



Item
Meeting 2020 November 09

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2020 November 04
FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: REZ #18-44
SUBJECT: REZONING REFERENCE #18-44
4275 GRANGE STREET
RESPONSE TO ISSUES RAISED AT PUBLIC HEARING
PURPOSE: To provide further information on the issues raised regarding the proposed high-rise apartment building and low-rise rental apartment building at the Public Hearing for Rezoning Reference #18-44.

RECOMMENDATION:

1. **THAT** a copy of this report be sent to the applicant and to those who spoke at, or submitted correspondence to, the Public Hearing for Rezoning Reference #18-44.

REPORT

1.0 BACKGROUND

On 2020 June 22, a Public Hearing was held for Rezoning Reference #18-44. The purpose of the subject rezoning application is to permit the development of a 31-storey apartment building located at the corner of Grange Street and Halley Avenue, townhouses fronting Halley Avenue, and a five-storey non-market rental apartment building fronting Grange Street (see *attached* Sketches #1 and #2).

At the Public Hearing, 25 written (including a 163 signature petition), and 33 verbal submissions (by 23 individuals) were received, the majority of which expressed a variety of concerns (44 submissions expressed concern while 14 submissions expressed support). Concerns expressed related to: area traffic, parking and pedestrian safety; construction noise and traffic impacts; land use designation, density, zoning bylaw compliance, and rental provisions; community consultation; proposed building height, spatial separation and shadow impacts; capacity of nearby schools; property values; seismic safety; and, sustainability.

At the Public Hearing, Council requested that a staff report be submitted to provide further information on the issues raised. This report responds to Council's request.

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2.0 ISSUES RAISED

2.1 Area Traffic, Parking, and Pedestrian Safety

Concerns were raised regarding area traffic, parking, and pedestrian safety.

Area Traffic

A comprehensive review of traffic and transportation related infrastructure required for the proposed development has been undertaken by City staff within the Transportation Planning and Traffic Engineering divisions, and the applicant is undertaking a Neighbourhood Transportation Study for the Central Park North neighbourhood. The study identifies feasible and effective street network requirements for the build-out of this neighbourhood. The findings will also be used to identify any further improvements (e.g. lane reconfigurations, new or adjusted traffic signals) that may be required to support the development in line with the adopted Plan. Any arising proposed improvements to the adjacent road network that result from the required study will be identified and addressed prior to the subject application proceeding to Final Adoption.

Parking

The development proposes a total of 247 strata residential units, and 32 non-market rental units, with a total of 294 parking spaces (including 29 allocated for visitors) which exceeds the Zoning Bylaw requirements. To encourage and support alternative transportation choices, the developer has submitted a proposal to provide a comprehensive transportation demand management strategy, which includes: two bicycle parking spaces per unit, two bicycle repair rooms, three bicycles available for market and non-market shared use, a transit pass subsidy program for both the market and non-market units, and three spaces allocated for car-share. The proposed parking, coupled with the identified Transportation Demand Management provisions, and nearby access to the Patterson SkyTrain Station (450 m) is supportable, and is not anticipated to have any related neighbourhood parking impacts.

Pedestrian Safety

To enhance pedestrian safety and to improve the public realm, the applicant is required to provide the Town Centre Standard public realm along all road frontages adjacent the development site. This includes construction of new separated sidewalks, cycle tracks, boulevard landscaping, pedestrian lighting, street lighting, rain water amenities, curb bulges, and street trees.

2.2 Construction Noise and Traffic Impacts

Concerns were raised regarding noise, dust and traffic generated by construction activities.

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Construction Noise and Impacts

It is recognized that with construction comes some impact to the surrounding area, including noise and dust. To minimize noise impacts to the surrounding neighbourhood, the applicant will be required to ensure that construction and vehicle noise originating from the proposed development site abides by the permitted hours of construction and the Burnaby Noise or Sound Abatement bylaw. The bylaw limits construction activity to the hours of 7:00 am to 8:00 pm Monday to Friday, and 9:00 am to 8:00 pm on Saturdays. The bylaw also limits the level of noise emanating from construction sites to 85 dBAs. With respect to dust generated as a result of development, the applicant will be required to submit a sediment control plan to the Engineering Department prior to issuance of a Building Permit to ensure that dust, and other sediment control matters are properly managed.

