In general terms, it is the roads that will continue to define the areas of potential development and also serve them.

E. DEVELOPMENT PLAN CONCEPT

The development plan concept as illustrated in Figure 6 reflects the desire to create an area of moderately scaled development in a parklike setting related to the surrounding areas, consistent with the objectives of the study. It can be assumed that as a whole area of Central Burnaby develops with its parks and many recreational facilities, the desirability and attractiveness of the study area to potential development will augment its present advantage of ready visual prominence and accessibility to and from the Trans-Canada Highway, several other major Burnaby arterials and the whole of the Burnaby Central Valley.

The development concept can best be explained by considering aspects related to general physical form proposed for the study area followed by a presentation of recommended use categories related to developments and finally proposals on specific details of pedestrian services which will unify developments in the area and relate them to their surroundings.

1. General Physical Form

The development of the Burnaby Civic Centre will have its influence on the study area due to its proximity and related topography and structure. To this end the Municipality should take the initiative in the development of the area to ensure that a high environmental quality is achieved near the civic centre, cultural buildings and parks. At the same time an effort must be made to encourage development which adds activity, interest and variety which will enhance and extend the range of attractions which are provided by recreational, cultural, and civic facilities.

a. Introduction of Concept

In order to achieve this close physical relationship to the civic buildings the concept of open space and predominant landscaping must be carried across into the study area. Buildings must generally bear a close relationship to ground contour and landscaping. It is desirable, where site contour permits to continue the successful idiom of terracing used with the Justice Building. Consistent with the desirability of open landscaped space is the need to ensure that landscaped areas are not only attractive but usable by pedestrians and those who occupy the buildings. This 'carpet of green' should extend itself throughout the area and among its buildings. In conjunction with the open space, a carefully located and sensitively designed system of pedestrian walkways should form a continuous network throughout the area to serve the needs of people who will work in the area or visit it for recreational or business reasons. More detail on the proposed pedestrian walkway system will be presented later in this report.

b. Parking

A vital factor to consider within the objective of maintaining a significant amount of open green space and quality development is the extent of permissible surface parking throughout the study area. The lack of strict control of surface parking lots within the study area would seriously detract from the quality of development, and would be a wasteful and inefficient use of valuable land in the precinct. The following formula is therefore proposed to serve as a guide for establishing the extent of required underground parking for the area:

* Extent of permissible surface parking = 10% of net remaining site after building is located on the site (driveways not included).

The remainder of the required parking would be suitably located underground. Many of the properties located in study area are under the jurisdiction of the Provincial Department of Highways and parking requirements are thus governed by their regulations.

c. Preservation of Views and Building Scale

An important consideration in a concept for this area is the need to preserve much of the unique natural views obtained from this Central Area. Within the study area, building height and bulk should be carefully controlled

so that views may be maintained over and through structures from development outside the study area including the Municipal Complex, Justice Building and facilities in the area of Burnaby Central High School. These views must also be protected for the benefit of buildings within the study area to ensure that development does not compete for exposure and view and as a result block each other out.

A realistic system of maximum heights should be established similar to that advocated in Bruno Freschi's architectural concept for the general area. These height ceilings should bear a close relationship to the height and potential sight lines of the various public buildings and commercial development located within the general area and to the various ground contours within the study area itself.

This report suggests that the study area should be divided into three sectors in order to regulate scale of development and preserve sightlines: (refer to Figure 2)

- Sector A - Located for all those properties on the lower portion of the study area east of Ledger Avenue, where absolute building height is important in preserving views eastward to Burnaby Lake and beyond.
- Sector B - For that area approximately opposite the Municipal Hall between Norland and Ledger Avenue and extending along the lower portions of the study area paralleling the Trans-Canada Highway, where a higher absolute elevation than in Sector A would still ensure that views north across to North Burnaby and the Mountains are maintained.
- Sector C - For the higher sections of land at the westerly end of the study area close to Canada Way, where there is no effect on the sightlines of nearby developments but where building scale remains an important consideration.

