



Item
Meeting 2010 October 04

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2010 September 29

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: REZ#05-48

SUBJECT: REZONING REFERENCE #05-48
4509/19/29 KINGSWAY, 5956/68 WILLINGDON AND 5595/67 PIONEER AVENUE
RESPONSE TO PUBLIC HEARING ISSUES

PURPOSE: To respond to issues raised at the Public Hearing for Rezoning Reference #05-48.

RECOMMENDATION:

1. **THAT** a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to the Public Hearing for Rezoning Reference #05-48 held on 2010 September 21.

REPORT

1.0 BACKGROUND

On 2010 September 21, a Public Hearing was held for Rezoning Reference #05-48. The subject rezoning application is for the development of a site at the north-east corner of Kingsway and Willingdon Avenue within the Metrotown Development Plan area (see attached location sketch). The proposal includes development of a 3-storey retail podium with a single high-rise component containing a 13-storey (169 room) hotel, and a 26 storey (202 residential unit) residential component with full underground parking.

At the Public Hearing, verbal and written submissions were received from four units within the "Dynasty" at 4505 Hazel Street, a resident from 6521 Bonsor Street and a resident from 4628 North View Court. The issues raised by these residents generally included those related to building height, views, traffic on Hazel Street, servicing, emergency and construction access, structural stability, parking and other matters. At the Public Hearing, Council requested that a staff report be submitted on the issues raised. This report is in response to that request.

2.0 ISSUES RAISED

Issue #1 – Proposed Building Height -- Concerns were raised regarding the height of the proposed high-rise building on the subject site, its interference with flight paths and changes to views.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #05-48
4509/19/29 Kingsway, 5956/68 Willingdon Avenue
and 5955/67 Pioneer Avenue

2010 September 29 Page 2

The subject development site is designated for mixed use commercial and residential development under the Metrotown Development Plan, and is intended for higher density development within taller forms. The subject rezoning application is proposing a mixed-use building of 45 storeys, inclusive of 3 mechanical levels. The proposal is within the available development density for the site at a Floor Area Ratio (FAR) of 5.75. It is noted that the maximum available density for this site under the Burnaby Zoning Bylaw is 8.6 FAR inclusive of an amenity bonus provision of 0.4 FAR. The high-rise commercial and multiple-family residential designation of the proposed development is consistent with other designated commercial and/or multiple-family residential sites along Kingsway, and is within the intent and directions of the Metrotown Development Plan, which was originally adopted by Council in 1977.

In regards to air craft routes, the applicant has informed staff that the proposed building does not conflict with flight paths.

In regards to changes in view, while recognizing that the site is intended for high-rise development, the design of the proposed project has sought to maintain sightlines through the development site. Specifically, the proposal has achieved a smaller development footprint for the tower form by integrating the commercial hotel and residential components within a single tower. This results in a narrower building with a reduced width and depth that allows for sightlines through the site above the 3rd level to the north and south. The location of the tower has also been sited close to the Kingsway and Willingdon Avenue intersection to provide for increased building separation from other existing developments in the area, which also assists in maintaining sightlines. Staff would note that a lower tower form with a larger footprint, or multiple towers on the site, would result in a significant reduction in sightlines as compared to the subject proposal. Staff would also note that the revised development proposal involving a hotel, rather than the previously contemplated office component, is considerably less bulky and thus less obstructive of views.

Overall, the scale of the proposed building is considered appropriate within the regionally designated Town Centre of Metrotown, where higher-density developments are intended to be accommodated in relation to available public transit, employment, services and other community amenities.

Item #2 – Shadowing and Noise -- Concerns were raised regarding shadowing and amplified traffic noise as a result of the proposed development.

The applicant has submitted a shadow analysis to document the proposed shadows from the development. As noted above, the design of the proposed development is for a single slender tower sited toward the corner of Willingdon Avenue and Kingsway. This proposed development form assists in minimizing the impact of the building's shadow in terms of width and duration. The smaller footprint and siting of the tower at the corner of Willingdon Avenue and Kingsway

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #05-48
4509/19/29 Kingsway, 5956/68 Willingdon Avenue
and 5955/67 Pioneer Avenue

2010 September 29 Page 3

may also assist in reducing potential noise reverberation in comparison to a lower tower form with a larger footprint, or multiple towers on the site.

