

TO: CITY MANAGER

2004 April 26

FROM: DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #03-40
KINGSWAY/MCMURRAY AVENUE/HAZEL STREET AREA PROPOSED
EXPANSION TO INCLUDE BOTH SIDES OF MCMURRAY AVENUE,
NORTH OF KINGSWAY (attached Sketches #1 and #2)
Metrotown Sub-Area 1**

PURPOSE: To advise Council of a proposal to develop two separate lots on either side of McMurray Avenue on the north side of Kingsway opposite Metrotown Centre in an integrated manner with high-rise residential and mid-rise commercial floor space.

RECOMMENDATIONS:

1. **THAT** the amendment to the Metrotown Development Plan to accommodate the subject proposal, as outlined in Section 2.1 of this report, be approved to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.
2. **THAT** Council approve the addition of 4789 Kingsway (west side of McMurray Avenue) to the existing Rezoning Reference #03-40 (the block on the east side of McMurray, bounded by Kingsway, McMurray Avenue, Hazel Street, and Miller Avenue) to enable staff to work with the developer on the basis that the two portions of the site on both sides of McMurray Avenue would be redeveloped as a single integrated rezoning proposal.
3. **THAT** Council authorize staff to initiate the process of engaging a consultant for the design of the designated Metrotown grade-separated pedestrian overpass across Kingsway from this site to the Metrotown Centre site as part of this rezoning application as outlined in Section 3.1 of this report.

R E P O R T

1.0 BACKGROUND:

On 2003 September 29, Council considered Rezoning Reference #03-40 and authorized the amendment of the Metrotown Development Plan for the block bounded by Kingsway, McMurray Avenue, Hazel Street, and Miller Avenue to allow for a mix of commercial and residential development in the form of a mid-rise commercial building and a residential tower with street oriented townhousing (see attached Sketches #1 and #2). This area east of McMurray Avenue is presently developed with the former CIBC bank, a two-storey commercial building, a single-family house and a parking lot. The Plan amendment is subject to the Rezoning Reference #03-40 obtaining Second Reading.

The developer has now also acquired control of the vacant lot on the west side of McMurray Avenue at 4789 Kingsway. This lot is presently proposed in the Metrotown Development Plan for CD (C3) office and retail development and has been the subject of several previous rezoning applications.

The developer is proposing that the west side of McMurray Avenue be integrated with the development proposal on the east side of McMurray Avenue and that the Metrotown Development Plan designation be amended to permit an RM5 District high-density residential component in addition to the current solely C3 District commercial designation for this west side portion. The developer is proposing that the residential density for the entire site, both east and west portions, be largely taken up by a single tall apartment tower on the east portion with the balance of residential density in townhousing on both portions fronting Hazel Street. Both portions would also accommodate significant Kingsway commercial development up to five storeys. The two portions are proposed to be linked by a privately owned overpass across McMurray Avenue allowing public access. It is proposed that the west portion at 4789 Kingsway be included in an integrated fashion as part of the previous Rezoning Reference #03-40 and that the two portions be designed and developed as part of the same application. A second public pedestrian overpass of Kingsway, as intended in Metrotown Development Plan, is also proposed to be designed and constructed to connect this site with Metrotown Centre in conjunction with this project.

2.0 METROTOWN DEVELOPMENT PLAN CONTEXT:

- 2.1** In the approved Metrotown Development Plan, the vacant lot at 4789 Kingsway on the west side of McMurray Avenue between Kingsway and Hazel Street is designated for CD Comprehensive Development zoning based on C3 General Commercial District. This current approved specific CD Plan for this parcel provides for street level commercial uses with a high-density office tower. Due to persistent high vacancy rates for office buildings in the region and in Burnaby, there has been very limited demand for offices in the past five years. Demand for residential units and retail commercial space has been strong. There have been a number of previous development proposals for this block, however, none has come to fruition.

The objectives of the Metrotown Plan are to provide a mix of commercial uses, office space and residential buildings to create a balanced town centre for the City. In light of the current vacancy levels for office buildings and the continued availability of a large inventory of office sites both in Metrotown and in the City's Business Parks, the Planning Department is prepared to support the proposal for use of this specific site that would allow for a shift of emphasis to residential use while at the same time continue to ensure that a primary objective of creating an active commercial centre with street level retail uses fronting Kingsway is achieved. It is being proposed that the existing commercial activity in the area will be increased with a second level of retail and up to three additional levels of office space above. The proposal, as submitted, provides for approximately 30% of the total floor area to be commercial, with the balance proposed to be residential. This approach will provide a

significant retail-office podium of up to five storeys along the north side of Kingsway. The residential component would be oriented to Hazel Street, which is an established high-density residential street.

