

TO: CHIEF ADMINISTRATIVE OFFICER 2022 February 8

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: REZONING REFERENCE #19-00062
3550 WAYBURNE DRIVE
RESPONSE TO ISSUES RAISED AT PUBLIC HEARING

PURPOSE: To provide further information on the issues raised at the Public Hearing for Rezoning Reference #19-00062.

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 #19-00062.

REPORT**1.0 BACKGROUND**

On 2021 November 23, a Public Hearing was held for Rezoning Reference #19-00062. The purpose of the subject rezoning application is to permit the development of 13 3-4 storey stacked townhouse, non-market rental, median/market rental and strata residential buildings, comprised of 130 townhouse dwellings, with underground parking (see *attached Sketch #1*).

At the Public Hearing, 32 verbal submissions and 64 written submissions, including three petitions with 332 signatures were received, the majority of which expressed concerns. The concerns were related to:

- form and density of development;
- on-street parking;
- traffic and traffic impacts during construction;
- capacity of the amenities and infrastructure;
- impact of the proposed building height on privacy of adjacent properties;
- location of off-street loading and the garbage staging area;
- crime and safety;
- public consultation; and
- impacts of the proposed development on property values in the area.

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

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2.0 ISSUES RAISED

2.1 Form and Density of Development

Concerns were raised regarding compatibility of the proposed development with the adjacent neighbourhood regarding form and density.

The subject development was originally proposed for the construction of 208 townhouse dwellings, with a total density of 1.35 FAR and a site coverage of 45%, in accordance with the RM2 and RM2r Districts as guidelines. Following the public consultations and in response to neighbourhood concerns related to density of development, the applicant reduced the number of dwelling units to 130 townhouse dwellings, with a total density of 1.2 FAR (0.9 FAR for market strata units and 0.3 FAR for rental units) and site coverage of 39%, accommodated in 13 buildings, ranging from 3 to 4 storeys in height.

The subject site is adjacent to a single family residential neighbourhood (zoned R3 Residential District) to the east. In the R3 District, the maximum building height is 2 ½ storeys and lot coverage is 40%.

To the south of the subject site is Greentree Village, a master-planned residential community consisting of 109 single family dwellings and 341 ground-oriented multiple family dwellings. The buildings in Greentree Village are generally two storeys in height.

On 2021 November 8, Council adopted a bylaw amending the Official Community Plan (OCP) Residential Framework to allow consideration of multiple family developments, including affordable housing, on institutional-zoned sites that are currently designated for lower density residential uses. The subject site is an institutional site (zoned P2 Administration and Assembly District) and is designated Suburban Single Family Residential. Under the amended OCP policy, rezoning of the site to RM2/RM2r Multiple Family Residential Districts to allow the construction of townhouse dwellings, including non-market rental units, may be permitted subject to Council approval. The applicant is proposing 130 townhouse dwellings including 18 non-market rental and 28 market and median market rental units. The non-market rental units are proposed at 20% below CMHC market median rent rates. The rental rates for 28 rental units will be set at a 1:1 ratio of market and CMHC market median rent rates. The arrangement for all rental units would be secured through a Housing Agreement.

Under the Zoning Bylaw, a density offset is available in the RM3, RM4, RM5, and RM7 Multiple Family Residential Districts to offset the cost of providing required affordable rental housing under Council's adopted Rental Use Zoning Policy. However, the provision of 20% inclusionary affordable rental housing was a requirement of this rezoning application in order to support multiple family uses on the site. As such, the applicant is required to provide the affordable rental housing without the potential of a density offset typically provided for such an inclusion. Furthermore, the applicant is proposing to voluntarily provide an additional 14 market rental units and 14 below market (CMHC Median) units on site to meet the City's housing goals, in line with the recommendations of the Mayor's Task Force on Community Housing to increase the number of homes in more neighbourhoods, and introduce new housing forms and family oriented housing in a variety of neighbourhoods.

