

ITEM	13
MANAGER'S REPORT NO.	67
COUNCIL MEETING	90/11/05

TO: MUNICIPAL MANAGER

1990 OCTOBER 31

FROM: DIRECTOR PLANNING &
BUILDING INSPECTION

SUBJECT: REZONING REFERENCE #24/90
4405 NORFOLK STREET

PURPOSE: To provide information requested by Council regarding the density for a proposed office building.

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RECOMMENDATION:

- 1) THAT staff be authorized to work with the developer towards a plan of development for an office building at 1.5 F.A.R. net density upon the vacant lot at 4405 Norfolk Street.

R E P O R T

1.0 BACKGROUND:

Council tabled a rezoning application report on 1990 May 28 which sought authority to work with the developer on a suitable plan of development for a CD zoned site at 4405 Norfolk Street. The developer has made a presentation to Council in support of his request for a 1.99 F.A.R. density averaged over this lot and a second already developed lot to the north at 4370 Dominion Street rather than the 1.50 F.A.R. contained in the staff recommendation. A copy of the original report is attached as an appendix to this report.

On 1990 September 04 Council heard the delegation from Mr. T. Thompson, the Architect, and requested a report from staff on the proposals made by the applicant in terms of the existing land use designation, building heights and density of development on lands in this area.

2.0 ROLE OF THIS SITE IN THE CONTEXT OF BURNABY'S PLANS:

In terms of Burnaby's commercial framework in the Official Community Plan (1987), the Willingdon Avenue/Trans Canada Highway area is designated as one of the suburban business centres which are to be complementary to Metrotown and to the primary high density town centre areas such as Lougheed, Brentwood and Edmonds. The two suburban office areas are to be the Willingdon Avenue area and the Central Administrative area. These lower density suburban office areas are related to the freeway location, and are not as well serviced with transit, commercial and high density residential facilities as the town centres.

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The role of these areas is to provide an alternate office area to the town centres and Metrotown. It is not the purpose of this area to compete with the nearby centres at Brentwood and Metrotown in terms of development densities but rather to provide a lower profile, low suburban office setting in the Central Valley.

Examples of these types of office developments in this area include 143
Willingdon Business Park, Willingdon Green Business Park and Eastbrook Executive Office Park. These sites are developed to densities below a 1.00 Floor Area Ratio. The most recently constructed example in the area is the four-storey B. C. Cellular head office development at Canada Way and Willingdon Green, which has a Floor Area Ratio of 0.87. By way of comparison, the subject proposal that has been put forward for the site at 4405 Norfolk would produce a density almost triple that of the B. C. Cellular site.

3.0 CURRENT PROPOSAL SUBMITTED BY THE DEVELOPER:

3.1 DENSITY

The presently-adopted CD zoning for the undeveloped site at 4405 Norfolk Street provides for a four-storey office building approximately 48 ft. above Norfolk Avenue grade, with a density of 1.42 F.A.R. (43,000 sq. ft. G.F.A.)

This building was to be the second phase of Rezoning Reference #31/76A which involved the now developed lot at 4370 Dominion Street (Phase 1) and the subject lot at 4405 Norfolk Street which has remained vacant. The first phase six-storey building constructed on the northerly lot at 4370 Dominion Street is at a density of 1.56 F.A.R. The applicant now wishes to develop the vacant lot to a higher density than is presently permitted by requesting that the 1.99 F.A.R. be permitted on the two lots considered together. This effectively would represent a density transfer from a developed site to a vacant one. The proposal to develop 4405 Norfolk Street with a seven storey building with a height of approximately 84 feet above Norfolk Street would result in a density of 2.60 F.A.R. on that lot (78,900 sq. ft. G.F.A.). This density is approximately 73% greater than the 1.50 F.A.R. that has been recommended for this area.

It is important to note that the two lots are adjacent but separate independent lots under separate title and ownership. If treated separately, the maximum development at 1.50 F.A.R. for the vacant lot would be 45,500 sq. ft. If an amendment to the current CD zoning is to be considered, it should be recognized that it deals with the vacant lot only, as permitting increases of density on developed sites provides a precedent which would represent an "ad hoc" increase in density. The transfer of density from one site which is presently already developed to a 1.56 F.A.R. to the vacant lot is considered artificial and unreasonable.