2.2 Density Bonus for the Site to the East of McMurray Avenue:

On 2003 December 01 Council approved, in principle, the use of a maximum 0.4 FAR density bonus for amenities for the site of the original rezoning on the east side of McMurray Avenue in the 4800 block of Kingsway. The density bonus would permit an increase of approximately 26,000 sq. ft. of residential floor space (subject to site survey). The bonus funds are proposed to be utilized for the upgrading of Bonsor Recreation Centre.

The use of density bonus for the site to the west of McMurray Avenue is not being proposed. The building massing approach is outlined in the following Section 2.3.

2.3 Proposed Density Allocations

The maximum residential density permitted on the new lot on the west side of McMurray Avenue at 4789 Kingsway would be at a 2.2 Floor Area Ratio. The developer is requesting that the majority of this residential density be allocated to the larger portion of the site on the east side of McMurray Avenue to add to the tower that is proposed as part of Rezoning Reference #03-40 in the 4800 block of Kingsway. This results in the addition of approximately 10 stories to the proposed residential tower on the site that is on the east side of McMurray Avenue, bringing the total height of this tower in the range of 32 floors.

This proposal has been reviewed in conjunction with a massing model prepared by the applicant which illustrates that shifting the residential floorspace to the site on the east side of McMurray Avenue will provide a wider, more even spacing between the towers along Kingsway in the area. For example there is an existing tower on the west end of the west block that is bounded by Kingsway, McMurray Avenue, Hazel Street and McKercher Avenue, located at 4755 Kingsway. If a new apartment tower were to be constructed on 4789 Kingsway, it would be closer to this existing apartment tower. The construction of a single taller signature tower with street level townhouses along Hazel Street and the five storeys of commercial/office along Kingsway would create a focal point in the core of Metrotown. This is considered in keeping with the function of this block and with the visual focal point of the Kingsway pedestrian overpass which will serve as a link between the residential neighbourhood to the north and the commercial shopping at Metrotown Centre. A taller tower would not hamper views in the area, especially to the north towards the mountain vistas.

3.0 PROPOSED PEDESTRIAN OVERPASSES:

3.1 Public Pedestrian Overpass over Kingsway:

The Metrotown Development Plan provides for the provision of two grade-separated public pedestrian overpasses of Kingsway at key points. One overpass is proposed at Sussex Avenue and Kingsway leading into the "Metropolis" development and a second overpass at this location as proposed at McMurray Avenue and Kingsway.

Across from McMurray Avenue on the Metrotown Centre site there is an existing partially constructed elevated pedestrian walkway which extends from the Sears building of the Metrotown Centre complex out to the Kingsway property line. This elevated walkway is proposed to be extended across to the north side of Kingsway to the east side of McMurray Avenue by means of a pedestrian overpass and will be integrated with the design of the second level of the proposed new commercial building. The distance of the span is approximately 45m and is proposed on a preliminary basis to be weather protected. This overpass, when completed, will provide a direct pedestrian link between the north side of Kingsway and the existing overpass structure that extends from Metrotown Centre to Central Boulevard. On the south side of Kingsway, the overpass will link to a new stairway on the Kingsway frontage. The existing elevated pedestrian walkway has an additional existing stairway near the Sears store. In future, it is proposed that this elevated walkway will also link directly into Sears at their second level. Such a request will be pursued with Sears once the overpass is pursued.

This overpass is to be funded from the established Development Cost Charge for the Metrotown Grade-Separated Pedestrian Linkages and is to be a civic development project. Sufficient funding for this structure is available from deposits and interest obtained to date. The landings for the overpass on the north side of Kingsway will be the responsibility of the developer while the landings on the south side will be the responsibility of the City.