Traffic Impacts During Construction Activity

To mitigate potential traffic impacts during construction activities, the applicant will be required to submit a construction access plan to the Engineering Department prior to commencement of construction. The plan would address construction access locations, material delivery locations and timing, and specific requests for construction related road closures. As an overarching principle, the applicant will be requested to accommodate construction traffic and materials delivery on the development site itself, wherever possible. Furthermore, contractors and trades will be encouraged to use transit to access the site, and the applicant will also be required to secure sufficient off-street parking for contractors and trades so that parking on City streets is not necessary.

2.3 Zoning Bylaw Compliance, Plan Designation, Density and Rental Provisions

Concerns were raised regarding land use designation, density, zoning bylaw compliance, and rental provisions.

Land Use Designation, Density and Zoning Bylaw Compliance

The subject site is located within the Central Park North neighbourhood of the Council Adopted Metrotown Downtown Plan (2017). The adopted Plan identifies Central Park North as a gateway and transitional neighbourhood between the intensity of the Downtown core and the single- and two-family neighbourhoods to the north beyond the Plan area boundary.

With respect to building form, the Metrotown Downtown Plan designates the subject site for a high-rise residential apartment building with low-rise apartments, townhousing or row-housing podiums under the CD Comprehensive Development District, utilizing the RM4s and RM4r Multiple Family Residential Districts as guidelines. Under the 's' zoning category, there is an expectation of significant community benefits, a sustainable redevelopment approach, exceptional public realm improvements, high quality urban design and superior architectural expression to be derived from the project. Under the 'r' zoning category, there is a requirement for the applicant to

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provide non-market rental units, as per Council’s recently adopted Finalized Rental Use Zoning Policy.

The CD Comprehensive Development District is utilized for a majority of rezonings within Community Plan areas, including the Metrotown Downtown Plan area, to ensure that a Suitable Plan of Development is prepared prior to advancing a project to Public Hearing, and ultimately to Final Adoption. CD Comprehensive Development zoning permits the City to specify requirements for height, siting, setbacks and other matters which may vary from the underlying guideline zoning districts. This is done in order to achieve a suitable plan of development that provides better relationships with the surrounding area, and between the various parts of the proposed development. In regard to the subject rezoning application, the proposed multiple-family residential use and the density of 5.125 FAR conforms to the RM4s and RM4r CD provisions of the Burnaby Zoning Bylaw.

Furthermore, inquiries about the potential redevelopment of the nearby George Mclean Park in lieu of the subject site were identified in submitted correspondence. It should be noted that George Mclean Park is designated as Neighbourhood Park in the Official Community Plan and in the Metrotown Downtown Plan, and therefore not contemplated for residential development.

Rental Provisions

In accordance with Council’s recently adopted Finalized Rental Use Zoning Policy, Stream 2 – Inclusionary Rental applies to the subject rezoning application. In this regard, the applicant is required to provide rental units equivalent to 20% of the proposed strata units, excluding units achieved using density offset. To ensure affordability, the required rental units are to be set at 20% below Canadian Mortgage and Housing (CMHC) median rents.

The non-market housing component of the development is being advanced in partnership with the YWCA (also the housing operator for this project). The YWCA proposal is to serve women with children, and as such they have requested that the non-market building be comprised of solely two and three bedroom units. The applicant had initially met the Rental Use Zoning Policy requirement of 20% of the proposed market units, reflective of the same unit mix as the market tower. However, as the unit sizes requested by the YWCA are considerably larger than that initially proposed, the applicant has requested that the City consider the provision of the same gross floor area of 2,864.11 m² (30,829 sq.ft.) within 32 family units, rather than the 40 initially proposed. Given the specific needs of YWCA, and the equivalency of area to the policy’s requirement, this variance is considered supportable. The applicant intends to pursue an air space parcel subdivision and transfer the resultant property to the non-profit housing partner.

2.4 Community Consultation

Concerns were raised regarding the community consultation for the subject application.

