

ITEM	2
MANAGER'S REPORT NO.	5
COUNCIL MEETING	91/01/28

TO: MUNICIPAL MANAGER 1991 January 22

FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our Files: 15.601  
02.240

SUBJECT: PROPOSED AMENDMENTS TO P2 ADMINISTRATION AND ASSEMBLY DISTRICT ZONING REGULATIONS

PURPOSE: To initiate the preparation and advancement of a bylaw revising the service and commercial uses permitted in the P2 zone and the technical standards for permitted uses.

**RECOMMENDATIONS:**

1. THAT a bylaw be prepared providing for the following amendments to the Burnaby Zoning Bylaw 1965 and that this bylaw be advanced to First Reading on 1991 March 04 and to a Public Hearing on 1991 March 26 at 7:30 p.m.:
  - i) The repeal of Section 502.1(5), Uses Permitted, and the substitution of the following:
 

"(5) Accessory buildings and uses, including:

    - (a) Business and professional offices
    - (b) Restaurants."
  - ii) The repeal of Section 502.3, Height of Buildings, and the substitution of the following:
 

"The height of a building shall not exceed 12.0m (39.37 feet)."
  - iii) The repeal of Section 502.6, Floor Area Ratio.
2. THAT a copy of this report be forwarded to the registered owners of existing non-municipal P2 zoned properties referenced on Figure 2 attached.

**SUMMARY**

The P2 Administrative and Assembly District provides for governmental, administrative, recreational, cultural and other related services and facilities which serve the Municipality. This type of institutional zoning was initially intended for the central area west of Burnaby Lake where a comprehensive range of major indoor and outdoor sports facilities was proposed in 1965. This concept featured a large 40,000 seat outdoor football stadium combined with a multi-purpose 13,000 seat ice arena beneath the stands. The development concept also envisaged a large motor hotel and a variety of commercial uses.

This plan was subsequently abandoned and current plans provide for more moderately scaled sports and recreation facilities. However, this has left a legacy of commercial and service uses in the P2 zone which no longer reflect the revised concept. Moreover, this type of zoning has been applied to a number of locations outside of the central area, including the Big Bend area (Figure 1 attached). These areas abut lands

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which are under intensive agricultural use and within the Agricultural Land Reserve. The establishment of service and commercial uses on these parcels in particular, as provided for under the existing P2 regulations, would not be compatible with the surrounding neighbourhood.

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It is, therefore, recommended that motor hotels, business and professional offices, banks, restaurants and television and radio stations be deleted as permitted uses in the P2 zone. A recommendation is also advanced to accommodate restaurants and business and professional offices as accessory uses.

Revisions to the technical standards regulating the height of buildings and floor area ratios are also recommended.

## REPORT

### 1.0 BACKGROUND

The P2 Administrative and Assembly District provides for the establishment of a variety of governmental, recreational, cultural and other related services as outlined in Appendix A attached. The following commercial and service uses are permitted pursuant to Section 502.1(5) of the Zoning Bylaw:

- a) Banks
- b) Business and professional offices.
- c) Motor hotels
- d) Restaurants
- e) Television and radio stations

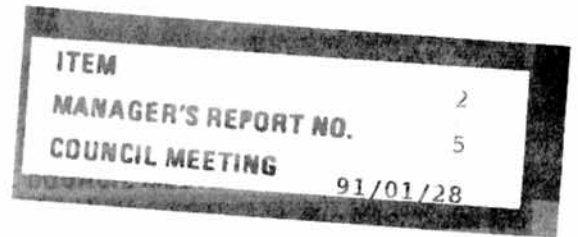
The P2 zoning category was intended primarily for the central area to the west of Burnaby Lake. While recreational/institutional type uses have for a number of years been included in the conceptual plans for the area, the proposed scale of development has changed.

As stated previously, in 1965 a conceptual plan was prepared for the area entitled "Pacific Sports Centre" which proposed a comprehensive range of major indoor and outdoor sport facilities adjacent to Burnaby Lake Park. This plan, which also included a large motor hotel and a variety of commercial uses such as a restaurant, a bank, office facilities and television and radio stations was accepted in principle by the Council.