3.2 BUILDING HEIGHT COMPARISONS

The applicant is requesting approval for a building which would be seven storeys tall or approximately 84 ft. high, assuming a floor to floor height of approximately 12 ft. This site lies one block north of Canada Way and is approximately 12 to 14 ft. lower than the elevation of Canada Way. The present buildings along Canada Way in this area are one to two storeys tall.

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Other office buildings in this general area are in the four to six storey range including the Central Place building to the north of this lot (six storeys), the terraced Dominion Directory building (five storeys) and the B.C. Cellular buildings which are under construction (four storeys). The Villa Hotel tower should continue to be considered a singular landscape element acting as an identification point for this important Willingdon/401 interchange accessing both Metrotown and the Brentwood Town Centre, but should not be considered representative of an appropriate type of building development for this portion of the Willingdon Corridor, nor in particular for the Central Valley.

For the purposes of this discussion, and except as otherwise noted, the floor height in storeys reflects an assumption that each floor would be 11,500 sq. ft. in area. This roughly reflects the architect's proposal. A smaller area per floor with a correspondingly taller building could be considered as an option.

3.3 SUMMARY

For comparison purposes, the following summarizes the building configurations and densities that would result from development under the existing CD zoning, the developer's proposal, and the recommended development that could be supported if an amendment to the present CD plan is to be considered.

	BUILDING HEIGHT	PROPOSED FLOOR AREA	F.A.R. (4405 NORFOLK)	F.A.R. OVERALL * (CONSIDERING BOTH SITES TOGETHER)	COMMENT
1. EXISTING CD ZONING	4 storeys	43,000 sq. ft.	1.42	1.50	Reflects exist- ing approved CD Plan
2. APPLI- CANT'S PROPOSAL	7 storeys	78,900 sq. ft.	2.60	1.99	Significantly exceeds guide- line for density (by about 73%)
3. ALTERNAT- IVE TO EXISTING CD ZONING AS RECOM- MENDED	4 storeys	45,500 sq. ft.	1.50	1.53	Can be sup- ported based on appropriate density standards for this area; reflects acceptance of 1.50 F.A.R. density on the 4405 Norfolk property per se

* FOR REFERENCE AND COMPARISON PURPOSES ONLY,
AS THE NORTHERLY SITE IS ALREADY DEVELOPED TO
1.56 F.A.R. AND IS NOT PART OF THE AMENDMENT
APPLICATION.

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4.0 CONCLUSION:

Upon reviewing the arguments put forward by the applicant for higher density, staff remain convinced that it would be inappropriate to entertain a transfer of density to or approve an increase in density on the remaining undeveloped lot as requested. It would also be inappropriate to change the policy role and image of this industrial office park area beyond the level previously recommended and approved. However, recognizing that 4405 Norfolk Street is a separate lot under separate title, staff are prepared to recommend that a maximum density of 1.50 F.A.R. be permitted through rezoning of the presently vacant lot.

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MLP
BR/KI:ap

Attach.


A. L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

THE CORPORATION OF THE DISTRICT OF BURNABY

PLANNING & BUILDING INSPECTION
 REZONING REFERENCE #24/90
 1990 MAY 28

ITEM #7

1.0 GENERAL INFORMATION:

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- 1.1 Applicant: T. Thompson
 Urban Design Group Architects Ltd.
 210 - 18 Gostick Place
 North Vancouver, B.C.
 V7M 3G3
- 1.2 Subject: Application for the rezoning of:
 Lot 51, Block 70, D.L. 37, Plan 62993
 From: CD Comprehensive Development District
 (based on C1, P2 guidelines)
 To: "Amended" CD Comprehensive Development
 District (based on C1, P2 guidelines)
- 1.3 Address: 4405 Norfolk Street
 (Refer attached sketch #1)
- 1.4 Location: The subject site is located on the north side
 of Norfolk Street between Sumner Avenue and
 Willingdon Avenue north of Canada Way. It is
 adjacent the east side of the Villa Hotel
 parking structure.
- 1.5 Size: The site is approximately 2,818 m²
 (30,333 sq. ft.) in area with a frontage on
 Norfolk Street of 70.23 m (230 ft.) and a depth
 of 40.27 m (132 ft.).
- 1.6 Services: The Director Engineering will be requested to
 provide all relevant servicing information.
- 1.7 Rezoning Purpose: The purpose of the proposed rezoning bylaw
 amendment is to permit the development of an
 office building.

