

ITEM 19
MANAGER'S REPORT NO. 3
COUNCIL MEETING Jan. 20/75

Re: Rezoning Reference #29/73
Proposed 4-Building Office Complex within the
Central Administrative Area Development Complex
Highfield Holdings Ltd.
(Item 8, Report No. 11, February 11, 1974)

Following is a report from the Director of Planning regarding the proposed development of an office complex north of Municipal Hall on Canada Way.

RECOMMENDATION:

1. THAT the thirteen recommendations contained in the Director of Planning's report be adopted.

* * * * *

PLANNING DEPARTMENT
JANUARY 16, 1975

TO: MUNICIPAL MANAGER
FROM: DIRECTOR OF PLANNING

RE: Rezoning Reference #29/73
N 1/2 Lot 17, Blk. 12 & 13, D.L. 79, Pl. 2298
S 1/2 Lot 17, Blk. 12 & 13, D.L. 79, Pl. 2298
Lot 18, Blk. 12 & 13, D.L. 79, Pl. 2298
Lot 19, Blk. 12 & 13, D.L. 79, Pl. 2298
Lot 38, D.L. 79, Pl. 44330
Lot 1 of Lot 13, D.L. 79, Pl. 2814 conditional
upon addition of Municipal Lots 2, 3 & 16, D.L. 79
including amendments to the existing CD Plan for RZ#55/72
and RZ #72/72 involving Lots 4 and Rem. of Lot 'A'
exc. N. 142', Block 13, D.L. 79

Proposed 4-Building Office Complex for Highfield Holdings

From: Residential District (R4) and Comprehensive
Development (CD)

To: Comprehensive Development District (CD)

Address: 4261, 4287, 4309, 4327, 4361 and 4333 Ledger Avenue
4930, 4940, 4946, 4952 and 4960 Canada Way
4326, 4308 and 4276 Norland Avenue

Applicant: Mr. John M. Quinlan
Highfield Holdings Ltd.
1063 Cambie Road
Richmond, B.C.

1.0 Short Description:

The applicant proposes to develop a 4-building office park with underground parking, for business and professional use.

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2.0 Background:

The subject site involving 9.81 ac. is located within the area covered by the Central Administrative Area Development Concept, directly north of the Municipal Hall across Canada Way.

- 2.1 On May 17, 1973 Council received a First Report on this rezoning which reflected the applicant's proposal at that time to develop a smaller site of approximately 3.42 Acres in the same location involving 4276, 4326, 4308 Norland Avenue and 4960 and 4930 Canada Way. These properties were located on the north-east corner of Canada Way and Norland Avenue (see fig. 1). At this time Council granted approval in principle to this rezoning application for a small two-phased office complex to the CD zoning category based on P2 zoning guidelines and gave the Planning Department authority to work with the applicant toward a suitable plan of development.
- 2.2 On September 26, 1973 Highfield Development Corporation presented a proposal to develop the larger site which appears on the captioned heading of this report and at the same time presented a scale model, design drawings and a prospectus for a plan of development which was found unsuitable by the Planning Department in terms of design and bulk requirements. A report detailing this information was received by Council on February 7, 1974.
- 2.3 Through extended design consultations with the Planning Department the applicant's Architect has presented a development plan for the subject site based on Comprehensive Development Zoning worthy of Council's consideration in line with the requisite development criteria of the Central Administrative Area Development Concept. The proposed development is sympathetic to Council's desire for quality development in a park-like setting within Central Burnaby, displays cardinal orientation and conforms well with other developments in the area including the municipal complex.
- ## 3.0 Proposed Subdivision & Land Exchange
- 3.1 The proposed development involves four separate buildings of similar design theme each occupying approximately 29,200 sq. ft. of ground space.
- 3.2 In order to achieve the desired flexibility in locating the 4 buildings with adequate set backs, internal circulation, courtyards and green spaces, the developer with the support of the Planning Department proposes to amend the existing property lines of the Operating Engineers Site at 4333 and 4361 Ledger Avenue from its present east-west orientation to a slightly larger site oriented north-south parallel to Ledger Avenue.
- 3.3 The existing Operating Engineers Site now zoned Comprehensive Development District is 1.37 acres, and includes a 4-storey office building, an auditorium wing and surface parking for 84 cars. Subject to completion of this rezoning the Operating Engineers have agreed in writing to a land exchange with the applicant for the proposed new 1.73 acre site. (see fig. 2 and fig. 3).