This concept plan was subsequently abandoned due primarily to concerns about traffic congestion created by the large traffic volumes expected and parking space requirements. However, this left a legacy of commercial uses some of which no longer reflect the current plans for the area as set out in the Burnaby Lake Sports Complex Development Plan Concept of 1976. This concept envisages the development of the area by moderate scale sports and recreational facilities that would be physically and functionally related to Burnaby Lake Regional Park.

The P2 regulations also currently provide for a maximum building height of 37m (121.39 feet) or 10 storeys (see Section 502.3 in Appendix A). A maximum floor area ratio of 2.00 is also permitted with the ratio being potentially increased further under certain conditions (see Section 502.6 in Appendix A).

Again, these technical standards are not appropriate to moderately scaled administrative and assembly uses.



## 2.0 EXISTING SITUATION

At present there are 25 individual or groups of properties under single ownerships which are zoned P2. The vast majority of these properties, which are referenced numerically on Figure 2 attached, are occupied with governmental, administrative, recreational, cultural and related facilities with the following exceptions:

### 2.1 PROPERTIES WITH A SERVICE OR COMMERCIAL USE

5502 Lougheed Highway - Brentwood Lanes. While the principal use is recreational, this facility also houses a restaurant.

4220 Norland Avenue - Electrical Workers' Union Office.

5462 Marine Drive - Site of International Society of Krishna Consciousness Church together with a restaurant facility.

### 2.2 PROPERTIES WHICH ARE VACANT OR WHICH HAVE SIGNIFICANT DEVELOPMENT POTENTIAL

There are a number of properties in the Big Bend area which are referenced on Figure 3 attached and have a significant development potential as follows:

4990 Marine Drive - a vacant 6.58 acre parcel which is owned by the Municipality.

5060 Marine Drive - this 4.07 acre parcel is owned by the Church of Christ which has recently constructed a church on the lower portion fronting Marine Way. As can be seen on Figure 3, the northerly portion fronting Marine Drive is, as yet, undeveloped.

5110 and 5122 Marine Drive - these properties are 3.48 acres and 0.34 acres in size, are vacant and are owned by K. & J. Pabla and J. & D. Olar respectively. This department has received a preliminary enquiry from an architect advising that the owners propose the establishment of a community hall facility. Consideration is also being given to the establishment of a motor hotel together with a licenced restaurant and business or professional offices.

Staff responded by letter stating that this department had prepared a report which was to be submitted to Council recommending that a text amendment be advanced to delete commercial and service uses from the P2 zone. The history of the reasons for the inclusion of commercial and service uses in the P2 zone was outlined, as was the concern regarding their potential application to the Big Bend area properties. Staff advised that we have specifically reviewed this position with respect to the development proposals for these particular properties and have concluded that support cannot be given to the establishment of a motor hotel, restaurant or business and professional offices. It was confirmed that the establishment of cultural facilities such as a community hall and other related facilities are considered appropriate to this site as are other administrative, recreational and cultural facilities.

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**5420 Marine Drive** - a vacant 2.96 acre parcel which is owned by the Vishua Hindu Parishad of B.C.

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In addition to the foregoing, there is one property in the easterly sector of the Big Bend area which has a redevelopment potential as referenced on Figure 4 attached.

**7647 Willard Street** - this 1.03 acre parcel is owned and occupied by Globe Foundry Ltd. While it is currently developed, it has a redevelopment potential under the current P2 regulations.

### 3.0 PROPOSED ZONING BYLAW AMENDMENTS

As outlined in the previous section, the vast majority of the P2 zoned properties contain uses which are institutional in nature and considered appropriate to their sites. In reviewing the range of uses currently permitted in the P2 zone, concern has been expressed that large office buildings or motor hotels or other service or commercial uses could locate on existing P2 zoned properties. Facilities of this nature and scale are considered inappropriate to either the central area west of Burnaby Lake or the Big Bend area.

The following bylaw amendments are proposed to address this concern.