2.0 NEIGHBOURHOOD CHARACTERISTICS:

- 2.1 This site is the last vacant lot situated in the block bounded by
 Sumner Avenue, Dominion Street, Norfolk Street and Willingdon
 Avenue. To the west is the Villa Hotel parking structure, to
 the north is an existing six-storey office building (Central
 Place), while to the east is the five-storey (Dominion Directory)
 building adjacent Willingdon Avenue. Across Norfolk Street,
 there are one and two storey office and light industrial
 buildings. Further north across Dominion Street lies the Villa
 Hotel tower.

3.0 BACKGROUND:

- 3.1 This site is the southern half of a larger development site that
 was previously rezoned as part of Rezoning Application #31/76A.
 Two buildings were approved for the site: one facing Dominion
 Street to the north which was constructed and is known as
 "Central Place" and a second, as yet unbuilt, was proposed facing
 Norfolk Street.

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The current owners have now indicated that they wish to proceed with the construction of an office building on this vacant lot. They have, however, applied to amend the zoning on the lot to raise the Floor Area Ratio from 1.50 under the existing CD zoning to 1.99 to accommodate a larger building.

4.0 GENERAL COMMENTS:

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4.1 ROLE OF THE CENTRAL VALLEY IN BURNABY

The Central Valley of Burnaby, west of Burnaby Lake, remains one of the primary industrial districts in the municipality, while the two higher ridges including Metrotown, Edmonds, Lougheed and Brentwood represent the higher density, more urban areas in Burnaby.

This industrial area is evolving towards lighter, more compact industrial operations with a higher proportion of suburban office uses. This is the result of the proximity of the Central Valley to the regional business centre of downtown, the centrality of the area in the region and the proximity of the Trans Canada Highway. Burnaby has accommodated and supported this trend to more intense use of Central Valley lands complementary to Metrotown and the Brentwood Town Centre through such suburban office/industrial parks as Imperial Square, Eastbrook Executive Park, the Central Administrative area, Willingdon Green, Willingdon Business Park and the Dominion Bridge lands.

In these suburban office settings, density ratios are in the range of 0.87 for the B. C. Cellular office in Willingdon Green Executive Park (a municipally-developed office park), and in Willingdon Business Park while densities as high as 1.20 have been supported for one hotel site on the proposed Eastbrook Executive Park. Other office districts such as the Central Administrative area have densities in the range of 1.0 for the existing and proposed buildings. A density of 1.0 F.A.R. maximum is the basic guide for the Central Valley.

4.2 RELATIONSHIP OF THE DOMINION/NORFOLK AREA TO THE CENTRAL VALLEY

The mixed office/industrial area developed between the freeway, Canada Way, Gilmore Diversion and Willingdon Avenue has been partly redeveloped with a mix of M1, M5 and CD zoning. Some of the buildings built in the late 1970's utilized P2 Administration and Assembly District zoning in conjunction with the CD zone guidelines. While the P2 zone allows for densities of up to 2.50, the building sites rezoned in the Dominion/Norfolk area in the 1970's utilized 1.50 F.A.R. ceilings within the CD zone framework.

The M5 zone permits a building height of 12.0' m (39.37 ft.) compared to the 37 m (121.39 ft.) in the P2 zone. The maximum site coverage in both zones is 50%. The usual effective maximum theoretical Floor Area Ratio in an M5-zone based upon a three-storey building is in the range of approximately 1.5. This higher density is not likely to be reached in any of the other office development areas in the Central Valley.

The previous approval on the subject site of basically 1.50 F.A.R. reflected Burnaby's desire to attract office development to this area and to utilize facilities and business amenities offered by the nearby Villa Hotel, while not reaching densities and primary office developments more suited to town centre locations and contexts.

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The Dominion Directories building was approved at 1.50 F.A.R. The buildings at 4240 Manor Street, (M5 zone), has a Floor Area Ratio of 1.50 or less, while the building at 4299 Canada Way, (CD zone), has a Floor Area Ratio of approximately 1.10. The parking structure for the Villa Hotel is an anomaly which was related to the construction of the singular Villa Hotel tower.

4.2 CENTRAL VALLEY DENSITIES - CONCLUSIONS

In general, the Central Valley has maximum office densities of 1.00 F.A.R., while a few sites adjacent to this development site in the Dominion/Norfolk area are developed to 1.50 F.A.R. and represent a small pocket of higher density. The low land industrial areas in the various business parks are generally limited to a Floor Area Ratio of 1.00 for the office uses. This includes the Central Administrative area which is another auto-oriented suburban office area.