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It is noted that while the proposed 130-unit townhouse development observes a higher density than the adjacent single family residential neighbourhood and Greentree Village, the proposed 3-4 storey stacked townhouse buildings are generally in keeping with the 2-2 ½ storey single family and townhouse dwellings in the adjacent neighbourhoods. Given the increase in the supply of housing, the provision of ground-orientated family-oriented dwelling units and rental housing, including non-market rental housing in line with the City policies, and the limited impacts of the proposed form of development on the existing neighbourhood, staff remain supportive of the proposed rezoning amendment.

2.2 Parking Issues in the Area

Concerns were raised regarding the impacts of the proposed development on the existing on-street parking issue in the area.

The development proposes a total of 130 townhouse dwellings, including 84 market strata units, 28 rental units and 18 non-market rental units, with a total of 269 parking spaces (including 37 visitor parking spaces). The proposed development exceeds the requirements of the Zoning Bylaw concerning parking spaces by providing an additional 83 parking spaces for residents and an additional 11 visitor parking spaces. In addition, to encourage and support alternative transportation choices, the applicant is proposing two bicycle parking spaces per unit (260 bike lockers) and 26 bike racks for visitors. Table below provides details of the proposed parking spaces for the residents:

Table 1: Parking Requirements and Provisions

Number and Type of Units	Parking Calculation	Parking Required	Parking Provided
84 market strata units	1.50 parking spaces per unit (not including visitor parking)	126	199
28 rental units	0.5 parking spaces per unit (not including visitor parking)	14	21
18 non-market rental units	0.5 parking spaces per unit (not including visitor parking)	9	12

Given the additional parking spaces, the proposed development is not anticipated to have any related neighbourhood parking impacts. It is also noted that the additional parking supplied is in response to concerns raised by the neighbourhood in the consultations proceeding Public Hearing.

All parking spaces will be provided underground with vehicular access provided via Wayburne Drive. All residential spaces will be equipped with an individually metered energized outlet capable of providing a Level 2 or higher charging level for an electric vehicle, in accordance with the Burnaby Zoning Bylaw.

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2.3 Area Traffic and Traffic Impacts during Construction

Concerns were raised regarding area traffic and traffic impacts during construction.

Area Traffic

The vehicular access to the site was originally proposed off Woodsworth Street, across Garden Grove Drive. Following the public consultation, and in response to the concerns raised related to impact of the proposed development on area traffic and access to Greentree Village, the applicant alternatively proposed to provide the site's vehicular access off Wayburne Drive. A comprehensive review of traffic and transportation related infrastructure required for the proposed development has been undertaken by City staff within the Transportation Engineering Division. Staff will continue to work with the applicant on any further improvements to site's access, or adjacent roads, that may be required to ensure vehicular and pedestrian safety. Any proposed improvements will be addressed prior to Final Adoption of the rezoning bylaw. Further, the applicant will be responsible for the costs associated with any improvements to the roads and infrastructure adjacent to the proposed development site.

Traffic Impacts during Construction Activity

To mitigate potential traffic impacts during construction, 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, materials delivery locations and timing, and specific requests for construction related road closures. The applicant will be requested to accommodate construction traffic and materials delivery on the development site itself, wherever possible. Any temporary or partial road closure during construction will require traffic flag-persons on site to help mitigate potential traffic conflicts.

2.4 Capacity of the Amenities and Infrastructure in the Area

Concerns were raised regarding whether the capacity of schools, parks, and civil infrastructure is adequate to support the proposed development.

School Capacity

The catchment schools that serve the site are Cascade Heights Elementary School and Moscrop Secondary School, which are approximately 2.0 km (1.2 mi) and 1.3 km (0.8 mi) from the site respectively.

As part of the consultation process for the OCP amendment to consider multiple family developments on institutional-zoned sites that are designated for lower density residential uses, staff consulted with the Burnaby School District #41. The School District did not raise any concern related to the proposed OCP amendment given that the potential level of growth associated with the proposal is considered manageable.

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Park Capacity

The subject site is served by two neighbourhood parks, including Harwood Park and Greentree Village Park. Furthermore, Burnaby has a Parkland Acquisition Charge that applies to all new residential development throughout the City and is utilized to acquire additional parkland to meet community needs.

