

ITEM	8
MANAGER'S REPORT NO.	61
COUNCIL MEETING	1979 09 10

RE: REZONING REFERENCE #38/77A  
(BOSA BROS. CONSTRUCTION LIMITED)  
HASTINGS STREET/BOUNDARY ROAD/ALBERT STREET/ESMOND AVENUE  
POINTS RAISED AT PUBLIC HEARING ON 1979 JULY 17

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Following is a report from the Director of Planning regarding Rezoning Reference #38/77A.

RECOMMENDATION:

1. THAT the report of the Director of Planning be received for information purposes.

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PLANNING DEPARTMENT  
1979 September 06

TO: MUNICIPAL MANAGER  
FROM: DIRECTOR OF PLANNING  
SUBJECT: REZONING REFERENCE #38/77A  
(BOSA BROS. CONSTRUCTION LIMITED)  
HASTINGS STREET/BOUNDARY ROAD/ALBERT STREET/  
ESMOND AVENUE - POINTS RAISED AT  
PUBLIC HEARING ON 1979 JULY 17

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RECOMMENDATION:

1. THAT this report be received for information purposes.

REPORT

On 1979 July 17 a Public Hearing was held regarding a proposal which includes two high-rise residential towers with commercial and office space on a site bounded by Hastings Street, Esmond Avenue, Albert Street and Boundary Road. The Public Hearing was adjourned to 1979 September 11 at 19:30 h in the Municipal Hall Council Chamber in order to afford residents of the area more time to respond to the rezoning proposal and to allow Council to obtain information on questions which have been raised. The purpose of this report is to provide some additional information about the rezoning proposal in response to questions of Council.

Council on 1979 July 17 suggested that representatives of the Planning Department attend a meeting of interested residents of the area. Planning Department staff met with a representative group of residents in the area on the evening of 1979 August 30 in the Willingdon Heights NIP/RRAP office at 4132 Hastings Street. There were 23 representatives of the Burnaby Heights neighbourhood present. The purpose of the meeting was informational in order to explain the Community Plan and the proposed rezoning proposal and also to afford the residents the opportunity to exchange views with staff.

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At the Public Hearing on 1979 July 17 and the 1979 August 30 information meeting, the residents of the area commented on a number of issues and concerns pertaining to the rezoning proposal and the Community Plan. Some of these issues require further explanation as they were not responded to at the Public Hearing. These issues fall into several categories -

- traffic concerns including noise, congestion, on-street parking and commercial deliveries;
- scale, visual skyline impact, view obstruction and shadows from the towers, and the lack of a buffer between the Community Plan Area and the adjacent neighbourhood;
- population density increase/social impact of development on the surrounding community;
- lack of park facilities in the area; and
- notification process for informing the public about rezoning applications.

I. TRAFFIC CONCERNS

Under the terms of the Conceptual Transportation Plan approved on 1979 August 20, the site in question is well located in terms of Hastings Street which is designated as a primary arterial and Boundary Road which is designated as a primary arterial south of Hastings Street. Albert Street serves as a dividing line between the commercial and higher density residential uses to the south and functions as a local collector road. The majority of westbound traffic leaving the subject site would use Boundary Road or Esmond Avenue to get onto Hastings Street. Because of the difficulty encountered for vehicles turning east (left) on Hastings Street from Esmond, it is anticipated that cars will travel along Albert to the signal at Gilmore Avenue. Access to the site is proposed to be from Boundary, Esmond and Albert.

In response to a question pertaining to the accident history of Albert and Boundary, it appears that only three recorded accidents with property damage only have occurred in the past three years on the Burnaby side and it does not appear that the intersection has any indication of accident problems at the present time.

The development proposed for this location should have no appreciable effect on traffic on the residential streets in the Burnaby Heights single and two family area north of Albert.

With regard to parking, the subject proposal provides 1.5 spaces per unit which is in excess of the 1.25 spaces per unit required for rental apartments under the terms of the Zoning Bylaw. Twenty-eight surface parking spaces are provided for visitors. While some parking may occur in front of single family homes on Albert Street, this parking would be regulated by existing bylaws which prohibit parking for periods longer than three (3) hours on streets adjacent to private property. Any commercial truck deliveries to the site would gain access to the development from Boundary Road.

