

ITEM 1

MANAGER'S REPORT NO. 61

COUNCIL MEETING Sept. 29/75

road rights-of-way and construction of required roads in conjunction with the rezoning of individual sites within Community Plan areas. This procedure has been followed in all Community Plan areas, including, for example, Areas "G" and "H" (Lougheed), Area "D" (Brentwood), Greentree Village, Lake City East, and the future Burnaby 200; and has been successful in achieving an appropriate construction schedule for required Community Plan area services.

With respect to the developer's site, the completion of the road link through from Mayberry Street to Willingdon Avenue is required at this time to serve this developing apartment area. This link will allow for the next step in the evolution of the Community Plan which will entail the closure of Kathleen Avenue.

With regard to the amount of road dedication required, it is noted that the developer of a future apartment site directly to the north will be required to dedicate substantial areas for road rights-of-way. Access to the subject site should be provided from the local streets to the north and south of this site (Maywood or Mayberry Streets) rather than the future Willingdon Avenue arterial street.

The developer will be required to dedicate a 20 foot wide strip along Willingdon Avenue. This is consistent with Council's direction that land for the proposed Willingdon Extension is to be acquired only as a result of applications to rezone/subdivide property which would be affected by the extension. It is also standard municipal policy to require that proposed development densities be based on the net site area after the deduction of any necessary right-of-ways. Council reaffirmed these procedures, with respect to an apartment development (R.Z. #25/73, R.Z. #45/72) now under construction further to the south at the corner of Patterson Avenue and Imperial Street.

2.2 Proposed Development

The developer desires to construct a large monolithic, corridor-oriented three-pronged apartment building with projected face-lengths on its three sides of approximately 186 feet, 202 feet, and 206 feet, rather than a point-block apartment development.

The Community Plan Area "M" adopted by Council outlines the development of point-block apartment towers arranged in a sympathetic manner to emphasize views between buildings. The generally recommended type of point-block tower would be 85 to 90 feet in face dimension with a typical floor area of approximately 6,000 to 7,000 sq. ft.

The point-block concept, even though individual buildings may be relatively tall, is visually and psychologically a lighter and more humanly-scaled building form than the massive wall, barrier-like, and, in our opinion, oppressive and impersonal nature of large slab-type buildings. In this particular Community Plan Area it is important not to create a mass-wall effect which will tend to segregate the existing three-storey apartment area from the balance of the Community Plan area and from Central Park beyond. We are sure the developer will recognize the vital importance of preserving vistas between buildings and through to Central Park, which was a consideration in

the siting of his three buildings presently under construction at Patterson and Maywood (R.Z. #13/74). Moreover, there is the need to provide for optimum daylight penetration between buildings in high rise complexes such as this Community Plan area, and the point-block tower is the building form which best provides for daylighting and the spatial interplay at ground level which is so vitally important in maintaining continuity of pedestrian scale and experience. The developer has contended that in a two point-block tower concept, one tower will be in the shade of the other for prolonged periods during the day. In reply we would state that the shading of one building on the other will be only for relatively short periods, and that the fact that a slab building would probably be in its own shade for extended periods of the day and appear as a dark building mass from the surrounding area would be of greater consequence.

It is noted that the developer's presentations illustrate a one tower slab block with typical floor area of 14,100 sq. ft.± while the point-block towers would have a typical floor area of 5,600 sq. ft.±, so that the site coverage for the slab building would, in this particular instance, be somewhat higher. The positive aspects of the site planning of point-block apartments is stressed, in that the many point-block apartment developments in the municipality rezoned and constructed in the last few years have achieved a high degree of useful green space, suitable project amenities at grade, appropriate building setbacks, and the retention of appropriate existing trees. The provision of appropriate fire accesses to high rise apartments is closely coordinated with the Fire Department at the time of rezoning. Other aspects of fire safety are covered by the National Building Code and various fire safety regulations.

The point-block concept not only provides a continuity in building modulation within a Community Plan area but also allows for suitable diversity in the design of individual apartment towers. Considerable opportunity for design expression is available within the general format of the point-block tower, and highly imaginative and efficient building shapes may be developed.

The submission of a large monolithic single-building proposal by this developer was not expected since it was at variance from his commendable point-block design for condominium apartments on the adjacent site. The developer has stated his development is intended as a rental project and that economic factors dictated the single-building design. We contend that residents in rental apartments should not be provided a lesser living environment than for condominium residents. The optimum living environment should be provided for apartment residents regardless of tenure, to fulfill and protect not only the short term but also the long term interests and qualitative needs of the overall community. The introduction of large slab buildings would create a precedent which would have serious implications on the environmental development and the physical character and image of this municipality. Council has adopted a specific proposal to assist the rental market in that approximately 10% of the total project units may be reduced 15% in size from the standard unit sizes outlined in the Zoning Bylaw.

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To state a general point, the social value of high density apartment living has been brought into question by many sociologists, urban planners, and by urban residents themselves. If the realities of increasing urban population require the acceptance of a substantial proportion of high rise apartments, it is the responsibility of those involved in the creation of these high density residential environments to ensure that any possible negative aspects of high rise developments be eliminated as much as possible through careful design and control.

2.3 Zoning Category

The developer has stated his desire to have his subject site zoned to the RM5 Multiple Family Residential District rather than the standard Comprehensive Development District (CD) for high rise apartments.

