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| Item | 01 |
| Meeting | 2007 September 10 |

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2007 September 04
FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: REZ#06-68

SUBJECT: REZONING REFERENCE #06-68
6208, 6194, 6182, 6172, 6160 WILSON AVENUE AND 6207, 6193, 6181,
6171, 6159 KATHLEEN AVENUE
RESPONSE TO PUBLIC HEARING ISSUES

PURPOSE: To respond to issues raised at the Public Hearing for Rezoning Reference #06-68

RECOMMENDATION:

1. **THAT** a copy of this report be sent to the applicant and to area residents who spoke at, or submitted correspondence to the Public Hearing for Rezoning Reference #06-68.

REPORT

1.0 BACKGROUND

On 2007 August 28, a Public Hearing was held for Rezoning Reference #06-68. The subject rezoning application proposes a 130 unit high-rise apartment tower (29 storeys) and a 4 unit street-fronting townhouse development (2 storeys) in accordance with the Metrotown Development Plan (see **attached** location sketch).

At the Public Hearing, area residents from the surrounding multiple family strata developments raised a number of issues. The issues raised by these area residents, as contained in two petitions, several written submissions and in the presentations made at the Public Hearing, generally included concerns regarding the density and character of development, the proposed closure of Kathleen Avenue, the quality and nature of the proposed walkway within the future closed Kathleen Avenue right-of-way, local traffic and access patterns, the public review process for development approvals, and use of density bonus funds. As requested by Council at the Public Hearing, this report provides a staff response to the main issues raised.

2.0 ISSUES RAISED

Issue #1 – Density of Development: Concerns were raised regarding the proposed density of the subject development.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #06-68
6208, 6194, 6182, 6172, 6160 Wilson Av. and 6207,
6193, 6181, 6171, 6159 Kathleen Av.

2007 September 04 Page 2

Response: The Council adopted Apartment Study Area M (1969) and subsequently the Metrotown Development Plan (1978) established the RM5 District as the development guideline for the subject site and the neighbouring properties in the area bounded by Beresford Street, Willingdon and Patterson Avenues. The RM5 District permits a maximum Floor Area Ratio (F.A.R.) of 2.2 with full underground parking. As part of the subject rezoning application, the applicant has requested the use of an amenity density bonus of 0.40 F.A.R. as permitted by the regulations of the RM5 District in Town Centre areas. The proposed density of development and the resulting number of residential units for this high-rise apartment project is consistent with the RM5 District and bonus density provisions. The proposed residential units also meet the minimum unit size requirements as prescribed by the Burnaby Zoning Bylaw.

Issue #2 – Character of Development: Concern was raised that the proposed townhouse form along Wilson Avenue would be out of character with the surrounding area.

Response: Throughout the 1980's and 1990's, the surrounding area was developed with high-rise apartment towers set within landscaped sites based on a design concept known as "towers in the park". Site coverage for these developments is typically in the order of 10-14%, however, it is noted that the adjacent development to the east (constructed under Rezoning Reference #43/82), which is a combination of low and high-rise built forms, has a combined site coverage of 29%. The proposed development incorporates four (4) street-fronting townhouses along Wilson Avenue, and a 29 storey high-rise apartment tower on the interior portion of the site. The overall site coverage of the development, at 14%, remains consistent with the development pattern of the area. The proposed tower generally has a more slender profile and is on a smaller floorplate than the existing surrounding towers. The site retains the characteristic large landscaped setbacks of the established development form with setbacks of 76 ft. on Wilson Avenue, 74 ft. on Kathleen Avenue, 90 ft. from the north property line and 68 ft. from the south property line. The siting and design of the two-storey lower scaled townhouse units has been integrated into the surrounding landscape consistent with the overall development's open character. The townhouses maintain a setback of 24 ft. (15 ft. around the cul-de-sac bulb) from Wilson Avenue, and are under 25 ft. in height, which is less than a typical single-family dwelling.