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I. Traffic Concerns - continued

In terms of traffic noise generation, the fact that most of the parking is underground will minimize the amount of noise from engines being started and people coming and going. The residents feel that this redevelopment will nevertheless aggravate existing traffic problems in the Burnaby Heights area; however, the motion regarding Cassiar Street passed by Council on 1979 September 04 would, upon implementation, reduce the through traffic problems on residential streets in the Burnaby Heights area.

II. SCALE OF PROPOSED DEVELOPMENT

In an overall Burnaby sense, the areas of high-rise development are limited to Metrotown, Lougheed Town Centre, Brentwood Town Centre, Hastings District Centre, Kingsway/Edmonds District Centre and Duthie/Halifax District Centre which are the designated centres of Burnaby. These sub-centres of Burnaby are those in which commercial activities, transportation, services and higher density housing are focussed and the creation of an urbane environment is appropriate.

In the adopted Community Plan/Apartment Study which permits high-rise development, the basic approach of the Municipality is to encourage the development of low site coverage point block towers that have a slender character. Thus an open concept is promoted with the ability to see between buildings in contrast to an alternative design of slab high-rise buildings.

The street level view would be reasonably open with extensive on-site landscaping and would provide view corridors between the two apartments which a three-storey building similar to the original proposal for the site would have obstructed from the Albert Street level.

One of the impacts in the immediate area of the towers will be the shadows cast on the ground. The contour of the land and the height of existing buildings will affect the length of shadows cast by the 180' towers. The fact that the hill slopes north and east of the site will result in the shadows being shorter than if the land were flat.

It is agreed that high-rise buildings will cast shadows. However, the attempt has been made to minimize shadow intrusions through the point block towers which will not have the larger shadow of slab apartments. At the equinoxes (March 21 and September 21) the shadows at mid-day (12:00 h) will be cast approximately halfway across the depth of properties immediately north of the towers. During the winter solstice the shadows at 12:00 h will be cast as far as Pandora Street; and in the summer solstice the mid-day shadow will reach only as far as the middle of Albert Street and will not shade the dwellings on the north side of Albert at all during mid-summer.

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II. Scale of Proposed Development - Continued

The Burnaby Heights area will be affected only marginally in spring and fall, and not at all in summer. It must be acknowledged that in the winter months even low buildings due to lower sun angles will have lengthy shadows.

III. POPULATION DENSITY INCREASE/SOCIAL IMPACT OF THE PROPOSED DEVELOPMENT ON THE SURROUNDING COMMUNITY

The commercial activity will be oriented to Hastings Street and these activities should have a minimal impact on the surrounding neighbourhood as parking, any loading and garbage containers will all be contained within the underground parking area. The construction of new offices and shops will assist in revitalizing the Hastings Street frontage and increase the availability of convenience commercial facilities to residents of the area.

The proposed project will be provided with commercial recreation rooms and a large open space area at the base of the two towers.

In terms of crime against property and persons, high-rise areas generally have lower incidences of crime than single family neighbourhoods according to a crime study done in Burnaby utilizing data from 1970 to 1975 (refer to Appendix I attached). This may be explained by the fact that there are more people on the streets or around higher density buildings and that crimes of violence often involve family situations which are not as common in high-rise buildings. The possible exception to the general rule that crime rates are lower is in underground parking areas where the incidence of property crimes (thefts and vandalism relating to motor vehicles) are higher. There is little to suggest from our research that the densities in which people live have a causal relationship with the crime rates in Burnaby or Canada.

In terms of impact on the character of this portion of the Hastings Street commercial strip, the proposed project would upgrade the level of economic activity and the appearance of this area.

At the information meeting on 1979 August 30, the residents of the area expressed a very strong concern regarding the interface or lack of buffer zone between the high density on the proposed rezoning site and the adjacent single and two family R5 zone, and were highly critical of the Community Plan for this area.

