

TO: CITY MANAGER 1992 OCTOBER 28
FROM: ACTING DIRECTOR PLANNING AND BUILDING
SUBJECT: EDMONDS TOWN CENTRE - COMMUNITY PLAN REVIEW
KINGSWAY/GREENFORD/BERESFORD/GRIFFITHS
REZONING REFERENCE #45/92
7026 KINGSWAY

PURPOSE: To make recommendations arising from a Community Plan review of the area bounded by Kingsway, Griffiths Avenue, Beresford Street and Salisbury Avenue.

=====

RECOMMENDATIONS:

- 1) THAT staff be authorized to utilize the Community Plan amendments proposed in Section 6.0 of this report and illustrated in Sketch #2 attached as the basis for inviting public comments from the neighbourhood, and for working with the applicant towards the preparation of a plan of development suitable for presentation to a Public Hearing.
- 2) THAT a copy of this report be sent to the Parks and Recreation Commission for information purposes.
- 3) THAT a copy of this report be sent to APM International, Suite 200 - 1737 West 3rd Avenue, Vancouver, B.C. V6J 1K7, the applicant for Rezoning Reference #45/92.
- 4) THAT a public information mailing as outlined in Section 6.0 of this report be authorized.

R E P O R T

1.0 BACKGROUND:

On 1992 September 28, a first report regarding a new rezoning application for the property at 7026 Kingsway (Rezoning Reference #45/92) was submitted to Council. This rezoning application requested a review of certain aspects of the adopted Community Plan for the area, as well as rezoning of the subject site to CD Comprehensive Development District (based on RM5 Multiple Family Residential, P5 Community Institutional and C2 Community Commercial District guidelines).

The purpose of the rezoning application is to accommodate a mixed-use commercial residential development which includes ten units to be occupied by people with disabilities who require access to attendant care on a 24-hour basis. The applicant advises that these ten units are to be acquired by the Vancouver Resource Society at a nominal cost. The developer intends to approach the Ministry of Health to fund the care costs. The project is also intended to incorporate work opportunities for its disabled residents.

The following items were identified for consideration in the proposed review of the adopted Community Plan for the area.

- requested increase in density for the residential component of the development from RM4 (1.7 F.A.R. maximum) to RM5 (2.2 F.A.R. maximum).

- reconfiguration of the road network in the area (specifically the developer has suggested elimination of the Greenford Avenue cul-de-sac and the central portion of Beresford Street between Griffiths Avenue and Salisbury Avenue).

- preservation of existing mature evergreen trees along the Beresford Street alignment.

- proposed future development site assembly configuration west of the subject site (specifically the developer has suggested two north-south sites, rather than the two east-west sites shown in the adopted Community Plan).

On 1992 October 05, staff submitted a further report following discussion regarding timing with the applicant, and Council adopted the following staff recommendations:

1. THAT staff be authorized to pursue a Community Plan Review of the subject site and the neighbouring properties bounded by Greenford Avenue, Kingsway, Griffiths Avenue and Beresford Street.
2. THAT this rezoning application be held in abeyance pending conclusion of the subject Community Plan review.

The existing adopted Community Plan for this area is illustrated on Sketch #1 attached. Staff have now concluded the subject Community Plan review, and this report is submitted to provide background information on a number of issues, and to propose Community Plan amendments to form the basis for inviting public comment from interested parties in the neighbourhood, as well as for working with the applicant towards the preparation of a plan of development suitable for presentation to a Public Hearing.

2.0 TREE PRESERVATION:

There are significant groups of mature evergreen trees along the Beresford Street alignment between the existing end of pavement west of Salisbury Avenue and Greenford Avenue, and between Griffiths Avenue and the lane to the east. The rezoning applicant has provided surveys of these trees.

The applicant has pointed out that these are valuable landmark stands of trees and staff concur that they are important in the development of the area, especially as they relate to the adjacent B.C. Parkway and Powerhouse Park beyond. Parks staff have inspected the trees and rated them highly in terms of health and visual significance.