#### 3.1 SECTION 502.1(5) USES PERMITTED

This section provides for the establishment of banks, business and professional offices, motor hotels, restaurants, television and radio stations.

For the reasons outlined previously, it is recommended that these uses be deleted as permitted uses.

In order to accommodate existing situations where institutional uses include restaurant facilities (i.e. Brentwood Lanes and the International Society of Krishna Consciousness Church), it is recommended that provision be made for restaurants to be permitted, but only as an accessory use.

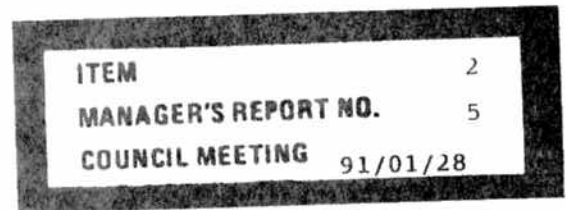
Similarly, situations could arise whereby business or professional offices are required as a component of an institutional use. Therefore, it is recommended that provision also be made for these uses as an accessory use.

#### 3.2 HEIGHT OF BUILDINGS

Section 502.3 of the Zoning Bylaw states that the height of a building shall not exceed 37m (121.39 feet) nor 10 storeys.

This provision is a holdover from the abandoned Pacific Sports Centre proposal and is completely at variance with current day standards for moderately scaled facilities in institutional areas.

It is, therefore, recommended that a maximum building height of 12.0m (39.37 feet) be instituted.



### 3.3 FLOOR AREA RATIO

Section 502.6 of the Zoning Bylaw states that the maximum floor area ratio shall be 2.00, except that where parking spaces are provided in, beneath or on the roof of the principal building (excluding the ground floor of an accessory building which has become part of the principal building by reason of its attachment to the principal building) or underground (where the roof of the underground parking area is not more than 800 mm (2.62 feet) above the adjacent finished grade) an amount may be added to the floor area ratio equal to 0.50 multiplied by the ratio of such parking spaces to the total required parking spaces, but in no case shall this amount exceed 0.50.

Again, this provision provides for a density of development up to a Floor Area Ratio of 2.5 which is not in keeping with moderately scaled institutional facilities.

It is, therefore, recommended that this section be deleted in its entirety. Development would then be governed by the 50 percent lot coverage currently in place and the proposed maximum 12.0m (39.37 feet) height criteria.