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IV. LACK OF PARK FACILITIES IN THE AREA

The Burnaby Park Study 1977 anticipates that the development of higher density housing in the Hastings/Albert Street corridor of the Burnaby Heights and Willingdon Heights areas will produce a need to expand the existing 29.7 acres of park and open school grounds in the area to approximately 35.4 acres by 1986 to meet population projections. It is noted that the existing 16.6 acres of parkland in the Burnaby Heights area is actually in excess of existing park requirements of 14.6 acres and only marginally below the estimated 1986 requirement of 17.7 acres. The need for the construction of a small playlot in the south-westerly sector of the neighbourhood was identified in the 1977 Study.

The low site coverage of the towers (approximately 15%) apartment proposal will provide extensive landscaped areas and playground facilities within the project site.


The Neighbourhood Parkland Acquisition charge on new residential development will assist the Municipality in acquiring any further required neighbourhood parkland. This project will be required to contribute \$1,080 per unit (\$332,640) for acquisition of parkland in this area.

V. NOTIFICATION PROCESS FOR INFORMING THE PUBLIC ABOUT REZONING APPLICATIONS

One of the criticisms raised at the Public Hearing on 1979 July 17 by residents of the area was that there was inadequate notice given regarding the public hearing for the rezoning. The Municipality does fulfill the statutory requirements under the Municipal Act by notifying registered owners and occupants within 30 m of a site for which a public hearing is to be held, signs are posted on the sites (4 were posted for this particular project), and notices are placed in newspapers.

The currently used process is presently under staff review and a report will be forthcoming on means to improve the information process regarding rezoning proposals.

The purpose of this report is to outline and clarify the questions raised at the Public Hearing on 1979 July 17, and is for the information of Council.

  
A. L. Parr  
Director of Planning

BR:KJ:lf  
cc: Municipal Clerk  
Municipal Engineer  
Parks and Recreation Administrator

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TABLE V (1)

SAMPLED CRIMES OCCURRING IN RESIDENTIAL DWELLING UNITS

OFFENCE	SINGLE FAMILY	TWO FAMILY	GROUP HOUSING	LOW RISE	HIGH RISE	OTHER	TOTAL
Sexual Offences	28	-	2	12	1	1	44
Assaults	368	2	4	85	15	11	485
Breaking & Entering	1186	6	12	209	18	32	1463
Wilful Damage	855	5	5	136	28	62	1091
Disturbing the Peace	103	-	-	18	1	4	126
<b>TOTAL</b>	<b>2540</b>	<b>13</b>	<b>23</b>	<b>460</b>	<b>63</b>	<b>110</b>	<b>3209</b>
<b>% OF CRIMES</b>	<b>79%</b>	<b>.5%</b>	<b>.5%</b>	<b>14%</b>	<b>2%</b>	<b>4%</b>	<b>100%</b>
<b>UNITS AS % OF TOTAL HOUSING STOCK</b>	<b>54%</b>	<b>7%</b>	<b>6%</b>	<b>22%</b>	<b>10%</b>	<b>1%</b>	<b>100%</b>

Source: Burnaby Planning Department

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Generally, this study found no evidence that high-rise buildings in Burnaby are high-crime areas. Similarly, there was no direct relationship in evidence that would reinforce the premise that high density in Burnaby causes crimes.

There may be one crime area of concern associated with high-rises (or low-rises or any other structure with underground parking), and that is thefts of or thefts from motor vehicles located in underground parking lots.

Table V(1) outlines the proportion of crimes sampled in this study which occurred in specific types of residential units. Also noted is the percent of the housing stock each type of housing comprises.

Of significance is the fact that while only 54% of the dwellings units in Burnaby are of a single family type, 79% of the select crimes occurred in them. Where 10% of the housing stock is high-rise and only 2% of the crimes occurred in them.

Following are brief point form conclusions which stem from the analysis conducted in this study.

a) Sexual Offences (Crime Rate .63)

- 13.51% of all reported sexual offences occurred in Area 27 (Maywood).
- Area 27 had no sexual offences reported in either February or May of 1975. This may infer that sexual offences in that area occur seasonally (i.e. during summer months).
- Area 14 and 15 (Burnaby Mountain) had 75% of their sexual offences occurring in an automobile.