3.1.1 Overpass Design

It is considered essential to ensure that the design of the pedestrian overpass is effectively integrated with Metrotown Centre, the sidewalks on Kingsway and the contemporary design of the commercial building and residential tower which is proposed as part of the rezoning application. This overpass will be part of an integrated public pedestrian system for Metrotown and provide a convenient connection, in particular, from the north side of Kingsway to the south side of Kingsway and further to Metrotown Centre/Metropolis, Bonsor Recreation Centre and the Metrotown SkyTrain Station (see **attached** Sketch #3).

The overpass and adjoining apartment tower will form a significant landmark along Kingsway that will effect a change in the image of Metrotown. This overpass will function

as a gateway feature along Kingsway within the core area of Metrotown with a distinctive design, including special lighting. In terms of design, the overpass of Kingsway is to provide sense of quality, transparency, safety and convenience. The structure should be architecturally compatible with the steel and glass approach to the design of the commercial and residential buildings being proposed by the architect for this rezoning. This architect, together with his engineering consultant, has designed a number of landmark buildings in the region and is known for creativity in design and structural engineering, which is considered appropriate to ensure a consistent and integrated design for both the private buildings and the public overpass. It is proposed that staff would initiate discussions for the engagement of this architect and his engineering consultant for this overpass.

In order to facilitate the design and construction of the overpass integrated with the proposed development, in conjunction with Rezoning Reference #03-40, it is requested that Council authorize staff to bring forward a further more detailed report on the process of setting up the financing, the engagement of a design/engineer consultant, preparing and obtaining architectural/engineering design proposals and co-ordinating the timely design and construction of the overpass. It is considered most efficient and appropriate to utilize the same architect, engineers and contractors who will be designing and constructing the commercial/residential buildings and the private overpass of McMurray Avenue to construct the public overpass on Kingsway. It is proposed that the City utilize a quantity surveyor cost consultant to review the completed design and advise the City on the amount to be contributed for the project.

3.2 Private Overpass over McMurray Avenue:

The developer, as part of the new expanded shopping complex on both sides of McMurray Avenue, is proposing a second privately owned pedestrian overpass that would link the west and east side of McMurray Avenue at the second level of the development. This overpass will be designed to City standards, desirably with a design character similar to the Kingsway overpass but will be funded, constructed and maintained by the developer. Landings, stairs and elevator access will be provided. This overpass will link with the second level pedestrian corridor on the existing adjacent mixed-use project to the west at 4755 Kingsway. Public access easements will be provided with respect to these second level pedestrian corridors, the overpass, and the stairways.

4.0 SUMMARY OF NEXT STEPS:

The purpose of this report is to:

- propose an increase in the size of the development site related to Rezoning Reference #03-40, to add a vacant lot on the west side of McMurray Avenue at the corner of Kingsway in the core of Metrotown.

- to amend the Metrotown Development Plan for 4789 Kingsway to provide for an RM5 District residential component similar to the east side of McMurray Avenue in the 4800 block of Kingsway that is presently approved as part of Rezoning Reference #03-40. This will permit the development of a single integrated mixed-use commercial/residential proposal encompassing both sides of McMurray Avenue.
- to develop a single primary feature apartment tower on the larger eastern lot.
- to describe the proposal for two pedestrian overpasses; one private overpass across McMurray Avenue to link the two portions of this rezoning applications and one publicly constructed overpass over Kingsway to link this site with Metrotown Centre.
- to seek authority from Council to work with the applicant towards the preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.