- 3.4 The new site described in (3.3) will not alter existing buildings and their adjacent driveways but will provide the Operating Engineers with a landscaped surface parking area accommodating 103 cars to the north of the present buildings.
- 3.5 The land exchange and new landscaped parking lot for the Operating Engineers as described above require an amendment to the existing CD plan for this property which Council is being asked to consider at this time, incorporated in the subject rezoning.
- 3.6 The applicant's site area is 8.09 acres excluding the proposed new Operating Engineers site. This area is proposed for subdivision into four properties each with its own building, underground parking and services. This will enable the developer to arrange independent sale of each developed property if he chooses.
- 3.7 The applicant proposes to construct the office complex in four phases. The developer will be required to deposit the necessary funds to cover the cost of servicing the overall CD site prior to Final Adoption of this rezoning and when he desires to subdivide the large CD site into any of the four proposed subdivided smaller portions he will be required to submit any further legal easements, servicing designs and deposit of funds necessary to make the subdivision suitable as deemed necessary by the Municipality prior to subdivision being granted.
- 3.8 The applicant must submit at this time suitable plans showing the details and extent of the work proposed for each of the four phases.

4.0 Summary of Project

4.1 Site area taking into account proposed land exchange

a) Highfield's (subject rezoning)	-	352,700 sq. ft.
b) Operating Engineers (amended site)	-	74,548 sq. ft.
TOTAL		427,248 sq. ft.

4.2 Site coverage - 127,856 sq. ft. or 33% (considering the proposed buildings on Highfield's site and the existing Operating Engineers buildings). Guideline site coverage under Central Administrative concept = 30%.

4.3 Gross floor area provided:

Building 1	83,633 sq. ft.	
Building 2	91,733 sq. ft.	
Building 3	82,070 sq. ft.	
Building 4	133,514 sq. ft.	
Commercial space	13,100 sq. ft.	
Sub Total	404,050 sq. ft.	(gross) (Highfield's site)
Operating Engineers Building	29,024 sq. ft.	(gross)
TOTAL	433,074 sq. ft.	(gross floor area all buildings)

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4.4 F A R (both sites) - $\frac{433,074}{427,248}$ = 1.013

(maximum allowable under P2 zoning is 2.0)
 (Central Administrative Area Development concept
 calls for a guideline maximum FAR of 1.1).

4.5 Parking: (proposed)

a) Highfield Site

Building 1 Site	-	253	spaces (@ 1 per 400 sq. ft. gross)
Building 2 Site	-	229	" "
Building 3 Site	-	205	" "
Building 4 Site	-	333	" "

Total - 1020 cars.
 (990 - cars proposed underground)

b) Proposed new Operating Engineers Site - 103 surface spaces.

TOTAL - both sites 1123 cars.

Parking spaces required (Burnaby Bylaw) - 888 cars.

Nine suitably screened truck loading spaces are provided as required. Vehicular access provided from Ledger and Norland Avenues only.

4.6 Facilities Provided:

4.6.1 General: - 390,950 gross sq. ft. of multi-tenant office space in four buildings.

- Central cores of washrooms, elevators in each of four buildings.

- Air Conditioning

- Underground parking.

4.6.2 Communal - Landscaped courtyards and plazas
 - convenience commercial space (see 5.2)
 - pedestrian bridge across Canada Way terminates on this site.
 - some outdoor sculptures are proposed

5.0 General Comments:

5.1 The applicant's Architect has submitted a development proposal for four moderately scaled low profile office buildings expressing a common design theme utilizing a uniform facade of fine ribbed precast concrete panels and glass.

5.2 The proposal calls for approximately 390,950 sq. ft. of office space and 13,100 sq. ft. of quality commercial space geared to pedestrian access at grade level to serve the needs of office workers and residents in this immediate area.
 The commercial space as proposed will include:

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4,000 sq. ft. Bank	1,000 sq. ft. Travel Agent
2,000 sq. ft. Licenced Restaurant	1,000 sq. ft. Finance Company
1,000 sq. ft. Cafeteria	1,000 sq. ft. Gift Shop
1,000 sq. ft. Dry Cleaners	1,000 sq. ft. Tobacconist-Book store

This commercial space will be closely related to major pedestrian routes and plaza courtyards within the site rather than oriented toward street frontages.