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Community Consultation

The Metrotown Downtown Plan was adopted by Council in 2017, after a City wide consultation process over a 12 month period, which engaged over 2,000 people, at 40 events, and was advertised online, in the Burnaby Now, and directly sent to over 94,000 properties in Burnaby through the City's Info Burnaby newsletter.

In regard to the subject development proposal, developments undergoing rezoning are required to advance to a Public Hearing for public consultation. Requirements of a Public Hearing process are established under the provisions of the Local Government Act (Sections 465 Public Hearing Procedures and Section 466 Public Hearing Notice), as well as the Burnaby Zoning Bylaw (Section 7.8 Bylaw Amendments).

Public consultation for the proposed development under Rezoning Reference #18-44 has occurred in compliance with the requirements of the Local Government Act and Burnaby Zoning Bylaw. Notification of the public hearing process included:

- Installation of a Public Hearing sign along the Halley Avenue and Grange Street frontages of the subject development site notifying the public of the proposed rezoning, place, time and date of the hearing, and, contact information of the rezoning applicant;
- Advertisement of the proposed rezoning bylaw amendment in two consecutive issues of a newspaper (Burnaby Now), the last publication to appear not less than three days and not more than 10 days before the public hearing; and,
- Provision of written notice and copy of the proposed bylaw amendment to all property owners and residents within 30 m of the subject development site.

The proposed plan of development has also been made available for viewing in advance of the Public Hearing online (attached to the Public Hearing Agenda), and by contacting the Planning Department directly.

2.5 Proposed Building Height, Spatial Separation and Shadow Impacts

Concerns were raised regarding the proposed height and separation of the high-rise building as it relates to shadowing/solar access, views, and nearby existing low-rise multiple-family development.

Building Height and Spatial Separation

The proposed high-rise building is 31 storeys and positioned at the corner of Grange Street and Halley Avenue. The RM4s/RM4r Districts do not have a specified height in the Zoning Bylaw. The Metrotown Downtown Plan identifies the subject site for high-rise, high-density development. In advance of preparing a Suitable Plan of Development, the Planning Department and applicant's architectural consultants undertook a building siting plan, taking into account existing buildings and potential future buildings within the block to ensure appropriate spatial separation. The

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townhouses located at 4288 Sardis Street are the closest development, located directly to the north, approximately 36.88 m (80 ft.) away. The Metrotown Downtown Plan urban design guidelines indicate that two towers should be separated by a minimum of 24 m (80 ft.) for corner to corner distances or 30 m (100 ft.) for face to face distances. The subject proposal meets this guideline as there are no towers located within either noted distance of the subject tower.

Shadow Impacts

It is also noted that the proposed tower floor plate is 666.11 m² (7,170 sq.ft.), which is less than the maximum 750 m² (8,100 sq.ft.) identified in the design guidelines. While a building with a slightly lower height and a larger floor plate could be considered for the subject site, this would result in a bulkier, more impactful form; there would be less on-site open space, increased shadowing, greater view obstruction, and reduced separation between buildings. To minimize the impact of the development, as noted, the proposed building has a small foot print and slender profile that minimizes the shadow width and allows the shadow to travel quickly across adjacent areas as the sun moves through the sky. Due to the location of the proposed tower, shadow studies undertaken by the consultant demonstrate that the tower will impact the site to the north generally at mid-day, throughout the year and in the morning during the winter. Within the Metrotown Downtown context, the proposed building height and massing has appropriately taken into consideration issues of shadowing/solar access and views.

Overall, the height and scale of the building is considered appropriate given the reasons noted above. Furthermore, it is noted that the development form is consistent with the site's high-density residential designation within the Metrotown Downtown Plan, the City's Official Community Plan, the Metro Vancouver Regional Growth Strategy, and Burnaby's Rental Use Zoning Policy, which support the accommodation of higher densities for both rental and strata tenures within this area given available access to public transit, employment, services, and other community amenities.

2.6 Capacity of Nearby Schools

Concerns were raised regarding the capacity of local schools.

The Metrotown Downtown Plan identifies a key direction to continue to work with the Burnaby School District 41 to determine and accommodate the future needs of students. The catchment schools that serve the site are Chaffey-Burke Elementary and Moscrop Secondary School, and are approximately 225 m (738 ft) and 1.2 km (0.7 miles) from the site respectively.