While the site retains the established landscaped character and open development form associated with the area, the townhouse component also achieves a number of other objectives. This housing form provides for a greater mix of housing types to accommodate a broader range of households, including families with children and seniors seeking ground-oriented housing. The provision of the townhouse units also supports Regional land use objectives to provide for an increased stock of this housing form, especially in town centre areas in close proximity to transit. The townhouses also provide an improved building relationship to the street, to help achieve a safer, walkable community through application of the "eyes on the street" concept. This approach to integrating the high-rise and low-rise forms has been successfully applied in more recent RM5-type developments in Metrotown and other town centre areas.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #06-68
6208, 6194, 6182, 6172, 6160 Wilson Av. and 6207,
6193, 6181, 6171, 6159 Kathleen Av.
2007 September 04 Page 3

Issue #3 – Closure of Kathleen Avenue to Through Traffic: Concern regarding the closure of Kathleen Avenue to through vehicle traffic.

Response: The proposed closure of Kathleen Avenue and the creation of the proposed linear park/greenway are consistent with Council-adopted policy and community plans for the area dating back to 1969 (Apartment Study Area M which predated the Metrotown Development Plan). The creation of a linear park/greenway in the closure area serves two purposes: 1) it provides for localized greenspace and public pedestrian linkages within a park-like context; and 2) it directs traffic onto the residential collector roads (Mayberry Street, Patterson Avenue, Beresford Street, Central Boulevard and Willingdon Avenue), which are intended to accommodate higher-volume neighbourhood traffic, thereby reducing traffic on the interior, local roads of the neighbourhood. The subject closure of Kathleen Avenue has been advanced on this basis.

As a related point, the provision of a traffic signal at Mayberry Street and Willingdon Avenue was raised in connection with the closure of Kathleen Avenue. The point made was that Kathleen Avenue provides a direct link to Metropolis Shopping centre via Beresford Street and Central Boulevard, and that its closure would result in a more circuitous route by requiring traffic to use Patterson Avenue. Currently, the intersection at Mayberry Street and Willingdon Avenue is not signalized but allows all movements. Although it would provide for greater neighbourhood access to Willingdon Avenue (and thus the Metrotown Core area), upgrading of the intersection to include full signalization is not considered of general benefit as it may introduce greater infiltration of traffic seeking to bypass northbound queuing on Willingdon at Central Boulevard and beyond at Kingsway. It is noted that full traffic signalization exists at Central Boulevard/Willingdon Avenue and Maywood Street/Willingdon Avenue. As such, the addition of a new traffic signal at Mayberry Street/Willingdon Avenue would result in signalization of three consecutive intersections, which could result in degraded road capacity and increased congestion due to restriction of traffic flows. For these reasons, and in light of the existing convenient access (pedestrian and vehicular) to the Metrotown Core area, the installation of a new traffic signal at Mayberry Street and Willingdon Avenue is not supported.

Issue #4 – Impact on Area Traffic Patterns: Concerns were raised regarding the impact of the development on general traffic patterns in the area.

Response: The Metrotown Development Plan, adopted by Council in 1978, and its subsequent revisions, have provided for the road and transportation improvements to support the eventual maturation of the area as a high-density residential neighbourhood. As development has progressed over the last two decades, appropriate road dedications and related upgrades to the road network have been secured to ensure anticipated road capacities are provided as part of overall development of the area. The density of the subject residential development has been anticipated and provided for from a transportation standpoint as the surrounding area has developed. Recent significant road improvements, such as Central Boulevard opening onto Willingdon Avenue to allow for direct access to the Metrotown Core area, have added considerable capacity to the local road network and improved local connections. The current

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #06-68
6208, 6194, 6182, 6172, 6160 Wilson Av. and 6207,
6193, 6181, 6171, 6159 Kathleen Av.
2007 September 04 Page 4

road network, together with future planned improvements, such as the widening of Beresford Street, will appropriately accommodate existing and anticipated traffic volumes, including the traffic to be generated by the subject development.

Issue #5 – Quality and Nature of the Kathleen Avenue Walkway: Concern regarding the design of the proposed walkway within the proposed closed Kathleen Avenue road right-of-way.