- 5.3 Pedestrian access to the site will be from sidewalks on Ledger and Norland Avenues and Canada Way as well as by a major pedestrian bridge authorized by Council to cross Canada Way thus linking the Central Administrative Area and this key site to the nearby parks and Municipal and Cultural buildings to the south.
- 5.4 Major public pedestrian access through the site is accommodated by a 20' wide easement for a landscaped pedestrian concourse. This will link the pedestrian bridge outlined in (5.3) with the developing landscaped pedestrian walkway located mid block between Ledger and Norland Avenues which is being provided by new developments north of the subject site. The subject development includes a network of paved pedestrian walkways passing through landscaped areas and treed courtyards which will accommodate a full range of public pedestrian grade-level access throughout the site.
- 5.5 The proposed site includes three Municipal properties - Lots 2, 3 and 16 of D.L. 79 (see fig. 2) which are .65 acres, .41 acres and .895 acres respectively. The developer has purchased or acquired Agreement for Sale on the balance of the subject site. In order for this rezoning to proceed, Council must agree in principle with the sale of these three lots and authorize the Municipal Land Agent to negotiate the sale of these properties with the Developer subject to their inclusion in the overall CD Plan and their consolidation with the neighbouring properties. Recommendations by the Municipal Land Agent on the proposed sale price will be presented to Council at a later date.
- 5.6 The applicant's development plans have allowed for a possible future widening of Canada Way by providing 30 & 60-foot setbacks fronting this major arterial. In order to accommodate increases in traffic as a result of this and other office developments in the Central Administrative Area the applicant consistent with overall road plans for this area will upgrade Ledger and Norland Avenues fronting the subject site and the Operating Engineers site to a 46' paved standard.
- 5.7 In order to facilitate future widening of Canada Way the applicant will be required to dedicate a 10' wide strip of his property along the entire Canada Way frontage. A further dedication by the developer of approximately 2080 sq. ft. of Lot 1 fronting Ledger Avenue is required in order to provide an improved 90° intersection of Ledger Avenue with Canada Way.
- 5.8 The subject site is within the area of jurisdiction of the Department of Highways which have agreed in principle to this development on the basis of 1 car parking stall per 400 gross sq. ft. of office space.

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- 5.9 The Municipal Engineer is preparing an estimate for the cost of providing services to this development as four subdivided sites under a common CD plan on the following basis:
- 5.9.1 Providing sanitary, storm water and water supply to the four subdivided sites within the overall CD plan
 - 5.9.2 Providing post top lamp standards for Ledger and Norland Avenue frontages and the major pedestrian easement through the centre of this development
- 5.10 The developer will be required to relocate underground the existing telephone lines and poles fronting the property on the entire Canada Way frontage.
- 5.11 The applicant as with other developments in this area will be required to contribute a share of the cost of providing a pedestrian bridge across Canada Way at Ledger Avenue as delineated in the Central Administrative Area Development Concept and as detailed in Manager's Report No. 49 which Council adopted on July 8, 1974. The contribution for this development will be based on a rate of 11.85¢ per gross sq. ft. of floor space and the full amount will be contributed prior to Final Adoption on the basis of "Moneys in Trust" toward construction of this facility.
- 5.12 A suitable easement agreement will be drawn up to ensure right of public access from the northern terminus of the pedestrian bridge on the subject site to public sidewalks on Canada Way and Ledger Avenue as well as the 20' wide mid-site walkway easement detailed under (5.4).
- 5.13 The applicant has presented a development proposal which requires further work on some details including a suitable design for the northerly terminus of the pedestrian bridge on the subject site, some details of services connected with the proposed subdivision and a more complete and detailed landscaping scheme. However, the development plan submitted to date is sufficiently complete and acceptable at this time to warrant Council's consideration. The applicant's Architect understands that a complete and detailed suitable plan of development will be submitted prior to the Public Hearing.

6.0 RECOMMENDATIONS:

It is recommended

- 6.1 THAT Council receive the report of the Planning Department and request that a rezoning Bylaw be advanced and that the rezoning be advanced to a Public Hearing to be held on February 18, 1975.
- 6.2 THAT Council authorize the Municipal Land Agent to negotiate the sale of the three municipally-owned lots proposed for inclusion in the subject site.
- 6.3 THAT Council establish the following as prerequisite to the completion of the rezoning;