City staff review development with the School District on a regular basis to confirm enrolment projections. The School District is mandated by the Provincial government to provide spaces to meet student enrolment demands. The Burnaby School District has noted that enrolment fluctuates year to year, with some years higher than others, within individual schools. The Burnaby School District has been able to, and expects to be able to, continue to accommodate new enrolment in the Metrotown area into the future.

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2.7 Property Values

Concern was expressed regarding the potential decrease in property value, due to the proposed development, and specifically due to the loss of views and sunlight.

Generally, it is noted that the market value for a particular property is determined by many unique factors, including, but not limited to, market condition, location, size, layout, configuration, age, condition, amenities and surrounding uses. Although, the City cannot specifically comment on the individual value of a property as it relates to new development, it is noted that assessed values have been informed by the land use plans that govern development in an area and its surroundings. Given that the land use designation for high-rise high-density multiple family development of the subject site has been in place since 2017, the market has adjusted upwards in response to the high-density multiple family designation within the plan.

2.8 Seismic Safety

Concern was expressed regarding seismic safety measures, as they relate to high rise buildings.

The proposed development is required to meet or exceed all requirements of the *BC Building Code*, which establishes various requirements for buildings including life safety, fire protection, structural protection, and seismic provisions. The applicant is required to submit extensive studies prepared by professional engineers related to geotechnical conditions, groundwater conditions and structural stability prior to approval of a Building Permit.

2.9 Sustainability

Concerns were raised regarding the necessity, and environmental impacts, of demolishing the existing building.

The existing building was constructed in 1976 and as such is nearing the end of its functional life cycle. As a building matures, additional maintenance is required. It is generally acknowledge that when a low-rise wood frame building reaches 50 – 60 years old, replacement consideration may be appropriate. A report for the existing 44 year old building noted that increased maintenance costs would be required for the building, and as a result the owners decided to make their units available for purchase for redevelopment.

Further, with the need for housing on all levels of the spectrum, this proposed development will offer a variety of unit sizes for different income levels, ranging from affordable family rental units to market units of different sizes. In lieu of the current 53 units, this project will provide 279 homes.

This project will promote sustainable building practices including a low carbon energy approach, on-site stormwater management, durable building envelope, and transportation demand management measures. Per the Environmental Sustainability Strategy, applicants are encouraged

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to reduce building demolition and construction waste. It should also be noted that this project is required to meet Step 3 of the Energy Step Code, or Step 2 with a low-carbon energy system and GHG limits, and as such will be more environmentally efficient than the existing building.

3.0 CONCLUSION

The subject rezoning application proposes development of a single 31-storey tower at the corner of Grange Street and Halley Avenue, and a five storey non-market rental apartment building fronting Grange Street. The proposal is fully concordant with the adopted Metrotown Downtown Plan, and Rental Use Zoning policy. The proposal's high quality of architecture and landscape treatment is considered beneficial to the neighbourhood through its provision of non-market rental and market strata housing options.

This report provides information responding to a number of questions and concerns raised at Public Hearing, including those related to: area traffic, parking and pedestrian safety; construction noise and traffic impacts; land use designation, density, zoning bylaw compliance, and rental provisions; community consultation; proposed building height, spatial separation and shadow impacts; capacity of nearby schools; property values; seismic safety; and sustainability.