The primary urban centres of the Municipality are encouraged to develop to densities higher than 1.5 F.A.R. for office use to provide a concentration of employment opportunities and administrative offices for firms in these highly serviced areas where high levels of public transit and related urban amenities such as shops, entertainment and other urban services are available.

In the Central Valley outside the town centres, the intensity of development should be maintained generally at 1.00 Floor Area Ratio maximum for the office and light industrial uses and up to a maximum F.A.R. of 1.5 related to special conditions or uses such as in the subject area, in the vicinity of the Villa Hotel.

In the case of the subject site which presently has an existing permitted higher density of basically 1.50, no further change is recommended. The relatively small size of this site and the fact that it is of an "infill" nature does not, in the opinion of staff, warrant an increase in this density to the 1.99 F.A.R. requested.

5.0 RECOMMENDATION:

- 5.1 THAT staff be authorized to work with the developer towards a plan of development for an office proposal not exceeding the density of 1.5 F.A.R. currently approved for this site.

And

BR:ap

Attach.

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urban design group architects ltd. 210-18 gostick place north vanouver bc V7M 3G3 fax (604)986-1570 (604)986-2334

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April 12, 1990

Corporation of the
District of Burnaby
4949 Canada Way
Burnaby, B.C.

Attention: Mr. Ken Ito

Re: Norfolk Street Rezoning

File #9055

Dear Sir:

We write to accompany our submission to rezone the above captioned property.

The design submission to date, as you are aware, calls for a seven storey office structure to "sister" the building constructed on Dominion Street in 1981 known as "Central Place".

At that time sufficient master planning was performed to confirm the preferred siting of both projects considering their relationship to each other and with adjacent developments.

The principal siting concept remains intact where the buildings are juxtaposed to benefit from their respective open spaces for view, light and the enjoyment of landscaping. For pragmatic needs, having to do with the size of floors and the ultimate area of leasable space versus the costs of land and constructing all parking below grade, we have increased the floor area ratio to the 1.99 as noted.

In addressing the issue of F.A.R. we believe that the planning department's benchmark criteria of 1.5 is an arbitrary figure not more than an anomaly from an earlier date and cannot be supported by recent developments and current trends.

Indeed, we believe adjacent developments are larger than the 1.5 figure. The hotel tower and low level buildings surely exceed this F.A.R. as well as does the 2-1/2 storey parking/retail structure located just west of the subject site. The building at 4240 Manor Street and the twin building development at 4299 Canada Way, among others exceed this figure.

The precinct bounded by Willingdon on the east, Canada Way on the south, Gilmore on the west and the 401 on the north is an isolated pocket of office/industrial/tourist developments with many buildings being held as interim uses for future development. These projects can readily be identified.

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While not using a specific F.A.R. as a design formula we have approached the proposal from an urban planning point of view and believe there is room, indeed a preference, to have some structure project beyond the six storey heights of the adjacent office buildings to respond to the hotel tower. Given that our proposed building is on higher ground, its seven floors are advantaged to do just that as is illustrated in the photographic montage submitted with our application. This view, drawn to scale, shows how the principal structures relate to each other and how the overbearing nature of the hotel tower requires a complimentary projection.

We observe that the Burnaby zoning by-law does not specifically reference a floor area ratio but deals only with set backs, coverage and parking ratios to limit building size.

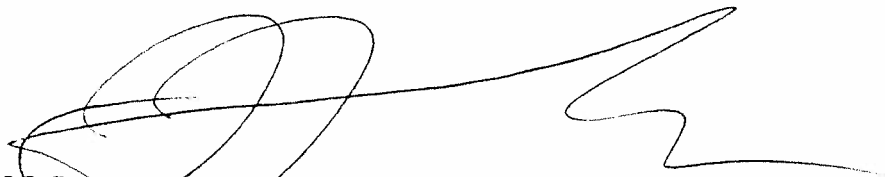
We respectively note that this concept is not proposed to maximize but to provide a development relative to market place demands of land values, lease rates and construction costs. We believe this proposal is a modest approach relative to the F.A.R. and trust that we can work together on its implementation.

The external building design is preliminary at this point where we propose to maintain only a "horizontal" look as typified in the adjacent buildings. We look forward to you input on this regard as well.

We look to your letter of support to Council or a letter to the undersigned as soon as possible in order to assist our client on their long term planning agenda.