Response: A walkway within a linear park-like setting is proposed for the closure area associated with the Kathleen Avenue right-of-way. The plans submitted to Public Hearing show a 6 ft. wide concrete walkway along the subject site’s eastern boundary. As part of a future phase of development of the remaining three lots to the north, the walkway will be extended to Beresford Street, thereby linking Kathleen Avenue to Beresford Street.

The submitted landscape plans for the walkway show that it will be set within a park-like landscape consisting of a mix of deciduous and coniferous trees, shrubbery and grassed areas, as well as trellis work, benches and a rock feature. The walkway will also have pedestrian lighting. The resulting strata corporation for the development will be responsible for the long-term maintenance and repair of the walkway. A statutory right-of-way and associated documents and Section 219 Covenant to be registered at the Land Titles Office will specify these maintenance responsibilities and guarantee unrestricted public access to the walkway. These documents are required to be executed by the applicant prior to Final Adoption of the rezoning bylaw amendment.

Issue #6 – Use of Amenity Bonus Funds: Questions regarding the use of amenity bonus funds derived from the subject rezoning amendment.

Response: On 2007 July 23, Council approved a cash-in-lieu contribution as the community benefit to be derived through the density bonus granted to the subject rezoning amendment. The value of the cash-in-lieu contribution is estimated to be \$1,469,888, which is to be deposited into the Metrotown Town Centre Financial Account. As per the City’s Community Benefit Policy, 20% of the total deposited in the account (\$293,978) would be allocated to the affordable/special needs housing sub-account, leaving the remainder of \$1,175,910 available for the provision of other community amenities at some point in the future, with the approval of the Community Development Committee and Council.

Use of amenity bonus funds for works associated with improving the BC Parkway remains a possible use of the funds, subject to Committee and Council approval and resolution of design, implementation and maintenance considerations associated with the Parkway. As part the review of future proposals to expend the community amenity funds derived from the subject rezoning application, consideration of its use to improve the BC Parkway urban trail would be given at that time.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #06-68
6208, 6194, 6182, 6172, 6160 Wilson Av. and 6207,
6193, 6181, 6171, 6159 Kathleen Av.
2007 September 04 Page 5

Issue #7 – Public Process: Request for additional public consultation opportunities and access to planning documentation.

Response: The subject rezoning application is consistent with the City’s adopted Official Community Plan (OCP), and meets the intent of the Metrotown Development Plan, as adopted by Council in 1978 February and its subsequent updates (latest being 2006 November). These City plans and policies were developed, in their own right, through extensive public consultation processes. Given that the subject rezoning application is in conformance with long-established Council policies, and the further opportunity for input provided by the Public Hearing process, the City has not sought to require conforming developments to hold supplementary public information meetings.

As regards available documentation, the adopted Metrotown Development Plan is available from the Planning Department and is posted for viewing on the City’s website. The detailed development plan for the subject application continues to be available for review at the Planning Department, as are plans for all rezoning applications having been advanced to the Public Hearing component of the development approval process.