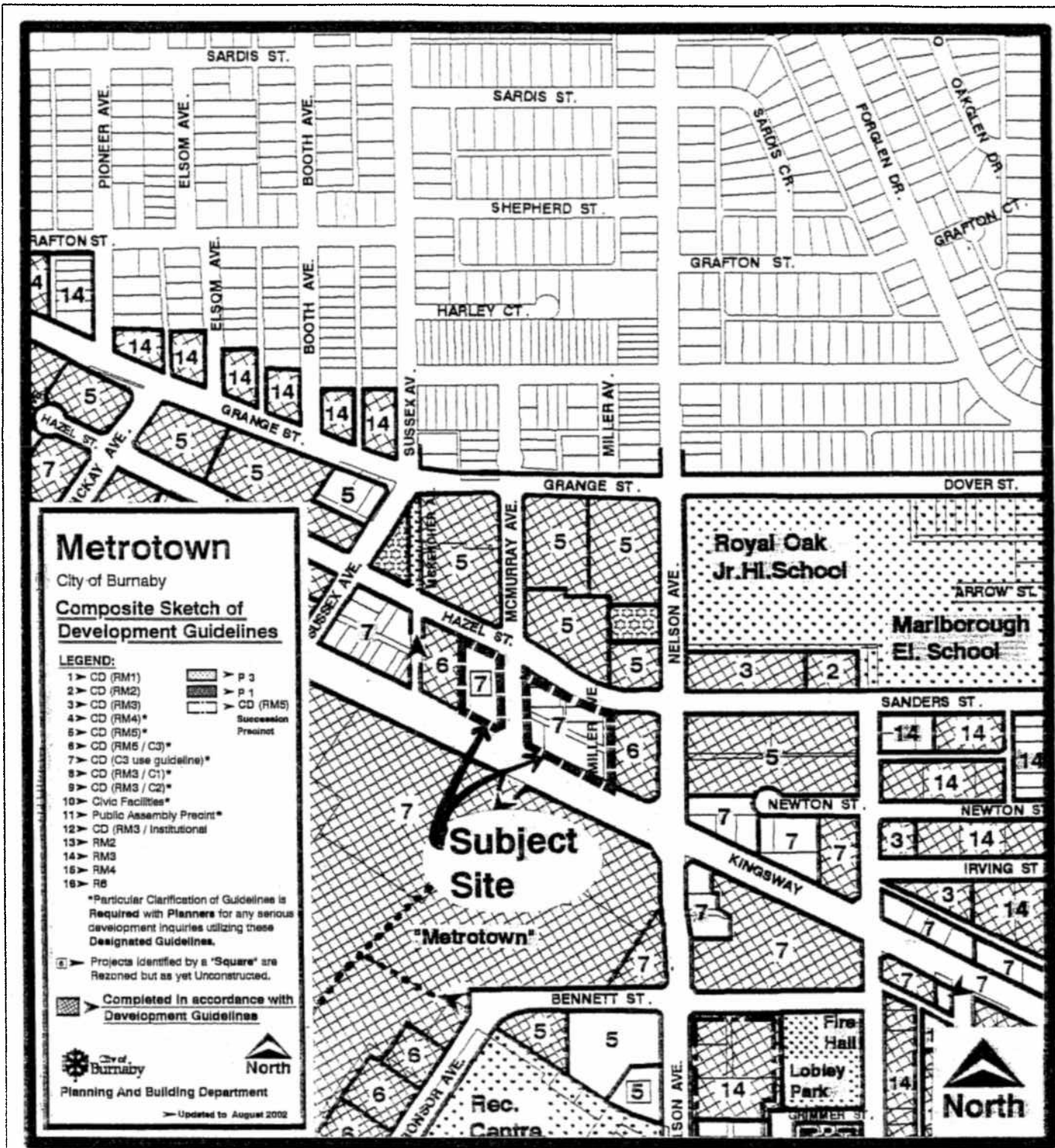
Upon receipt of Council authorization to proceed with the recommendations outlined, staff will work with the applicant towards the preparation of a suitable plan of development in line with this report for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.



J. S. Belhouse
Director Planning and Building

BR/KI:gk
Attach

cc. Director Engineering
Director Finance
City Clerk
City Solicitor
Assistant Chief Building Inspector - Project Management



Metrotown
City of Burnaby

Composite Sketch of Development Guidelines

LEGEND:

1 ▽ CD (RM1)	▨ P 3
2 ▽ CD (RM2)	▨ P 1
3 ▽ CD (RM3)	▨ CD (RM5)
4 ▽ CD (RM4)*	▨ Succession Precinct
5 ▽ CD (RM5)*	
6 ▽ CD (RM6 / C3)*	
7 ▽ CD (C3 use guideline)*	
8 ▽ CD (RM3 / C1)*	
9 ▽ CD (RM3 / C2)*	
10 ▽ Civic Facilities*	
11 ▽ Public Assembly Precinct*	
12 ▽ CD (RM3 / Institutional)	
13 ▽ RM2	
14 ▽ RM3	
15 ▽ RM4	
16 ▽ R6	