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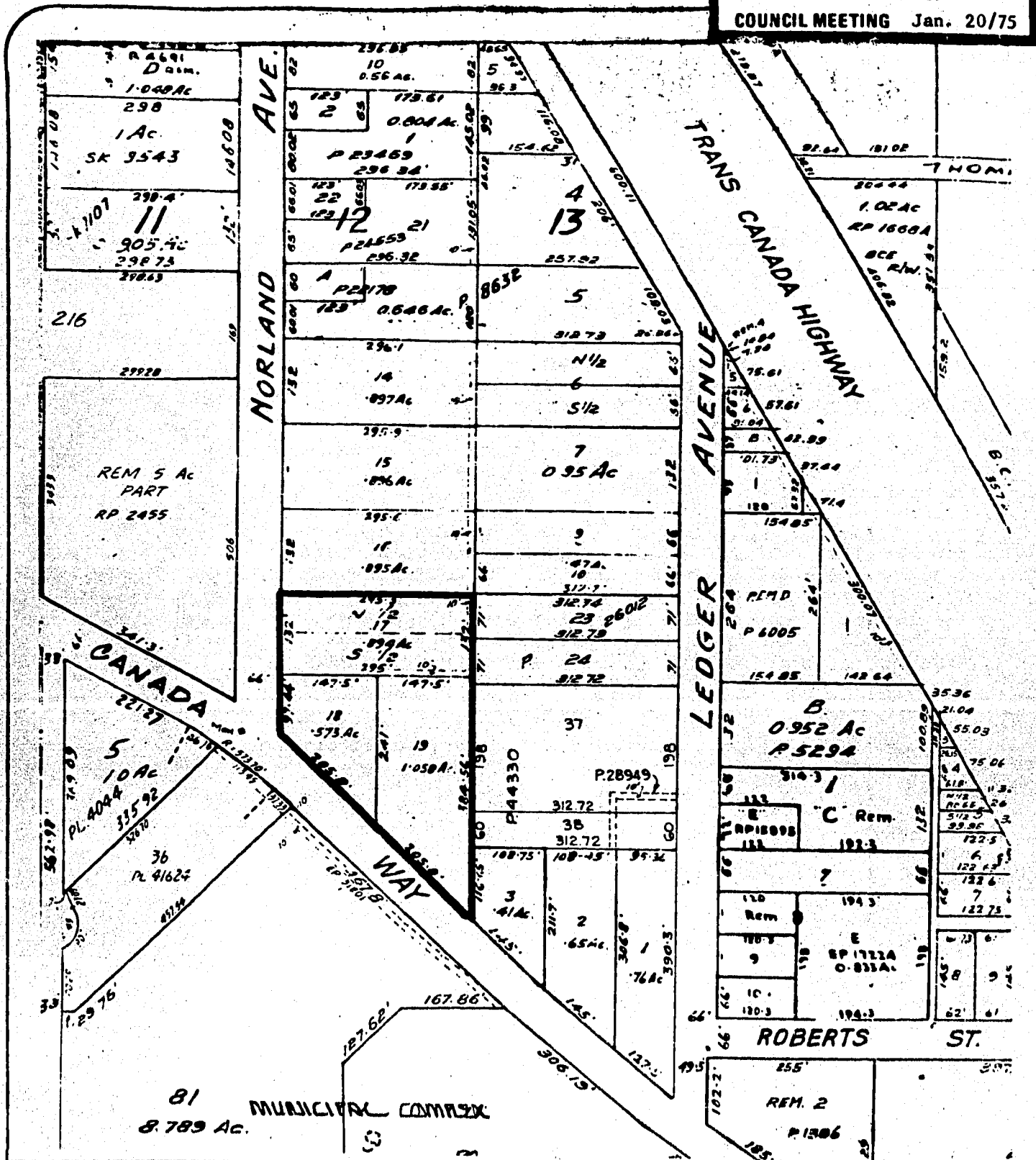
- 6.3.1 The submission of a complete and suitable plan of development for the overall CD site including the Operating Engineers property.
- 6.3.2 The deposit of a Bank Letter of Credit sufficient to cover the cost of services including roads, sidewalks, storm and sanitary sewer, water, fire hydrants and ornamental post top lamps as required by the Municipal Engineer.
- 6.3.3 The deposit of 'Money in Trust' to contribute on the basis of gross building square footage for all new construction toward the cost of completing a pedestrian bridge over Canada Way at Ledger Avenue.
- 6.3.4 All electrical and telephone services to be placed underground throughout the development including existing telephone pole lines fronting the subject site on Canada Way.
- 6.3.5 Dedication of the necessary property on the Ledger Avenue frontage to complete this road as required by the Municipal Engineer and dedication of a 10' wide portion of the subject site along the entire Canada Way frontage to allow for future widening of Canada Way.
- 6.3.6 The provision of the necessary easements through the site as required.
- 6.3.7 The submission of a written agreement from the Operating Engineers Union to all details of the proposed land exchange, the applicant's development plans and the provisions laid out in this report.
- 6.3.8 Consolidation of all portions of the subject site, and the submission of suitable subdivision plans and easement agreements as outlined in this report.
- 6.3.9 Substantial completion of engineering design drawings for site services to the approval of the Municipal Engineer prior to Final Adoption.
- 6.3.10 An undertaking to guarantee the removal of all existing structures on the site within six months of the rezoning being completed, but in any event not prior to Third Reading of the Bylaw.