In addition, the proposed site will include an extensive landscaping and tree planting plan, including 4,746 m² (51,091 sq. ft.) of landscaped area with 260 trees (including replacement trees for existing trees that must be removed from the site), and numerous shrubs and ground cover. Soft landscaping will provide new habitat for birds and insects, provide a natural cooling effect, help manage rainwater, and add a rich, ground-level experience for pedestrians within the site. The development also proposes an extensive indoor amenity including meeting, study, fitness, games and multi-purpose rooms on-site. The proposed outdoor and indoor amenities meet the needs of residents living on-site, and lessen the reliance on neighbourhood parks and recreational facilities.

Civil Infrastructure and Sidewalks

As a requirement of the rezoning, a detailed review of all necessary services, including sanitary, storm, and water service, to serve the site is completed by the Planning and Engineering Departments. The applicant is required to hire a professional civil engineer and contractor to design and construct all necessary services to serve the site and extend the required services to a logical point of connection to City standards, with costs borne solely by the applicant.

The applicant is also required to provide public realm improvements along all road frontages adjacent the development site in order to enhance pedestrian safety and improve public realm. This includes construction of new sidewalks, boulevard landscaping, curb bulges, street trees and street lighting.

2.5 Impact of the Proposed Building Height on Privacy of the Adjacent Properties to the East of Westminster Avenue

Concerns were raised regarding the proposed height of the buildings located along Westminster Avenue on privacy of the single family dwellings located across the street.

The proposed buildings along Westminster Avenue are 3-storey buildings [an average building height of 10.7 m (35 ft.)] with 4.65 m (15 ft.) landscaped setback from the eastern property line. The adjacent properties to the east of Westminster Avenue are generally 2-storey single family dwellings that are zoned R3 District. It should be noted that the maximum building height in the R3 District is 2 ½ storeys and 9.0 m (29.5 ft.) for a building with a sloping roof.

Considering an approximately 20.0 m (66 ft.) right-of-way for Westminster Avenue, the proposed buildings will be located approximately 24.65 m (81 ft.) from the adjacent properties to the east of Westminster Avenue. This distance is generally consistent with the existing distance between two buildings located across a lane in the adjacent neighbourhood. Accordingly, the proposed buildings will not impose a greater impact on privacy of the properties located to the east of Westminster Avenue.

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2.6 Location of Off-Street Loading and the Garbage Staging Area

Concerns were raised regarding the proposed location of off-street loading and the garbage staging area, and the impact on vehicular and pedestrian safety.

The off-street loading space and garbage staging area were originally proposed to be located to the south of the site with access off Woodsworth Street, across Garden Grove Drive. Following public consultation, and in response to the concerns raised related to the impacts of the proposed locations on vehicular and pedestrian safety and access to Greentree Village, the applicant proposed to relocate the off-street loading space and garbage staging area to the east of the site with access off Westminster Avenue, which is the lowest classification and traffic volume of the site's three bounding streets. It should be noted that the garbage/recycling storage room will be located in the underground parking and the garbage staging area will be used to store garbage/recycling bins for pick up only on garbage collection days. Access from underground parking to the garbage staging area will be provided by an elevator.

A comprehensive review of the location and design of the off-street loading space and garbage staging area has been undertaken by City staff within the Planning and Transportation Engineering Departments. It is noted that trucks are required to manoeuvre on-site, thus allowing for safe entry/exit, without the need to reverse onto the street.

2.7 Crime and Safety

Concerns were raised regarding a potential increase in crime as a result of the proposed development.

There is no evidence to suggest that residential developments such as that proposed will lead to or even correlate with, higher crime rates. The design of the proposed development, including site layout and landscaping, has been informed by Crime Prevention Through Environmental Design (CPTED) principles. Public and private spaces are adequately delineated, sightlines are well maintained, and most importantly, there are "eyes on the street". The development includes ground-oriented townhouse dwellings with individual entrances along all roads fronting the site and pedestrian-only pathways which connect the site to adjacent public realms. The proposed residential amenity spaces are also oriented towards Wayburne Drive and Westminster Avenue.