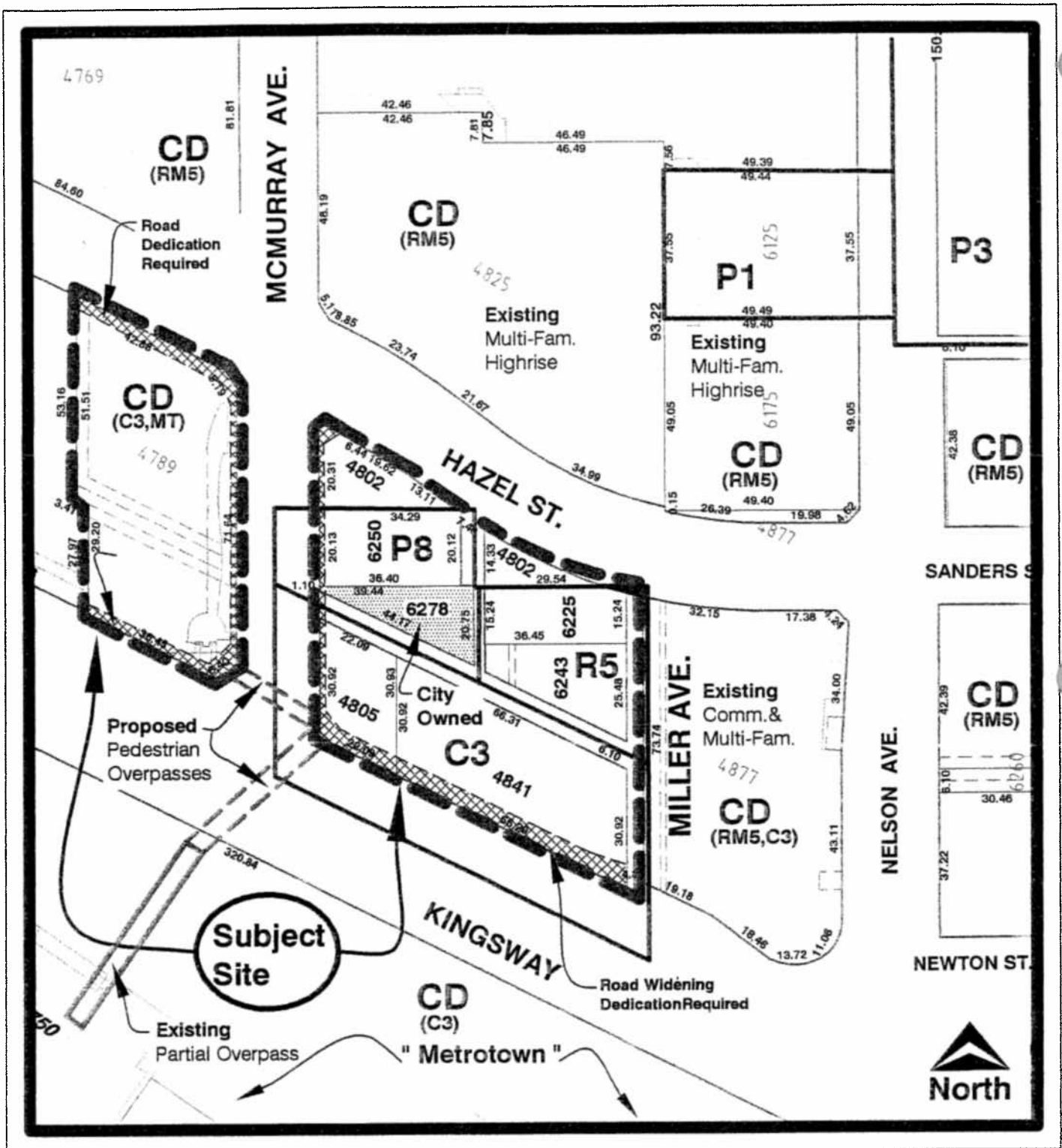
*Particular Clarification of Guidelines is Required with Planners for any serious development inquiries utilizing these Designated Guidelines.

▨ Projects Identified by a 'Square' are Rezoned but as yet Unconstructed.