A. L. Parr
DIRECTOR OF PLANNING

SJB:ea

Attachments

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Date
JAN, 1975

Scale
1" = 200'

Drawn By
SJB.

Fig. 1

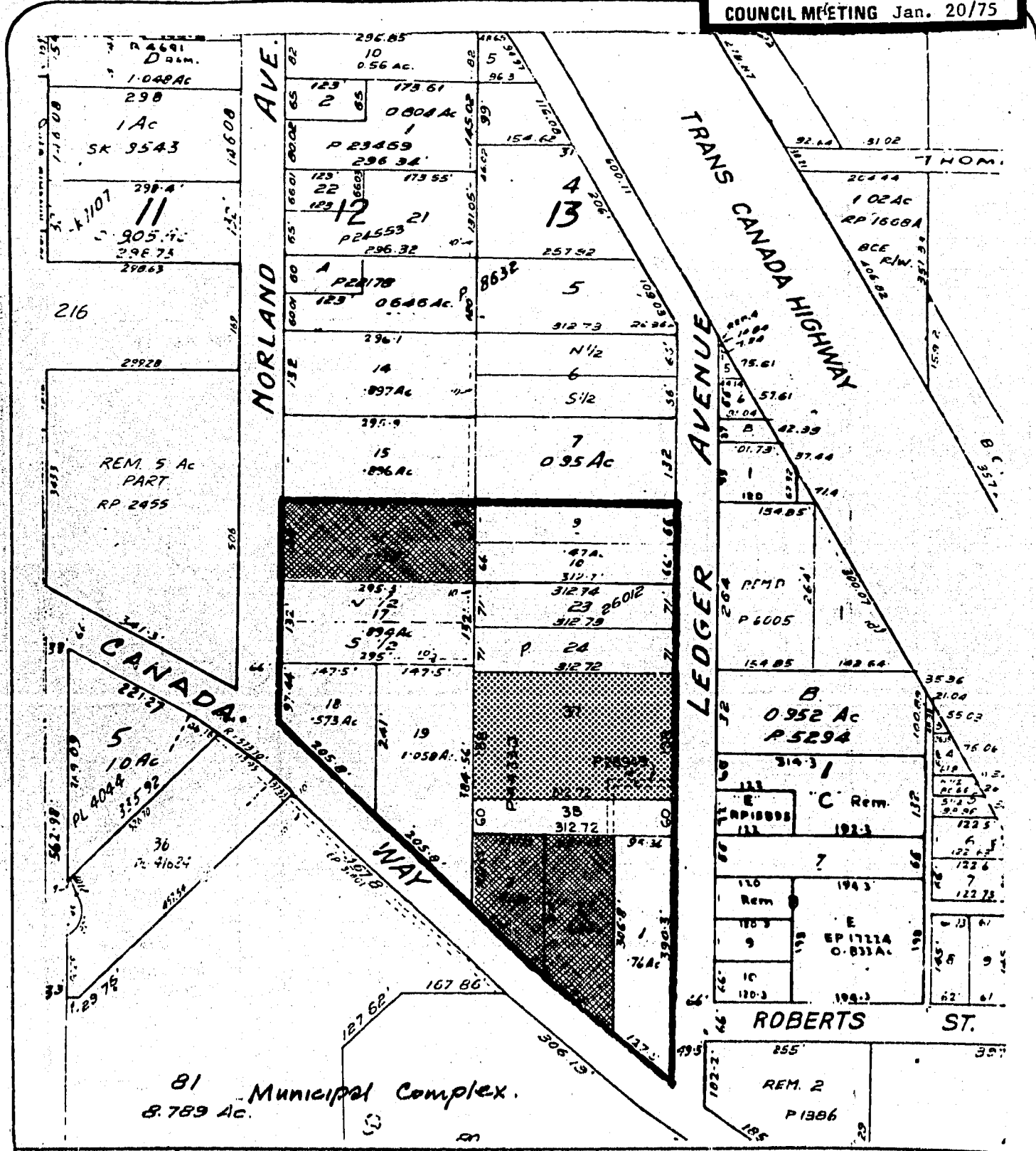
Burnaby Planning Department

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N

ZONING REFERENCE #20/73.

ORIGINAL SMALLER SITE PROPOSED FOR DEVELOPMENT.

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Date
 JAN 15/75




Scale
 1" = 200'

Drawn By
 SJB.

Fig. 2

Burnaby Planning Department

REZONING REF. #29/73.

- KEY:
-  SUBJECT SITE
 -  EXISTING OPERATING ENGINEERS' LOT.
 -  MUNICIPAL PROPERTY.