Further analysis and the formulation of a detailed Community Plan for the study area will delineate specific height restrictions for the three sectors.

d. Site Coverage and Building Scale

Consistent with the need to create a parklike environment which unifies the 'parkland' concept for Central Burnaby is the necessity to regulate the mass and scale of the buildings to reflect and be in accordance with the controlled scale of development of the other Municipal Cultural and Recreational buildings in the area. To permit the establishment of high density and excessively large scale developments in this precinct of Central Burnaby as a new primary core area would be contrary to the objectives of this report, and contrary to existing policies governing high density 'core' development in the Municipality.

Building scale is a direct function of building height and site coverage. Furthermore, the preservation of open green space in the area is vitally dependent upon the extent to which buildings are permitted to occupy the available ground space.

In order to implement these important considerations of site coverage and scale, the following guidelines are proposed to ensure that the objectives of this report are achieved:

<u>BUILDING HEIGHT</u>	<u>SITE COVERAGE</u> (as percentage of net site area)
1 and 2 storeys	40%
3 storeys	30%
4, 5, and 6 storeys	20%

Buildings in excess of 6 storeys would be contrary to the objective of establishing moderately-scaled development in a parklike setting related in scale to the surrounding parks and civic centre. In addition, larger buildings would severely restrict important sightlines and change the whole character of the area and the parkland concept for Central Burnaby.

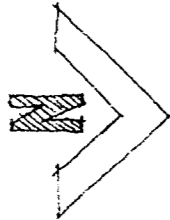
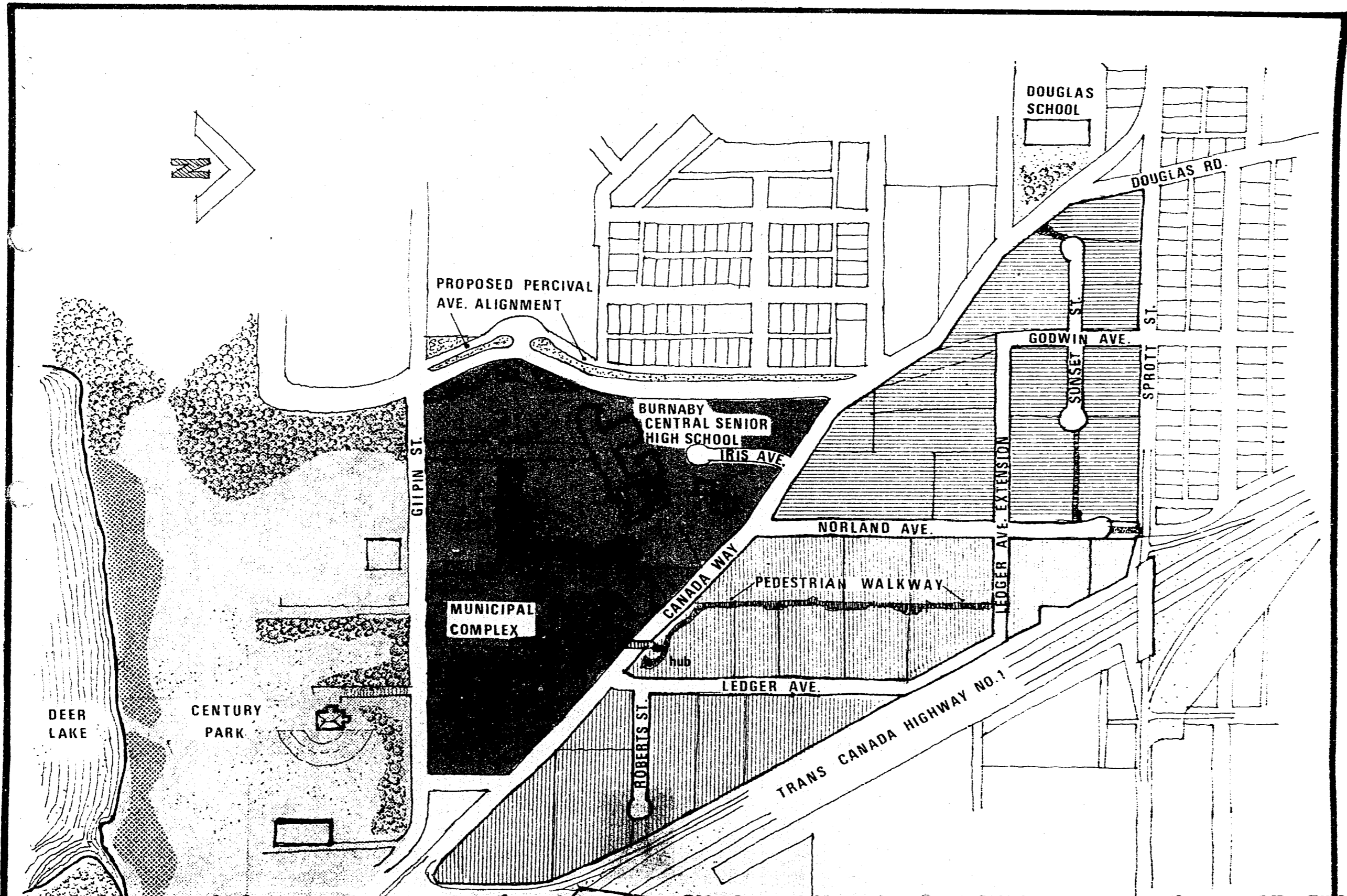
2. Recommended Use Categories