▨ Completed in accordance with Development Guidelines

City of Burnaby
Planning And Building Department
Updated to August 2002

	City of Burnaby Planning and Building Department
Scale: N.T.S.	REZONING REFERENCE 03 -- 40 Kingsway/McMurray/Hazel/Miller
Drawn By: J.P.C.	
Date: April 2004	
Sketch # 1	

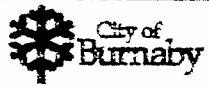
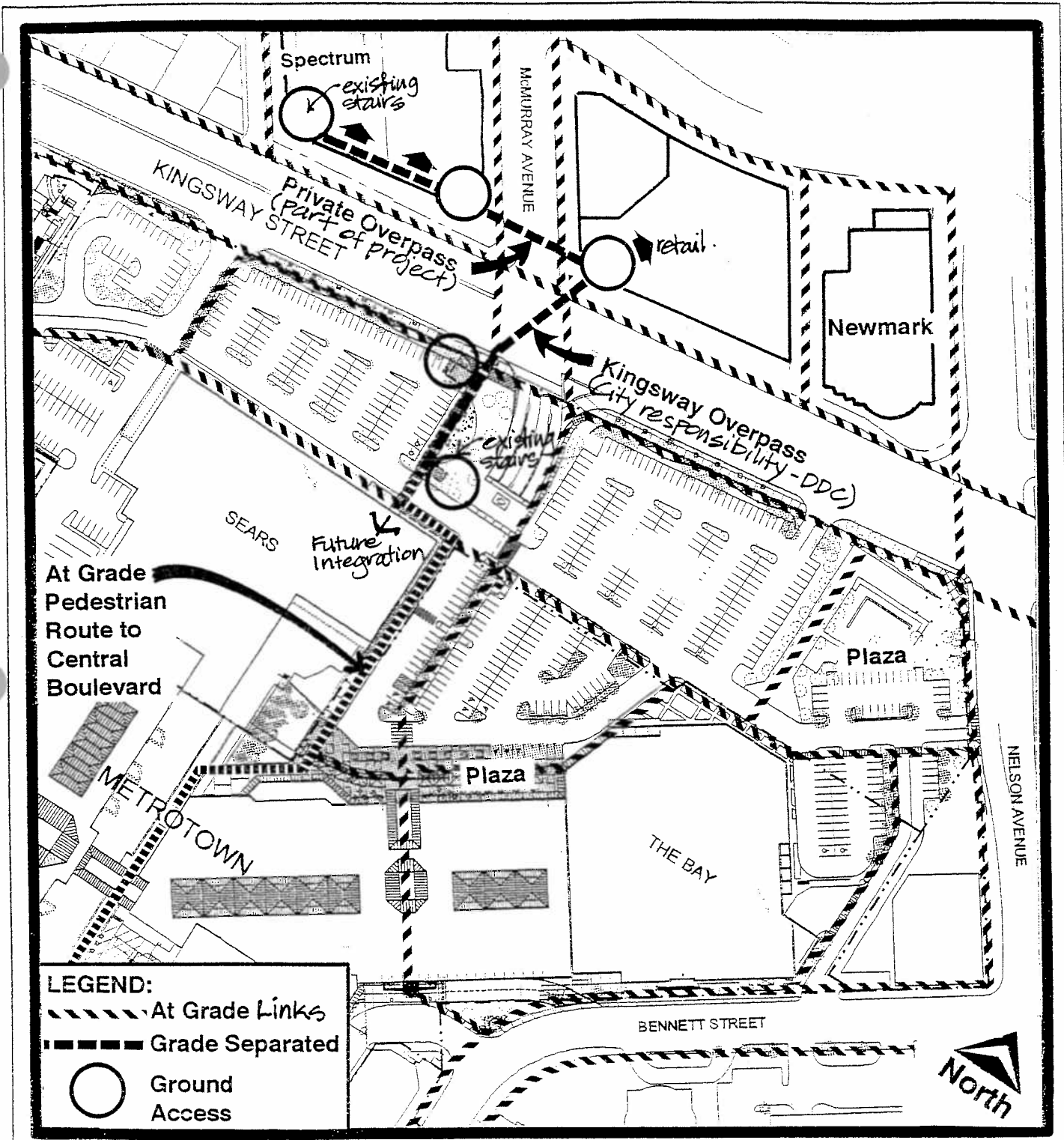


Planning and Building Department

Scale: 1 : 1500
 Drawn By: J.P.C.
 Date: April 2004

REZONING REFERENCE 03 -- 40
 Kingsway/McMurray/Hazel/Miller

Sketch # 2



Planning and Building Department

Scale:
 Drawn By:
 Date: April 2004

Grade & Grade Separated Pedestrian System
 Related to Kingsway Overpass at McMuray Ave.
 Sketch # 3