### 4.0 CONCLUSIONS

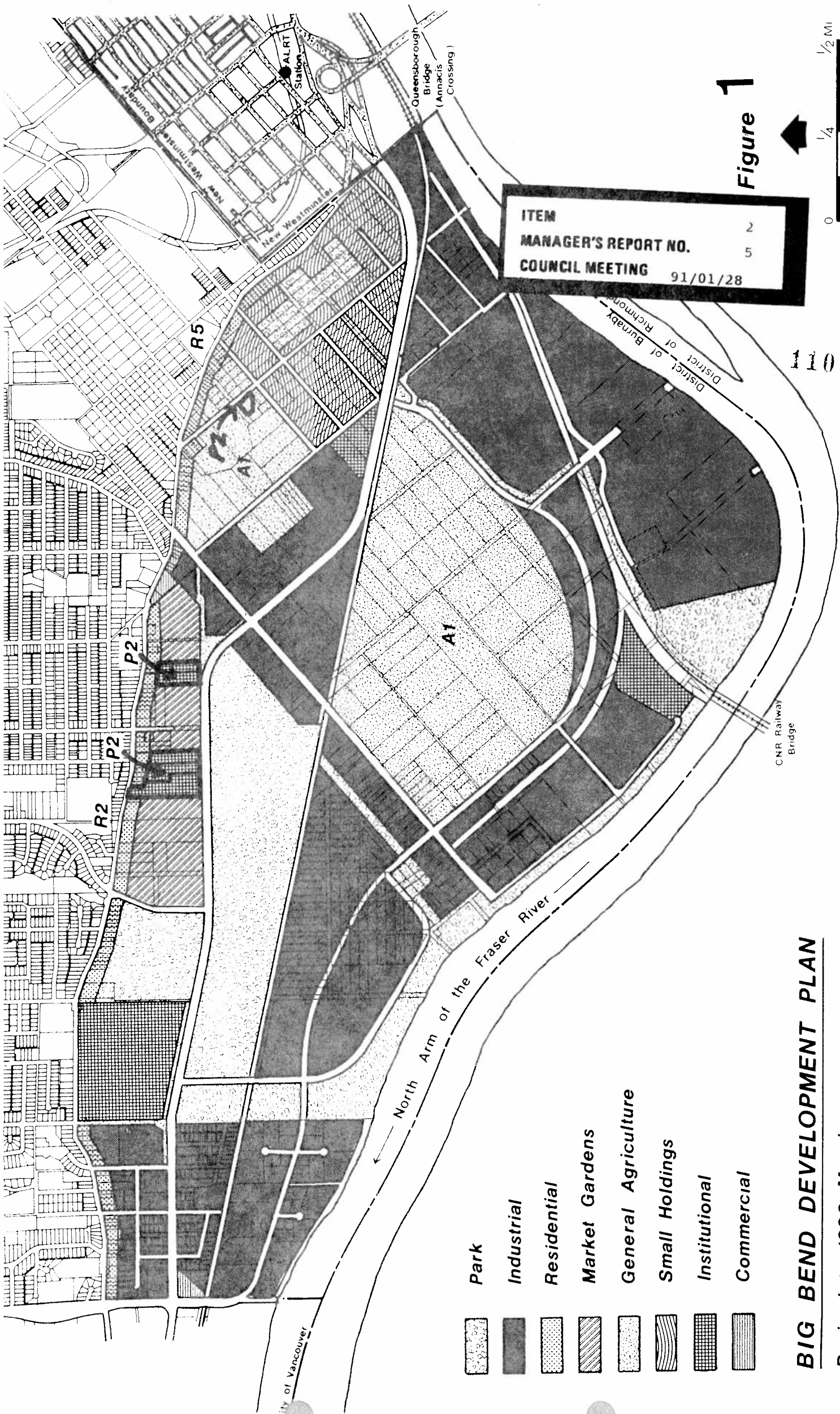
The revisions to the P2 Administrative and Assembly District regulations outlined herein are intended to bring the Zoning Bylaw into conformance with the objective of providing for appropriate institutional development in all sectors of the Municipality.

As noted in the report, the P2 properties which have a major development potential are primarily located in the Big Bend area. The development of service or commercial uses as currently permitted in the Zoning Bylaw regulations would not be in keeping with the agricultural/recreational character prevailing and developing in the area. In addition the establishment of such uses as principal uses would detract from the concept of locating these types of facilities within the designated commercial centres of the Municipality.

  
A.L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

PB/mm  
Attachs: (4)

cc: Municipal Solicitor  
Director Administrative & Community Services  
Municipal Clerk



- Park
- Industrial
- Residential
- Market Gardens
- General Agriculture
- Small Holdings
- Institutional
- Commercial