The extension of Beresford Street westward to Griffiths Avenue in accordance with the existing Community Plan would result in the removal of most of these trees. The Plan alignment would preserve a group of trees south of the roadway adjacent to the Parkway just east of Griffiths Avenue. These trees were, however, topped some time ago.

The rezoning applicant previously proposed the alternative of eliminating the central portion of Beresford Street and providing cul-de-sacs from the east and west with a fire truck access link. With elimination or careful location of the proposed fire truck access this option would allow preservation of a number of significant trees east of Greenford Avenue. The majority of trees east of Griffiths Avenue, and significant trees west of the existing Beresford pavement end would however need to be removed to construct the proposed cul-de-sacs.

A possible alternative to allow preservation of virtually all the trees would be the termination of the existing pavement west of Salisbury Avenue in a hammerhead turnaround, and the elimination of Beresford Street to the west entirely. The access and traffic implications of this alternative are discussed in the following section.

If Beresford Street is eliminated and the existing groves of trees are to be preserved, it is considered that this would be best achieved through Municipal ownership for public open space purposes of the strip of land previously identified for road right-of-way.

3.0 ACCESS AND TRAFFIC CONSIDERATIONS:

Both the developer and staff consider that the most desirable vehicular access for the residential component of the current development site would be from Beresford Street. As noted above, significant trees near the existing end of pavement would need to be eliminated to construct a standard cul-de-sac bulb to provide access to the site. Based on the tree survey, however, it appears that preservation of these trees would be compatible with development of a hammerhead turnaround with a driveway access into the site. This is the recommended approach.

The developer has noted, and staff concur, that vehicular access from Kingsway for both customers and loading is important to the commercial components of the developments in the subject sites. Rather than direct individual or shared driveway and loading accesses to the developments from the arterial, staff recommend that the north end of Greenford Avenue be maintained and upgraded as a cul-de-sac providing access from Kingsway to the development sites. If the sites west of Greenford Avenue are consolidated as two east-west sites as provided for by the current Community Plan, both sites would have access from both the Greenford Avenue cul-de-sac and Griffiths Avenue. Although this is considered to be the more desirable subdivision pattern, the possible alternative of a north-south site assembly pattern (possibly more likely given assembly to date) should also be considered. In this case the easterly lot would have access from Greenford Avenue, while the westerly lot would have access from Griffiths Avenue at an appropriate distance from the intersection.

Future plans for Kingsway upgrading incorporate a median which will result in right turn only access/egress for the Greenford Avenue cul-de-sac. Given these future intentions it may be desirable to incorporate Greenford Avenue turning restrictions at the time of initial development. This issue should be resolved through staff discussion with the developer and the Ministry of Transportation and Highways.

As a result of the Public Hearings for the previous rezoning applications for the subject site, it was noted that Greenford Avenue is considered very important to the functioning of the existing car dealership to the west as an interim use pending redevelopment of that site. The current recommendation would see the northerly portion of Greenford Avenue upgraded in conjunction with the current rezoning for future cul-de-sacing, while the southerly portion and the Beresford Street link to Griffiths Avenue would remain in its current state pending closing in conjunction with rezoning and development of the adjacent sites.

4.0 DEVELOPMENT GUIDELINES (7026 KINGSWAY):

The current Community Plan designates the subject site for mixed-use commercial/residential development based on C2 Community Commercial and RM4 Multiple Family Residential District use and density guidelines. The previous rezoning application (Rezoning Reference #49/91) based on these guidelines received Third Reading on 1992 August 10, and provides for development of 603 m² (6490 sq.ft.) of commercial floor area and 11,696 m² (125,904 sq.ft.) of residential floor area comprising a total of 132 apartment units. The reduced site area resulting from the proposed road and site reconfiguration, and assuming commercial floor area of 930 m² or 10,000 sq.ft.) would increase the residential floor area to approximately 14,838 m² (159,700 sq.ft.). This would accommodate an increased total of 160 to 170 apartment units. This includes the 10 units comprising the P5 Community Institutional use component of the project which are to be acquired by the Vancouver Resource Society at a nominal cost for rental to residents with disabilities requiring access to attendant care on a 24-hour basis.