Issue #3 – Structural Stability & Emergency Exiting -- Questions were raised regarding the structural stability of the proposed development, fire prevention and emergency exiting.

The proposed building will be required to meet or exceed the British Columbia Building Code regulations with respect to structural integrity, fire prevention and emergency exiting requirements. The subject building will be equipped with sprinklers and emergency exits will be provided from all levels. In case of emergency, primary fire truck access has been provided for on Willingdon Avenue and Kingsway, with a secondary access from Hazel Street. In the event of a fire alarm within the lower floors, the entire building would need to be evacuated as a precaution.

Issue #4 – Site Servicing – Questions were raised regarding the capacity of existing utilities to serve the site and the necessity to install a new traffic signal at Hazel Street and McKay Avenue.

The existing services provided to the site would require upgrading as a prerequisite of the subject rezoning application in order to meet the needs of the proposed development. The Director of Engineering will be requested to prepare an estimate of all the necessary services to serve the site, which may include upgrades to water, storm sewer, sanitary sewer, undergrounding of overhead wiring, pedestrian facilities and road improvements. As a prerequisite of the rezoning, the applicant will be required to deposit sufficient monies to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All necessary services would be provided prior to issuance of occupancy permits for the proposed development. As part of its servicing review, the Engineering Department will also determine whether the development warrants the upgrading of the pedestrian signal at Hazel and McKay.

Issue #5 – Proposed Vehicle Access to the Subject site on Hazel Street -- Questions were raised regarding the location of the proposed residential driveway on Hazel Street and other site access matters.

The proposed development is providing two vehicular access points. An access from Willingdon Avenue will accommodate all commercial and hotel traffic and related loading. The second access from the Hazel Street cul-de-sac will accommodate residents and visitors to the residential component of the development. Residents and visitors will also be provided access to and from the residential parking area via the Willingdon Avenue entrance. The neighbouring residential developments will maintain their existing driveways off Hazel Street. In regards to garbage and recycling access, both residential and commercial garbage for the proposed development will only be accessed via Willingdon Avenue. As such, there will be no increase in the number of recycling and garbage bins that are currently placed on Hazel Street.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #05-48
4509/19/29 Kingsway, 5956/68 Willingdon Avenue
and 5955/67 Pioneer Avenue

2010 September 29 Page 4

In regards to taxi pick up and drop off for the hotel, the hotel drop off area provided for off Willingdon Avenue will be the primary location for this activity. In regards to tour bus pick up and drop off, the applicant has informed staff that the proposed suites hotel does not intend to have tour bus service as it is being designed primarily for business clients. As noted previously, the primary fire truck access for both the commercial and residential components, as approved by the Fire Department, is via the Kingsway and Willingdon Avenue frontages, with a secondary response location on Hazel Street.

Issue #6 – Closure of Pioneer Avenue -- Issues were raised regarding the closure of Pioneer Avenue as a requirement of the subject application.

As a prerequisite of the subject rezoning application, Pioneer Avenue is to be closed to vehicular access. This right-of-way currently accommodates one-way northbound traffic movements, between Kingsway and Hazel Street. Pioneer Avenue is proposed to be incorporated into the proposed development site with provision for a 8.0m (26.25 ft.) statutory right-of-way to provide for public pedestrian access from Kingsway to Hazel Street. The proposed public pedestrian pathway will be constructed with ornamental paving, pedestrian lights, street trees in grates and benches with interesting architectural and landscaping features to engage pedestrians and visitors. The detailed design of the pathway, will incorporate Crime Prevention Through Environmental Design (CPTED) principles to reduce blind spots, loitering and inappropriate uses. The closure of Pioneer Avenue to vehicle traffic has been identified in the Metrotown Development Plan since its inception. The Fire Department has confirmed that fully suitable fire truck access to development will be provided via the Kingsway and Willingdon Avenue frontages with appropriate access also available for the residential component via Hazel Street.

Issue #7 – Construction Access -- Issues were raised regarding construction vehicle access, noise and contractor parking.