Basically, there are two potential development enclaves within the study area. These can be generally defined as those properties west of Norland Avenue and those east of Norland Avenue.

The areas east of Norland are proposed to be developed for commercial uses under a CD zoning category. This commercial district would predominantly feature quality office buildings and other selected uses in a parklike setting with a high percentage of parking located underground or beneath the structures. Within this commercial component, it is proposed that a 'focal point' be established near the Municipal Hall off Canada Way (see Figure 6). This location calls for variety, interest and activity without compromising the need for quality development, of a tasteful low profile, with open green space and pedestrian orientation. The location of only administrative offices at this hub would be too formal and would not contribute to desirable interest and variety in the area; therefore it is proposed that a limited amount of low profile convenience retail be incorporated into the development schemes for certain key sites which could be readily accessed by the main flow of pedestrians along Canada Way. Further justification for the inclusion of this retail service component is the fact that the region, which will include a large office population and a number of permanent senior citizens residences, now offers none of these required services within walking distance and the demand will increase as the area develops further.

Remaining sites east of Norland not proposed for a commercial-retail component would consist of predominantly administrative buildings with some consideration given to other proposed uses under the P2 zoning category with the exception of public transportation centres and larger sports-oriented buildings such as arenas, rinks, stadiums, gymnasiums and swimming pools.

The sector west of Norland Avenue within the study area is proposed for an extension of the present residentially-oriented Community Institutional uses at a scale designed



DOUGLAS SCHOOL

DOUGLAS RD.

PROPOSED PERCIVAL AVE. ALIGNMENT

BURNABY CENTRAL SENIOR HIGH SCHOOL

IRIS AVE.

GODWIN AVE.

GIIPIN ST.

SUNSET ST.

SPROTT ST.

NORLAND AVE.