The developer proposes a single residential high rise tower as well as low-rise commercial and residential components. To preserve views and an appropriate relationship with neighbouring sites, the height and bulk of the tower should not be increased over that of the previous application (Rezoning Reference #49/91), i.e. maximum height of 21 storeys and a maximum floor plate of approximately 590 m² (6,350 sq.ft.) with maximum overall dimensions of 26.5m by 29m (87 ft. by 95 ft.). As a consequence, approximately 3,400 m² (36,600 sq.ft.) of commercial and residential floor area would be developed as a low-rise element of the development.

Given the location of the subject site adjacent to RM5 density sites and its relationship to public open space areas, as well as the community benefit the P5 Community Institutional disabled residential and care use portion of the proposed development provides, staff support the requested increase to RM5 density, not to exceed a total Gross Floor Area of 15,800 m² (170,000 sq.ft.) as outlined above, and subject to submission of a suitable plan of development.

At this time it is not proposed to recommend changes in Community Plan designation to increase density for the two future redevelopment sites to the west. It is acknowledged however, that at the time of rezoning and redevelopment an application for RM5 density could also be considered for each of these sites, subject to submission of a suitable plan of development.

5.0 OPEN SPACE SYSTEM:

As noted in Section 2.0, it is recommended that the area formerly designated for Beresford Street right-of-way south of the subject sites, form part of the Municipal open space system. Municipal ownership will provide the greatest security for preservation of the significant groves of trees, and options for public use and enjoyment of the property in conjunction with the adjacent B.C. Parkway and Powerhouse Park as illustrated on Sketch #2 attached which summarizes the proposed Community Plan amendments for the area. To some extent this area can also be considered as compensating in part for areas previously proposed for inclusion in Powerhouse Park which were lost to the 19th-Griffiths realignment.

A public pedestrian and open space link between this new park/open space area and Kingsway is proposed to be developed along the Greenford Avenue right-of-way. In conjunction with the current rezoning and development this would be constructed as the separated sidewalk east of the upgraded cul-de-sac roadway, and an interim pathway on easement adjacent to the existing interim Greenford Avenue roadway south of the cul-de-sac. In the future when the cul-de-sac is completed including a separated sidewalk on the west side, the roadway south of the cul-de-sac would be closed and this portion of right-of-way would be developed as a pedestrian parkway link. Sketch #3 attached illustrates the relationship of this link and the new parks area to the neighbourhood open space system.

It is proposed that the landscape architect for the current rezoning applicant prepare a conceptual design for the new park/open space strip. Besides providing an important visual amenity, the significant groves of trees in this area provide an opportunity to greatly enrich the experience of travelling along this portion of the B.C. Parkway by routing a trail amongst the trees and providing seating and resting areas. The green link to Kingsway should also be emphasized in the conceptual design. The boundaries of the area designated for park/open space use in the proposed plan amendments may be refined or adjusted to respond to the conceptual design.

The existing 10m (33 ft.) Beresford Street right-of-way comprises one-half the new open space/park area included in the proposed Community Plan amendments. Under the current Community Plan the other half of the area would have been dedicated as road right-of-way as a condition of the adjacent rezonings at no cost to the City. Under the proposed Community Plan amendments the subject property is required for open space/park purposes rather than road purposes. Planning staff therefore recommend that it be acquired as an offset to payment

in full of applicable Neighbourhood Parkland Acquisition Development Cost Charges. In the case of the current development it is proposed that approximately 550 m² (5,900 sq.ft.) of land would be acquired in return for a fifty percent reduction of the applicable Neighbourhood Parkland Acquisition Charge of \$1,436 per unit for the 160 to 170 apartment units in the proposed development.

Parks staff have reviewed and support the proposed Community Plan amendments outlined above. It is recommended that a copy of this report be sent to the Parks and Recreation Commission for information purposes.