Thank you for your assistance.

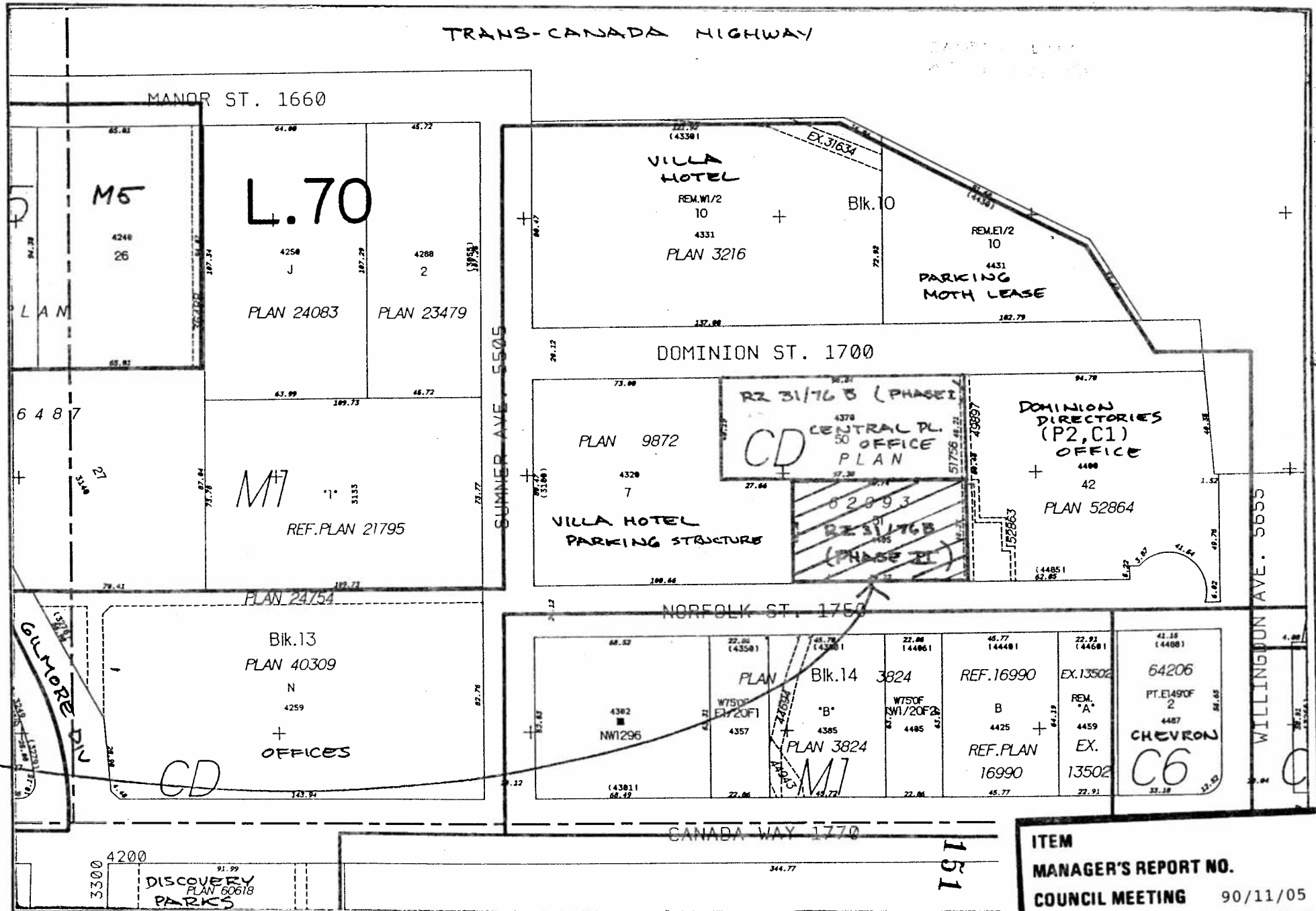
Yours truly,



Thomas Thompson, M.A.I.B.C.
URBAN DESIGN GROUP - ARCHITECTS LTD.

TT/gg

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 COUNCIL MEETING 90/11/05

Date:

1990 MAY

Scale:

1:2000

Drawn By:



BURNABY
 Planning &
 Building Inspection
 Department

RZ 24/90 SUBJECT SITE

4405 NORFOLK ST.

SKETCH 1