CANADA WAY

PEDESTRIAN WALKWAY

MUNICIPAL COMPLEX

LEDGER AVE. EXTENSION

hub

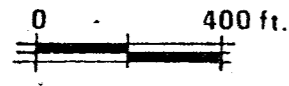
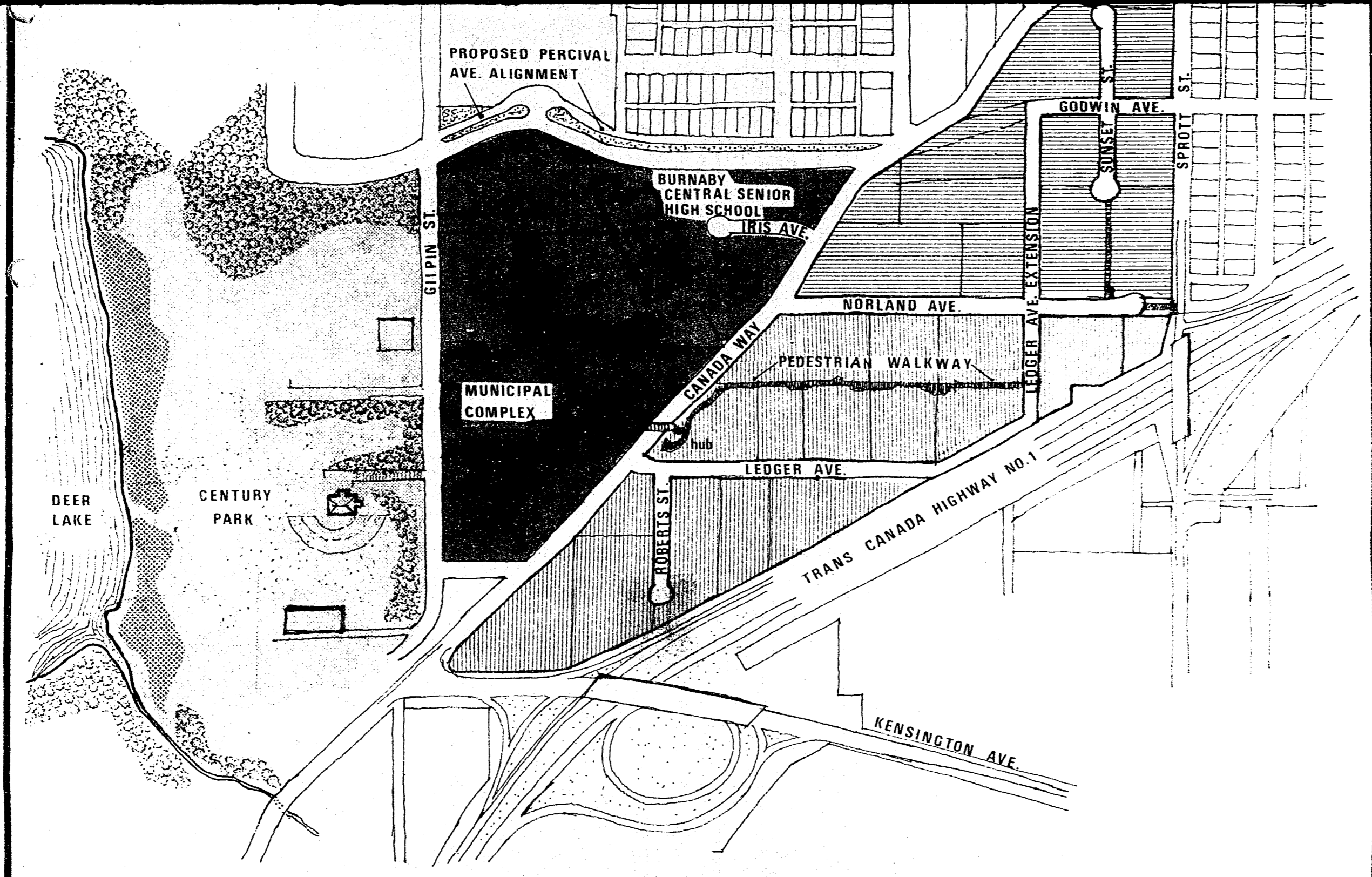
LEDGER AVE.





ROBERTS ST.