3.0 CONCLUSION

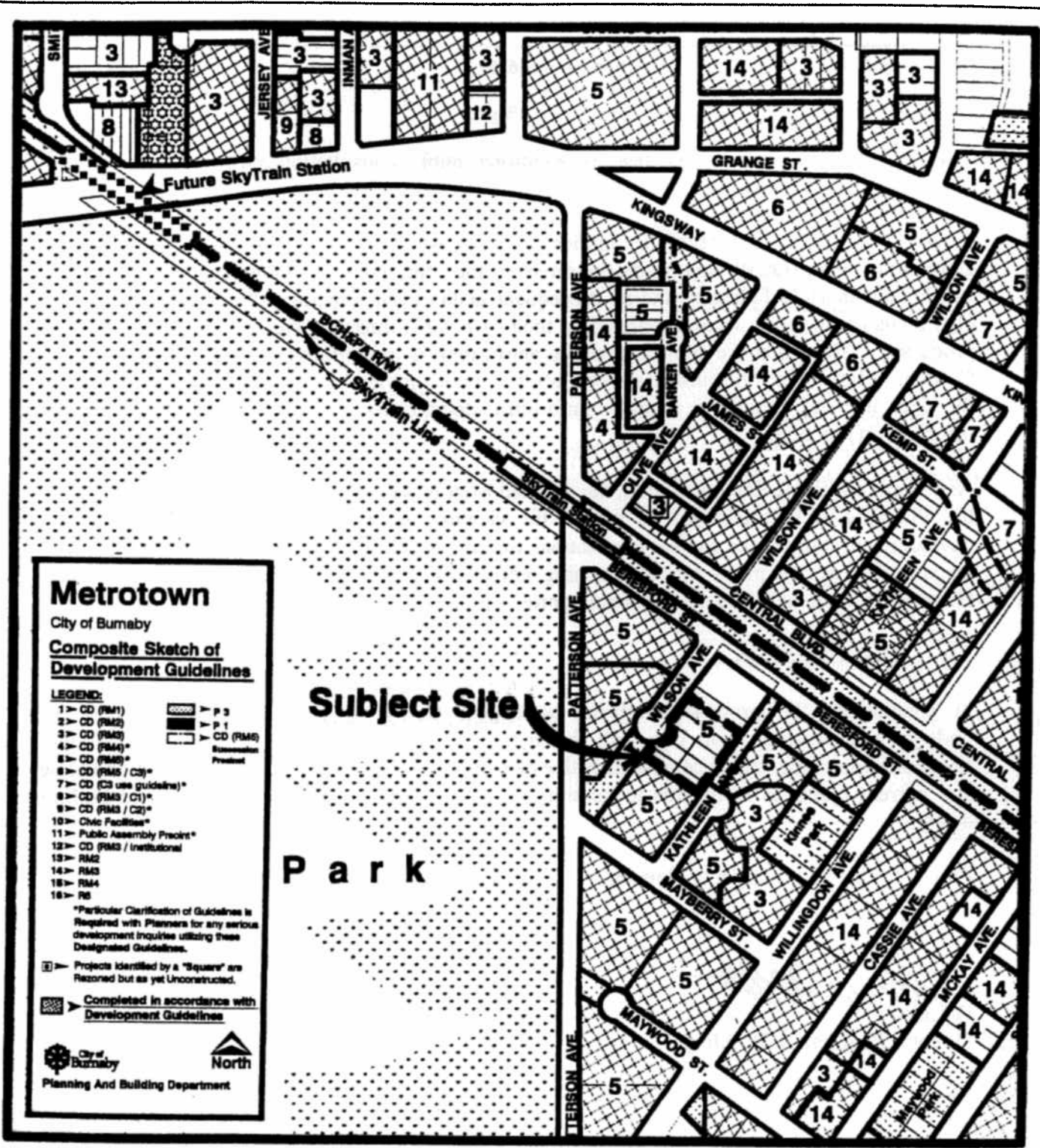
In conclusion, the proposed high-rise apartment and townhouse development, with full underground parking, is in line with the adopted Metrotown Development Plan and related transportation plans, and is consistent with established bylaw provisions, development guidelines and current practices in regards to its siting, massing, density, parking, and site and building design.

This is for the information of Council.


B. Luksun
for Director Planning & Building

EK:gk
Attach

cc: City Clerk
Director Engineering



Metrotown
City of Burnaby
Composite Sketch of Development Guidelines

LEGEND:

| | |
|-------------------------------|------------|
| 1 V CD (RM1) | Y P 3 |
| 2 V CD (RM2) | Y P 1 |
| 3 V CD (RM3) | Y CD (RM5) |
| 4 V CD (RM4)* | Substation |
| 5 V CD (RM5)* | Present |
| 6 V CD (RM5 / C3)* | |
| 7 V CD (C3 use guideline)* | |
| 8 V CD (RM3 / C1)* | |
| 9 V CD (RM3 / C2)* | |
| 10 V Civic Facilities* | |
| 11 V Public Assembly Procs* | |
| 12 V CD (RM3 / Institutional) | |
| 13 V RM2 | |
| 14 V RM3 | |
| 15 V RM4 | |
| 16 V R8 | |

*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

North



Planning and Building Department

Scale: N.T.S.
Drawn By: J.P.C.
Date: January 2007

REZONING REFERENCE # 06 -- 68