**BIG BEND DEVELOPMENT PLAN**

Revised to 1990 March

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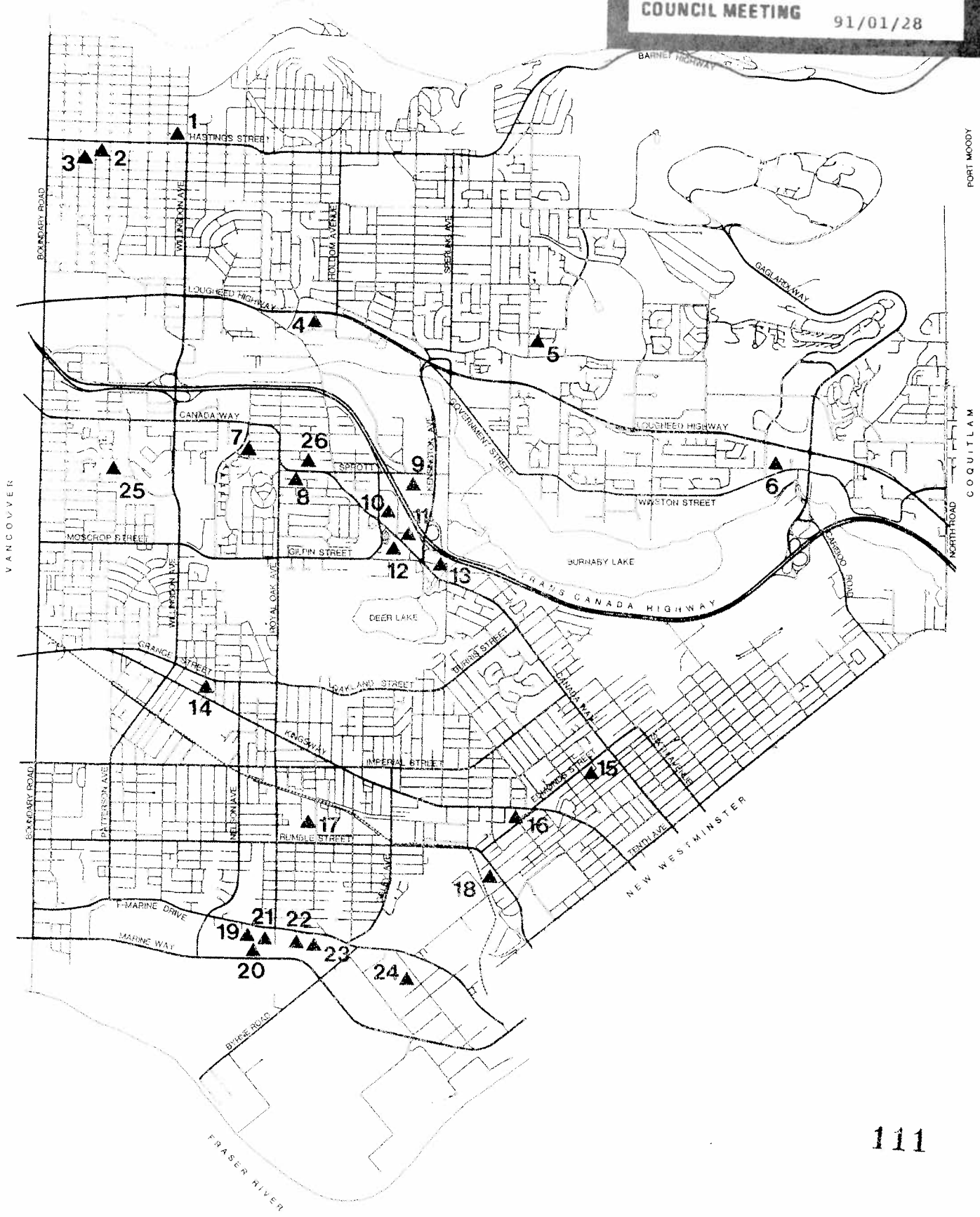
**Figure 1**