TRANS CANADA HIGHWAY NO. 1

DEER LAKE

CENTURY PARK



PROPOSED LAND USE			
	Office-Administrative		Public
	Community Institutional		Parkland

DEVELOPMENT PLAN CONCEPT

figure 6

to serve the surrounding residential neighbourhoods. These uses would largely conform to the present P5 zoning category and would include senior citizens housing, rest homes, churches, children's institutions, and in certain cases low profile private hospitals and public health clinics. These facilities would add a beneficial service to the needs of Central Burnaby. This sector of community institutional uses will also serve as a viable transition between larger scale administrative developments and the surrounding existing communities of single family residences.

3. Pedestrian Services and Vehicular Access

An important component of the planning concept for the study area is the opening up of the area for the use of pedestrians. These pedestrian routes would provide a two-fold benefit (see Figure 6):

- a. They would provide a network of landscaped pedestrian walks to serve all developments within the study area in a manner that will promote their use and separate them from vehicular routes.
- b. They would provide for much-needed links from the study area to surrounding areas, without conflicting with existing peripheral major roads.

It is proposed that these pedestrian paths would follow a continuous 20' easement obtained for the Municipality at the time of successive rezonings within the study area. Furthermore, those properties under rezoning application would be required to bond for and complete these landscaped pedestrian paths as part of the completion of a suitable plan of development.

An important element of the pedestrian system would be a pedestrian bridge over Canada Way near Ledger Avenue which would provide an unimpeded link to the Municipal Complex, the Cultural buildings, and nearby Century and Deer Lake Parks (see Figure 6). This bridge should be an attractively-designed structure oriented north and south spanning Canada Way with approximately 16' clearance in order to allow passage of the largest vehicles. Funding for this facility could come from a development levy placed on all new development within the study area, as well as some cost sharing by the Municipality who would also benefit.

Buildings themselves would cater to pedestrians in preference to vehicles by providing such elements as small plazas, seating facilities, covered entrances, courtyards, lawns, and landscaping all of which would be accessible to public use. Vehicles should be kept away from these areas, and separation of vehicular and pedestrian routes should be an important element in the formulation of a detailed Community Plan.

F. IMPLEMENTATION

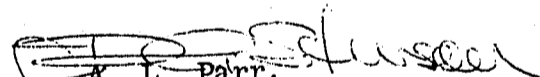
The implementation of the concept will be contingent upon Council's acceptance of this report and its recommendations. This concept will serve as a framework from which a more detailed Community Plan can be developed in the near future, and as a base upon from which to review individual development proposals.

G. SUMMARY RECOMMENDATIONS

It is recommended:

1. THAT the Municipal Council approve in principle the objectives of this report in relation to the study area.
2. THAT the Municipal Council adopt the Development Plan Concept as described within this report and summarized below:
 - a. The study area to feature only moderately scaled, lower profile development in a parklike setting.
 - b. A high standard of building design and landscaping to take place in the area.
 - c. The concept of providing a satisfactory system of landscaped pedestrian walkways to be implemented throughout the study area.
 - d. A well-designed pedestrian bridge to be provided over Canada Way near Ledger Avenue.
 - e. The proposal to provide a high proportion of underground parking with a correspondingly low proportion of permissible surface parking to be implemented.
 - f. In order to preserve important sightlines and control scale of buildings in the area, specific sectors to be created each governed by a maximum building height.
 - g. In order to ensure the objective of low profile and moderately scaled development, buildings are not to exceed 6 storeys above grade and a scale of permissible site coverage shall be applied to buildings ranging in height from 1 to 6 storeys.
 - h. The recommended use categories are to be in the form of administrative offices east of Norland Avenue with a limited amount of service-retail component close to Canada Way. West of Norland Avenue, community institutional uses are to be the acceptable form of development.

Respectfully submitted,


A. L. Parr,
DIRECTOR OF PLANNING.

SJB:cm