6.0 CONCLUSION:

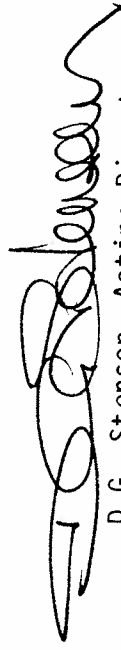
Sketch #2 attached illustrates staff proposals for the amended Community Plan for the subject area. The most significant changes to the Plan are outlined below:

- designation of 7026 Kingsway for mixed-use commercial/residential development based on C2 Community Commercial District and RM5 Multiple Family Residential District use and density with a P5 Community Institutional District component for ten rental units for people with disabilities and associated care facilities.
- development of Greenford Avenue as a cul-de-sac providing site access from Kingsway.
- termination of Beresford Street west of Salisbury Avenue in a hammerhead cul-de-sac at the end of the existing roadway with driveway access to the residential component of the development on 7026 Kingsway.
- preservation of existing trees in the previously planned Beresford Street right-of-way between the new hammerhead and Griffiths Avenue as an open space/park area adjacent to the north edge of the B.C. Parkway, with a pedestrian parkway link north to Kingsway via the Greenford Avenue cul-de-sac.
- acknowledgement that a north-south consolidation pattern and RM5 density could be considered for the area between Griffiths Avenue and Greenford Avenue in the future, subject to submission of suitable plans of development.

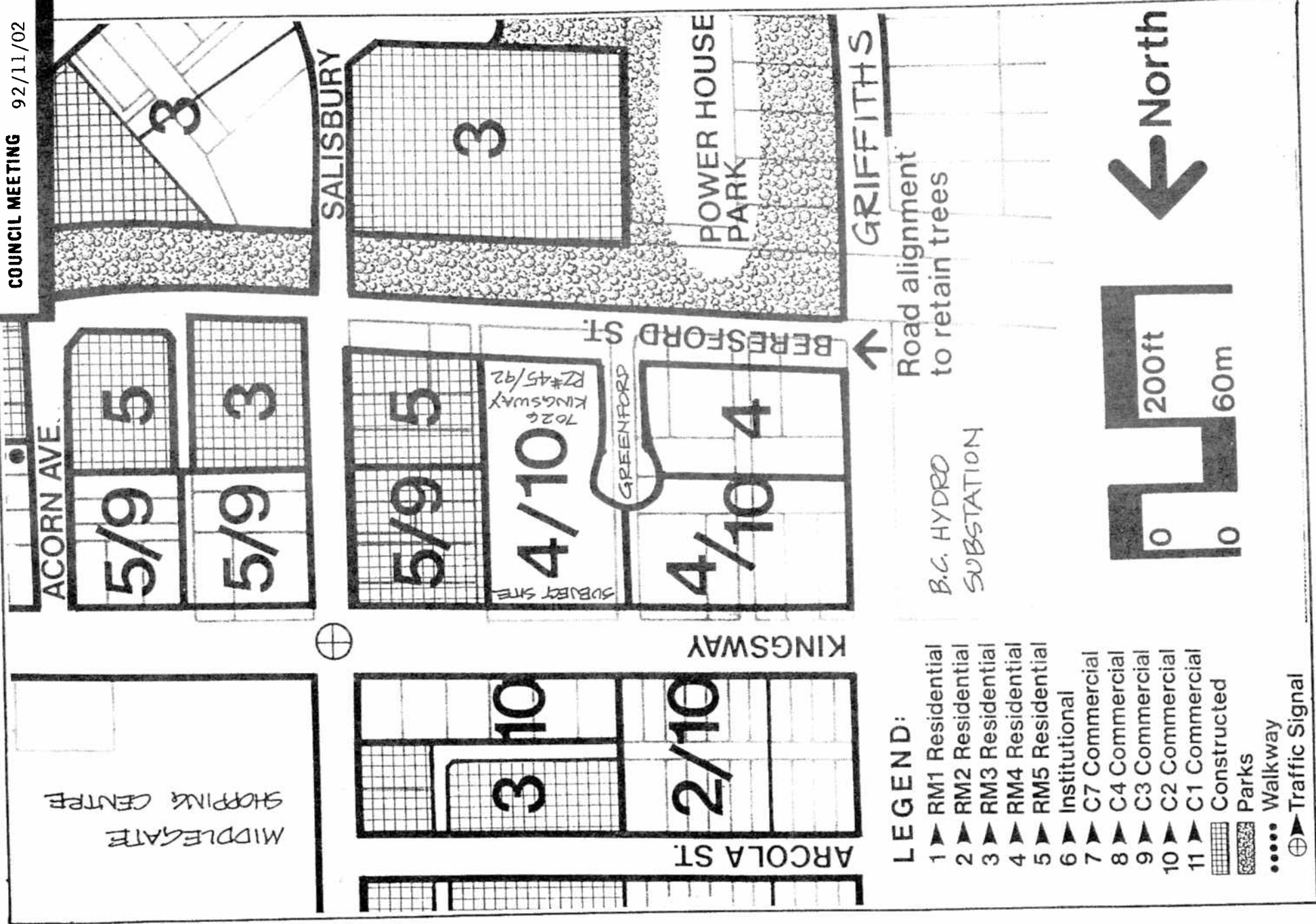
The proposed changes have been discussed with and are supported by the applicant for Rezoning Reference #45/92. It is recommended that staff be authorized to pursue a public information mailing regarding the proposed plan amendments (see Appendix A) including existing and proposed plan sketches, to property owners and occupants within the immediate neighbourhood as illustrated in Sketch #4. Given the time constraints previously outlined by the rezoning applicant it is also recommended that staff be authorized to utilize the proposed Community Plan amendments as the basis for working with the applicant towards the preparation of a plan of development suitable for presentation to a Public Hearing. It is anticipated that a report to be submitted in mid-December providing details of the plan of development and recommending a Public Hearing in 1993 January will also include a summary of public response to the proposed plan amendments.