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1991 Jan. 03

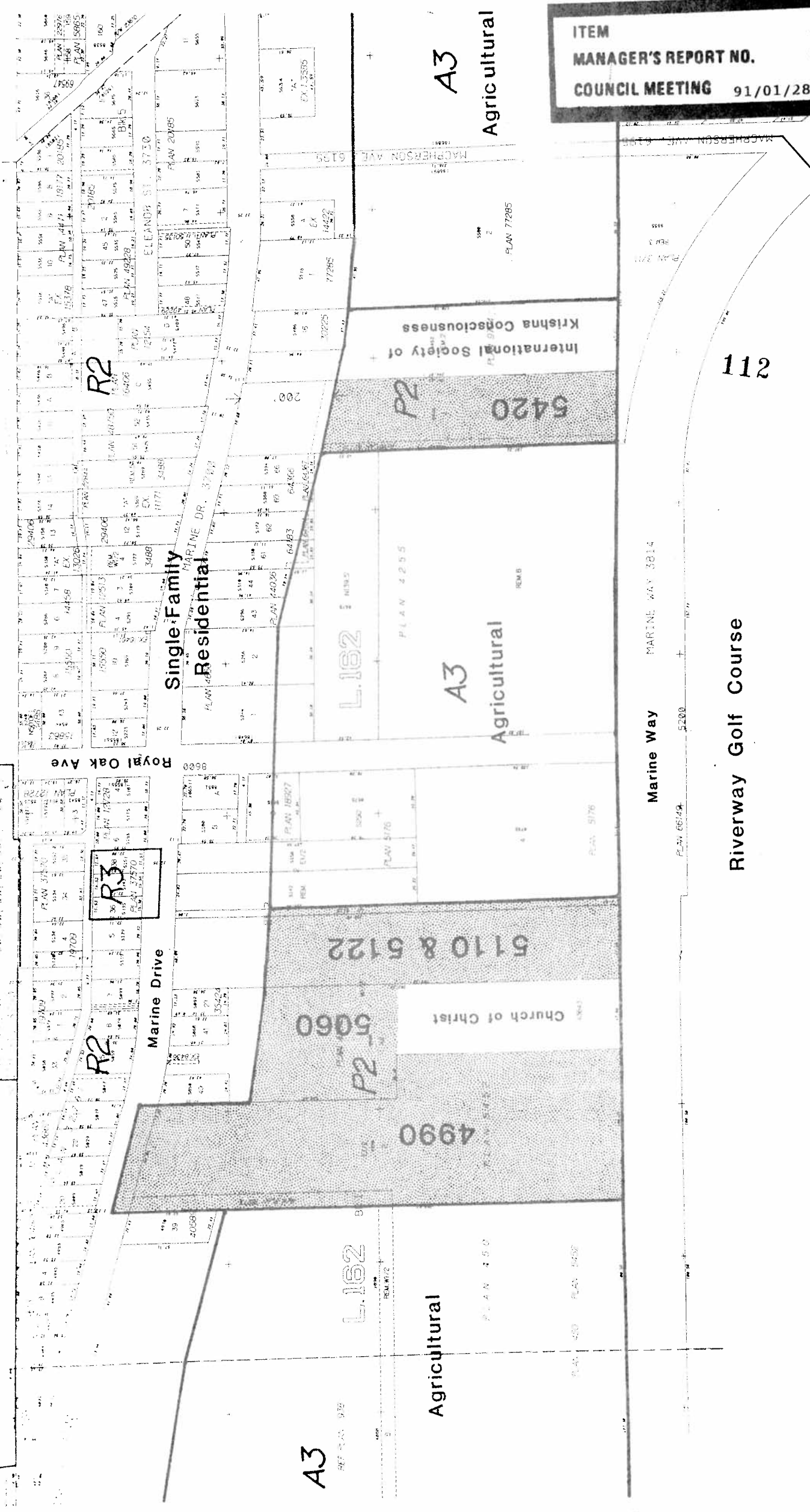
BURRARD INLET



**P2 Administration and Assembly District Properties**

1991 January 03

- |   |  |
|---|--|
| 1 FIREHALL                              | 15 FIREHALL  |
| 2 POST OFFICE                           | 16 LIBRARY   |
| 3 CNR - UNDERGROUND RAILWAY TUNNEL VENT | 17 MACPHERSON CONVENTION CENTRE                                    |
| 4 BRENTWOOD LANES                       | 18 SKY TRAIN STATION   |
| 5 FIREHALL                              | 19 VACANT  |
| 6 FIREHALL                              | 20 CHURCH, PORTION VACANT  |
| 7 GIZEH TEMPLE                          | 21 VACANT  |
| 8 SCHOOL BOARD OFFICES                  | 22 VACANT  |
| 9 CHURCH                                | 23 CHURCH RESTAURANT   |
| 10 ELECTRICAL WORKERS' UNION OFFICE     | 24 GLOBE FOUNDARY  |
| 11 YMCA                                 | 25 BURNABY GENERAL HOSPITAL ROOF ANTENNA<br>(UNDER REZONING TO P2) |
| 12 MUNICIPAL HALL COMPLEX               | 26 PROPOSED FIREHALL<br>(UNDER REZONING TO P2)                     |
| 13 FIREHALL                             |  |
| 14 POST OFFICE                          |  |