2.8 Public Consultation

Concerns were raised regarding the adequacy of notifications for the public consultations held by the applicant.

On 2020 September 21 to 28, and 2021 March 1 to 12, the applicant conducted two public notification processes to engage the residents of the adjacent neighbourhoods. The applicant noted that notifications were delivered to all properties on the following streets:

- Westminster Avenue (between Woodsworth Drive and Laurel Street);
- Woodsworth Drive (between Westminster Avenue and Canada Way);

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- Hardwick Street (between Westminster Avenue and Canada Way);
- Fulwell Street (between Westminster Avenue and Canada Way);
- Laurel Street (between Westminster Avenue and Canada Way);
- Garden Grove Drive (between Woodsworth Drive and Village Drive, except multiple family dwellings to the east between Birchwood Place and Village Drive);
- Hickory Court;
- Laurelwood Place;
- Willowdale Place;
- Cedarglen Place;
- Driftwood Place; and
- Birchwood Crescent.

The notifications included an address for the website related to the proposed development and the timelines for the public notification processes. Detailed information related to the proposal and a survey were provided through the project's website. Further, notifications of the OCP amendment were advertised in the local newspaper and on the City's website. Finally, notification of the subject rezoning's public hearing were advertised in the local newspaper, on the City's website, on boards installed on each bounding street, and mailed to properties within 30m of the subject site.

It is noted that the neighbourhood consultations resulted in meaningful and significant amendments to the development proposal.

2.9 Impacts of the Proposed Development on Property Value in the Area

Concerns were raised regarding the impacts of the proposed development on property value of the adjacent properties.

Generally, it is noted that the market value for a particular property is determined by many unique factors, including, but not limited to, market conditions, land use designation, location, size, layout, configuration, age, condition, amenities and surrounding uses. It is not customary for property values to decrease with the development of multiple-family development within the adjacent neighbourhood. However, it should be noted that the City cannot specifically comment on the individual value of a property as it relates to new development or impacts of new developments on value of adjacent properties.

3.0 CONCLUSION

The development proposal for the subject rezoning application is for 130 townhouse dwellings with underground parking.

This report provides information responding to a number of concerns raised at Public Hearing. In order to achieve Final Adoption of the rezoning, the developer will be required to satisfy all prerequisite conditions of the subject rezoning application. Overall, the proposal encompasses a high quality architecture and landscape treatment, and is considered to have public benefits by way of the various

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forms of housing provided, as well as the public realm improvements achieved as a part of the application. Finally, it is emphasized that the applicant has responded positively to the feedback received from the community by:

- redesigning the project to reduce the total number of units from 208 to 150;
- providing additional off-street parking, well in excess of bylaw requirements;
- relocating site access from Woodsworth Street to Wayburne Drive; and
- relocating loading and solid waste and recycling from Woodsworth Street to Westminster Avenue.

These design responses are significant and represent considerable departures from initial proposals for the site, clearly demonstrating compromises based on feedback from the community. As such, the applicant has followed through on everything asked of them. Given the foregoing, staff remain supportive of the suitable plan of development as presented at Public Hearing.

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 #19-00062.


E.W. Kozak, General Manager
PLANNING AND DEVELOPMENT

PS:sa:ll

Attachment

Copied to: Deputy Chief Administrative Officer and Chief Financial Officer
General Manager Corporate Services
General Manager Parks, Recreation and Cultural Services
Chief Building Inspector
City Clerk



5 Issue for SPoD	2021/11/05
4 R1 Resubmission	2021/06/30
3 Reissued for City Review	2021/06/10
2 Reissued for City Review	2021/05/14
1 Issue for City Review	2020/12/21
Revisor No.	Date

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Project Title:
Wayburne Drive

Drawing Title:
Site Plan

Project North:	Drawn By:	SI
	Checked By:	JM
Scale:	Job No.:	20-001
	Sheet No.:	

L1.0

Plot Date: 2021-11-05
Sketch #1