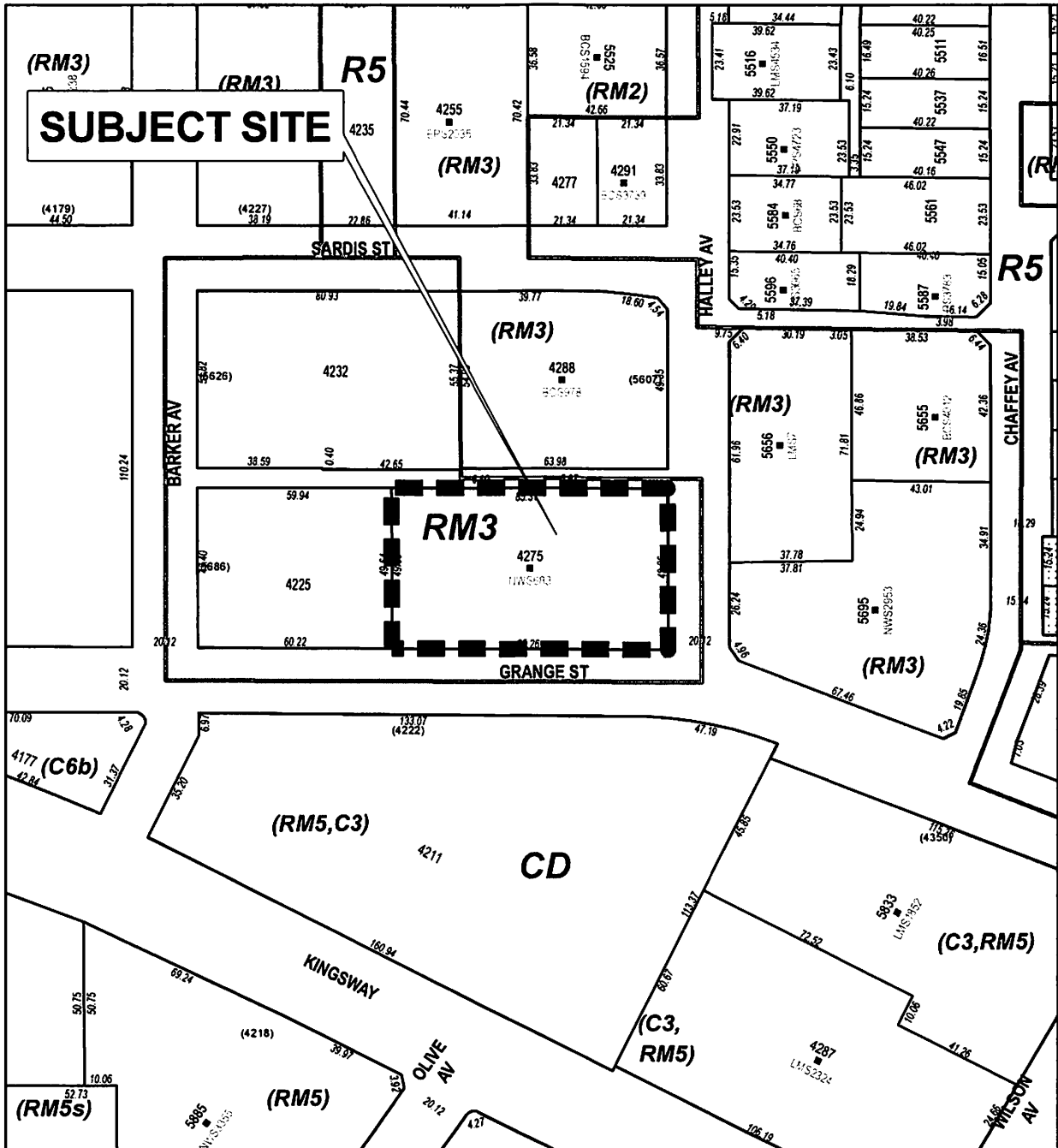
As a condition of Final Adoption of the rezoning, the applicant will be required to complete the necessary prerequisite conditions of the subject rezoning application, as well as obtain the necessary City approvals and permits. In view of the information provided above, the proposed rezoning application remains supported by staff.

It is recommended that a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to the Public Hearing for Rezoning Reference #18-44.


E.W. Kozak, Director
PLANNING AND BUILDING

KL:
Attachments

cc: Director Corporate Services
Director Parks, Recreation and Cultural Services
Chief Building Inspector
Acting City Clerk