RR:yg

cc: Director Engineering
City Solicitor
Director Recreation and Cultural Services
Director Finance
Fire Chief



D.G. Stenson, Acting Director
Planning and Building



SKETCH # 1



Date: 1992, OCT.

ADOPTED COMMUNITY PLAN SIX (PORTION)

ITEM 14
 MANAGER'S REPORT NO. 68
 COUNCIL MEETING 92/11/02



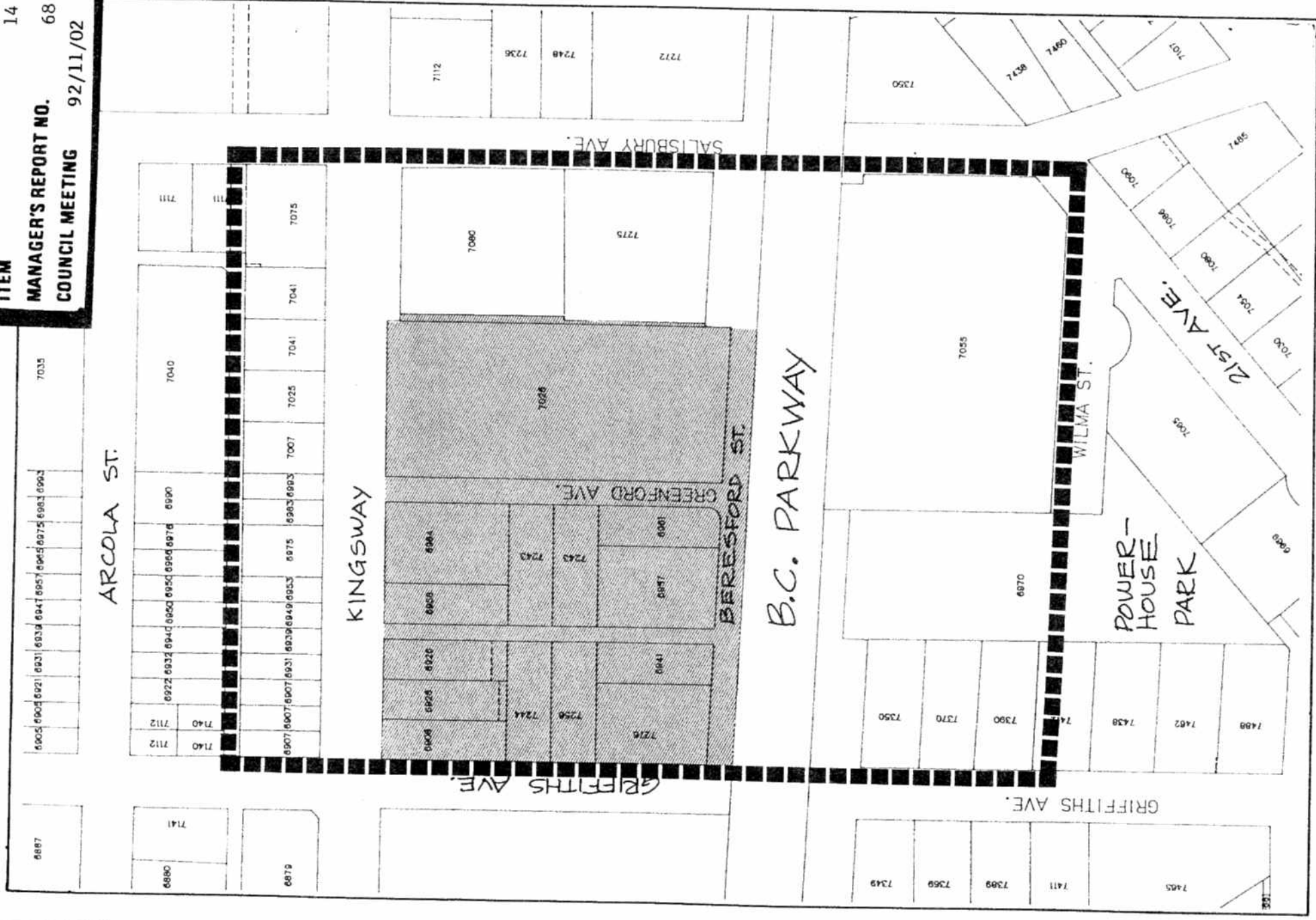
Date: 1992. OCT.
 Scale:
 Drawn By:



SKETCH #3

PROPOSED COMMUNITY PLAN
 AMENDMENTS & NEIGHBOURHOOD
 OPEN SPACE SYSTEM

ITEM 14
 MANAGER'S REPORT NO. 68
 COUNCIL MEETING 92/11/02



Date: 1992.OCT.
 Scale: 1:2000
 Drawn By:

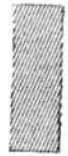


SKETCH #4

148

PLAN REVIEW AREA

PROPOSED INFORMATION MAILING AREA



DRAFT

149


Dear Sir or Madam:

The purpose of this letter is to inform you of proposed Community Plan amendments under consideration by City Council in the Kingsway/Greenford Avenue/Beresford Street/Griffiths Avenue area. The existing adopted Community Plan and the proposed amendments are illustrated on the back of this sheet. The most significant changes are outlined below:

- designation of 7026 Kingsway for mixed-use commercial/residential development based on C2 Community Commercial District and RM5 Multiple Family Residential District use and density with a P5 Community Institutional District component for ten rental units for people with disabilities and associated care facilities.
- development of Greenford Avenue as a cul-de-sac providing site access from Kingsway.
- termination of Beresford Street west of Salisbury Avenue in a hammerhead cul-de-sac at the end of the existing roadway with driveway access to the residential component of the development on 7026 Kingsway.
- preservation of existing trees in the previously planned Beresford Street right-of-way between the new hammerhead and Griffiths Avenue as an open space/park area adjacent to the north edge of the B.C. Parkway, with a pedestrian parkway link north to Kingsway via the Greenford Avenue cul-de-sac.
- acknowledgement that a north-south consolidation pattern and RM5 density could be considered for the area between Griffiths Avenue and Greenford Avenue in the future, subject to submission of suitable plans of development.

One of the sites in the area, 7026 Kingsway, is currently the subject of a new rezoning application (Rezoning Reference #45/92). We anticipate reporting to Council regarding a specific development proposal for this site based on the proposed Plan amendments in mid-December. In order that this report can also include a summary of public response to the proposed Plan amendments we are requesting that written comments be forwarded to the Planning and Building Department before the end of November. Should any additional information be required, please contact Mr. Robert Renger, Current Planner at 294-7400.

Yours truly,



D.G. Stenson, Acting Director
Planning and Building

RR:y9