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Figure 3

SCALE REDUCED

Undeveloped P2 Properties

Riverway Golf Course

Marine Way MARINE WAY 3814

PLAN 66149

5200

112

Agricultural

A3

A3

Agricultural

PLAN 4255

L.162

Single Family Residential

R2

A3

Agricultural

International Society of Krishna Consciousness

P2

5420

PLAN 77295

77295

EX 14422

EX 14422

EX 14422

EX 14422

EX 14422

EX 14422

EX 14422

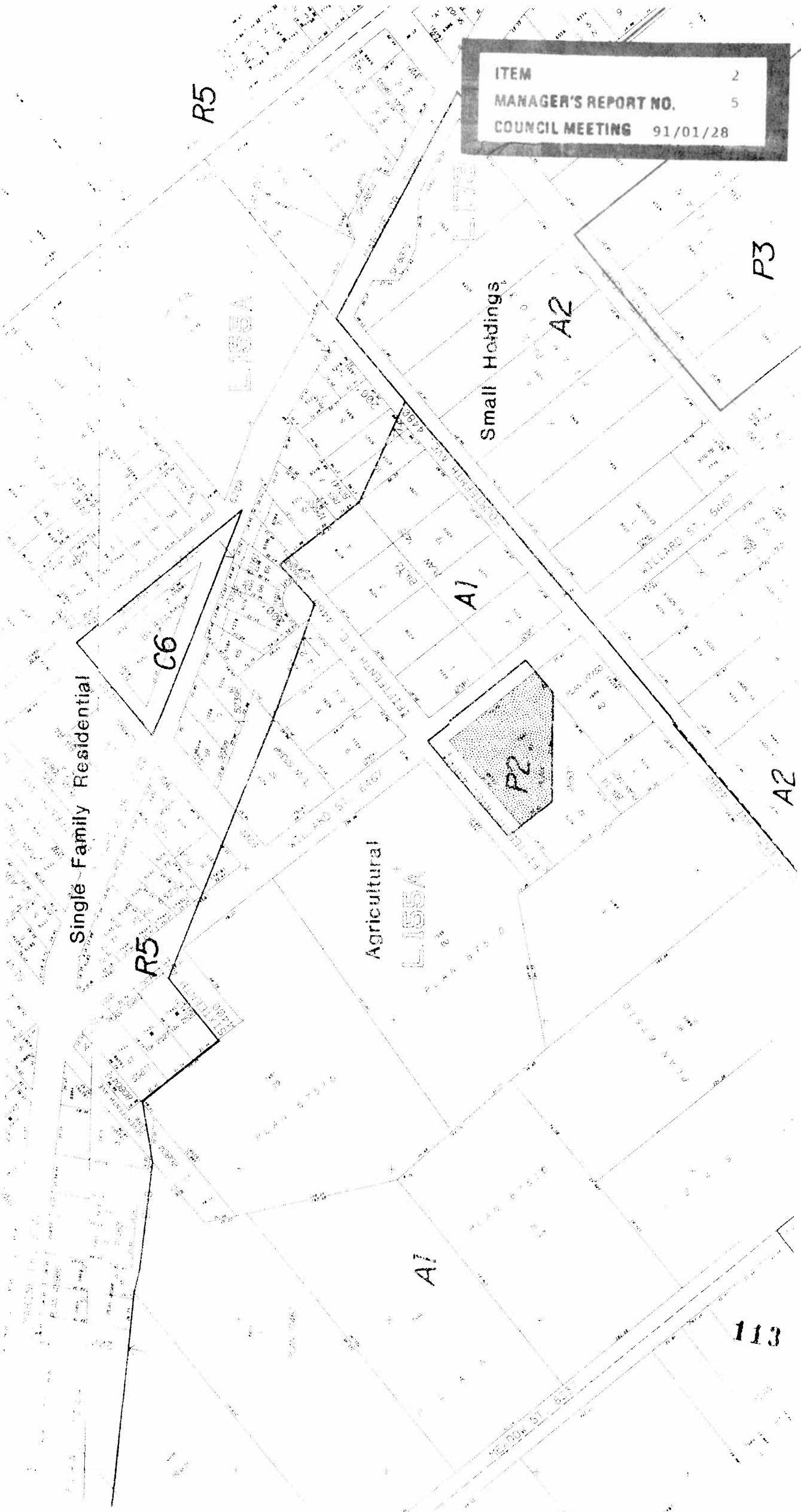
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P2 Property, Potentially Redevelopable