PLANNING & BUILDING DEPARTMENT




Date: OCT 28 2020

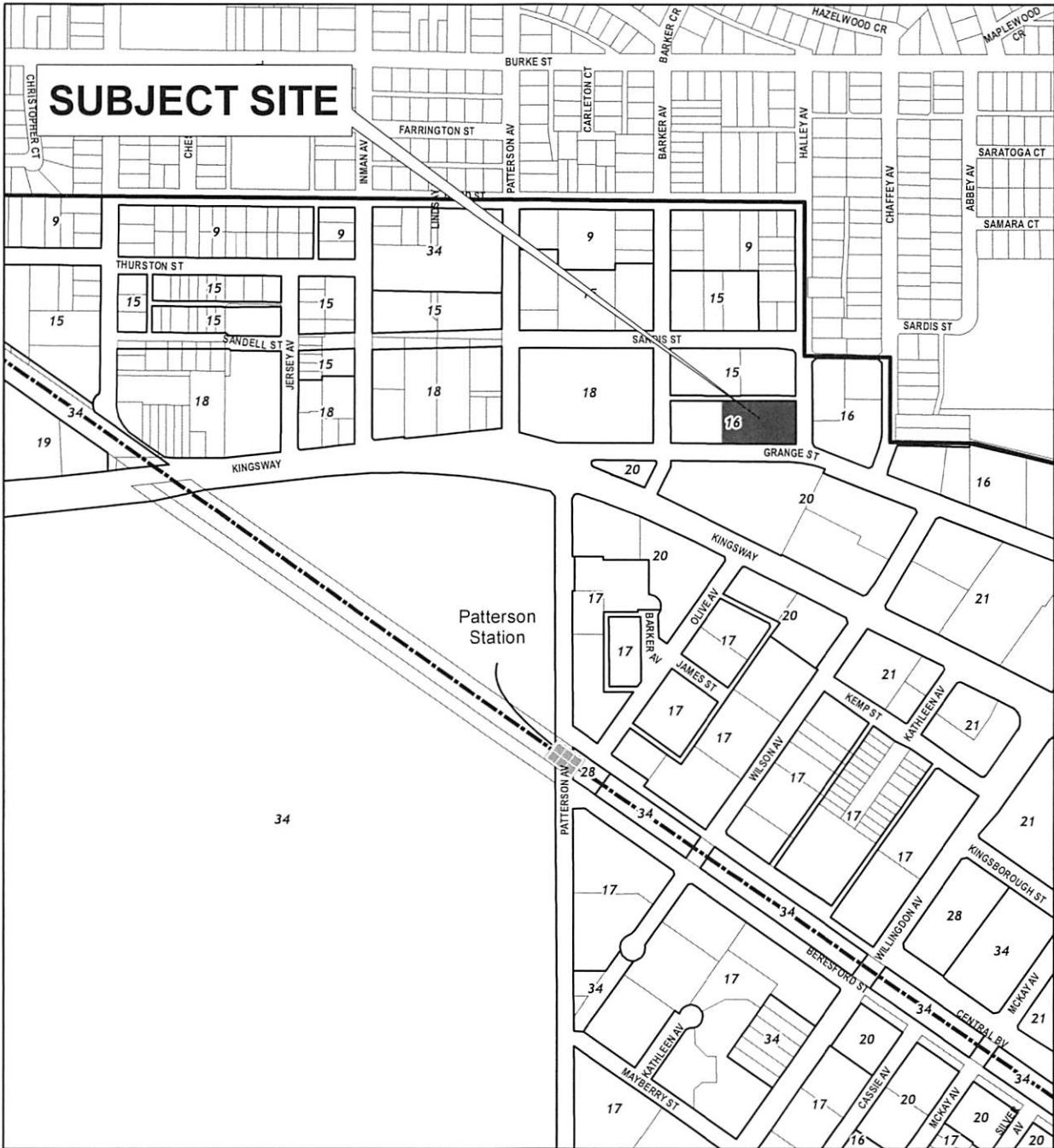
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4275 GRANGE STREET

 Subject Site

Sketch #1



- 9** Medium Density Residential (RM3s)
- 15** High Density Residential (RM5)
- 16** High Density Residential (RM4s)
- 17** High Density Residential (RM5s)
- 18** High Density Mixed Use (RM4s/C2)
- 19** High Density Mixed Use (RM4s/C3)

- 20** High Density Mixed Use (RM5s/C2)
- 21** High Density Mixed Use (RM5s/C3)
- 28** Institutional
- 30** Public School (P3)
- 34** Park and Public Use (P3)



Planning and Building Dept

Metrotown Plan