The proposed development should be rezoned to the Comprehensive Development District (CD). All high rise residential developments in Burnaby to date with one early pre-1970 exception and an RM4 development have been rezoned under the Comprehensive Development District. The CD district has been effective in assuring that important site-specific Community Plan and environmental criteria are met. Due to the concern of the community with regard to high rise apartments, the Comprehensive Development District guarantees to the residents of Burnaby and to the Council that a specific appropriate and socially acceptable residential design will be submitted to a Public Hearing for their information and discussion, and that this specific design would then be the project which is actually constructed, even if the land ownership changed after the site were rezoned. If it is the intention of a developer to provide the quality of housing development being represented to Council and the public at the time of rezoning, then presumably there should be no objection to the use of the Comprehensive Development District (CD).

3.0 SUMMARY


The Municipality through Council may rezone property from existing single family dwelling to high rise apartment densities; and the Municipality has established a consistent procedure of ensuring that the required community services and amenities are provided in conjunction with rezoning applications to accommodate increased residential densities. The developer has objected to the zoning procedures and requirements by which appropriate environmental, community planning, and quality standards are maintained; and which have applied and apply to all other developers. For example, the developer had verbally expressed his opposition to the Parks Acquisition Levy established by Council.

The Municipality has always been open to and welcomed innovative concepts in residential design, but only those innovations which would have a beneficial effect on the community, not only in the short term but also in the long term.

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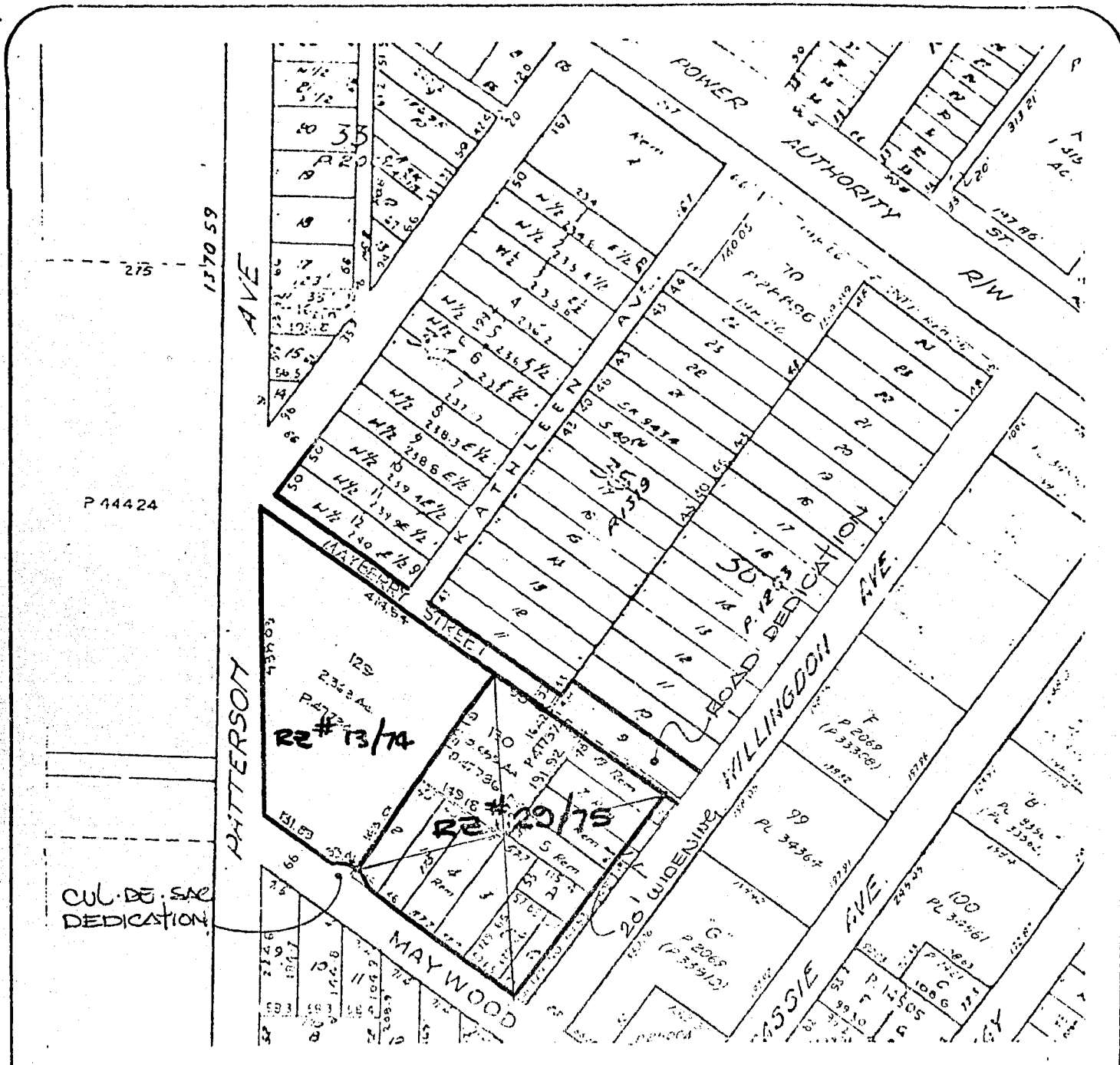
4.0 RECOMMENDATION:

It is recommended that the Planning Department be authorized to work with the applicant towards the development of a suitable residential development in accordance with the Comprehensive Development District, and Community Plan Area "M"; and consistent with procedures and requirements which apply to other apartment developers as outlined in this report.


A. L. Parr,
DIRECTOR OF PLANNING.

KI:cm
Attached Location Sketch

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Date
AUG. /75

Scale
1" = 200' ±

Drawn By

Burnaby Planning Department

RZ REF # 20/75

DIAGRAMMATIC SITE SKETCH