Figure 4

SCALE REDUCED

## 502. ADMINISTRATION AND ASSEMBLY DISTRICT (P2)

This District provides for governmental, administrative, recreational, cultural and other related services and facilities which serve the Municipality.  
(B/L No. 5170-67-06-26)

### 502.1 Uses Permitted:

- (1) Ambulance headquarters.
- (2) Assembly, cultural and recreational facilities, including: armouries, art galleries, auditoriums, coliseums, community centres, cultural centres (art, drama and music), curling rinks, gymnasiums, meeting halls, museums, public libraries, skating rinks and arenas, stadiums, swimming pools and theatres (excluding drive-in theatres).
- (3) Churches.
- (4) Clubs or lodges.
- (5) The following commercial and service uses:
  - (a) Banks.
  - (b) Business and professional offices.
  - (c) Motor hotels.
  - (d) Restaurants.
  - (e) Television and radio studios.
- (6) Fire Halls.
- (7) Health centres and clinics.
- (8) Offices of municipal, provincial and federal governments.
- (9) Telephone exchanges and similar public utilities, provided they are housed completely within an enclosed building. (B/L No. 5170-67-06-26)
- (10) Police stations.
- (11) Post offices.
- (12) Public transportation centres.
- (13) Accessory buildings and uses.
- (14) Antennae (B/L No. 5327-68-06-24)

### 502.2 Conditions of Use:

All principal uses shall be oriented to pedestrian needs and be so located and designed as to avoid vehicular interference with pedestrian movement.

### 502.3 Height of Buildings:

The height of a building shall not exceed 37 m (121.39 feet) nor 10 storeys.

### 502.4 Lot Area and Width:

Each lot shall have an area of not less than 890 m<sup>2</sup> (9,580.19 sq. ft.) and a width of not less than 24.5 m (80.38 feet).

502.5 Lot Coverage:  
The maximum coverage shall be 50 percent of the lot area.

### 502.6 Floor Area Ratio:

The maximum floor area ratio shall be 2.00, except that where parking spaces are provided in, beneath or on the roof of the principal building (excluding the ground floor of an accessory building which has become part of the principal building by reason of its attachment to the principal building) or underground (where the roof of the underground parking area is not more than 800 mm (2.62 feet) above the adjacent finished grade) an amount may be added to the floor area ratio equal to 0.50 multiplied by the ratio of such parking spaces to the total required parking spaces, but in no case shall this amount exceed 0.50. (B/L No. 5526-69-06-16)

### 502.7 Front Yard:

A front yard shall be provided of not less than 6.0 m (19.69 feet) in depth.

### 502.8 Side Yards:

- (1) No side yards shall be required, except that where a lot abuts a lot in an A, R or RM District, or is separated by a street or lane therefrom, a side yard shall be provided of not less than 6.0 m (19.69 feet) in width.
- (2) Where a side yard is provided when not required by the provisions of this Bylaw, such side yard shall be not less than 6.0 m (19.69 feet) in width.

### 502.9 Rear Yard:

A rear yard shall be provided of not less than 6.0 m (19.69 feet) in depth.

### 502.10 Off-Street Parking:

Off-street parking shall be provided and maintained in accordance with Schedule VIII of this Bylaw.

### 502.11 Off-Street Loading:

Off-street loading shall be provided and maintained in accordance with Schedule IX of this Bylaw.

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