The indicated construction schedule for the proposed development is approximately two and a half years, during which time construction vehicles will need to access the development site. A construction access plan has been submitted indicating crane locations, construction access points, and construction vehicle staging areas. As Kingsway and Willingdon Avenue are designated truck routes, these streets are identified as locations for construction access and construction vehicle staging. The required new road dedication area on Kingsway and Willingdon Avenue will be used for siting construction trailers and sediment control systems. While primary construction access is not proposed for Hazel Street, concrete pouring for a portion of the site may be necessary from this location. If temporary construction access from Hazel Street is required, signs informing area residents will be installed describing the purpose, the specific dates and the proposed times of construction vehicle access.

Contractor vehicle parking will be accommodated on the construction site, off-site within permitted parking lots or within permitted on-street parking areas. Construction vehicle and contractor parking will not be permitted within no-parking areas along Kingsway, Willingdon

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #05-48
4509/19/29 Kingsway, 5956/68 Willingdon Avenue
and 5955/67 Pioneer Avenue
2010 September 29 Page 5

Avenue or Hazel Street. Construction noise originating from the proposed development site will be subject to the provisions of the Burnaby Noise Bylaw. The applicant has informed the City that they will work with consultants and trades towards a carpool and transit strategy to reduce the number of construction crew vehicles destined for the site.

Issue #8 – Security System -- A question was raised regarding the specification of the security system to be installed in the finished development.

The applicant has not yet determined the specific type of security system to be installed. Notwithstanding, on-site security and a 24 hour concierge service would be provided for the hotel portion of the building as a matter of standard operating procedure for the hotel. A key fob system will also be employed to restrict access to specific elevators and stairwells within the building for the various users. A system of security gates will be provided for the underground parkade to separate the residential and residential visitor parking from the balance of commercial parking area, and to restrict non-residential access to and from Hazel Street. Access to the commercial parking area will also be gated after operating hours for the primary retail tenants.

Issue #9 -- Increased Crime -- Issues were raised regarding increased crime that may be associated with the development.

The development proposal will be reviewed by the RCMP through the City's Crime Prevention Through Environmental Design (CPTED) process to minimize concerns regarding crime. In addition, the developer has advised that they will pursue target hardening measures to reduce potential opportunities for crime.

Issue #10 – Commercial Signage fronting Hazel Street – A question was raised regarding the potential location of commercial signage fronting Hazel Street.

In accordance with the Burnaby Sign Bylaw, the development will be permitted signs on the Willingdon and Kingsway frontages. As there are no commercial uses fronting Hazel Street, commercial signage would not be permitted on the north façade of the commercial podium. Any future SkySign for the hotel to be located on the mechanical penthouse of the building would be subject to a future rezoning application.

Issue #11 – Garbage and Recycling Provisions -- Questions were raised regarding the adequate provision of recycling and garbage facilities on-site to serve the retail, hotel and residential components of the development.

The adequate provision of garbage and recycling facilities is a prerequisite to this rezoning and provisions will be reviewed for approval by the Engineering Department – Sanitation Division. As noted, all garbage and recycling truck access will be limited to the Willingdon Avenue access with no garbage or recycling vehicle access permitted via Hazel Street.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #05-48
4509/19/29 Kingsway, 5956/68 Willingdon Avenue
and 5955/67 Pioneer Avenue

2010 September 29 Page 6

Issue #12 – Parking -- Issues were raised regarding adequate on-site parking provisions and impacts to neighbourhood street parking.

To meet the parking requirements of the Burnaby Zoning Bylaw, the proposed development will provide 261 resident parking spaces, 51 residential visitor parking spaces, 86 commercial hotel parking spaces, 121 retail parking spaces, 55 restaurant parking spaces, 57 fitness facility parking spaces, and 13 non-profit office parking spaces. In addition, 3 co-op car parking spaces are to be provided in exchange for a modest parking reduction of 20 residential stalls. As part of this initiative, the development will also provide for 3 co-op cars and funding for membership in the car co-op program for the residential units. On-street convenience metered parking will be permitted along a portion of Kingsway fronting the site and metered parking currently is permitted along both sides of Hazel Street. Overall, the parking provision is intended to meet the needs of the overall development.

3.0 CONCLUSION

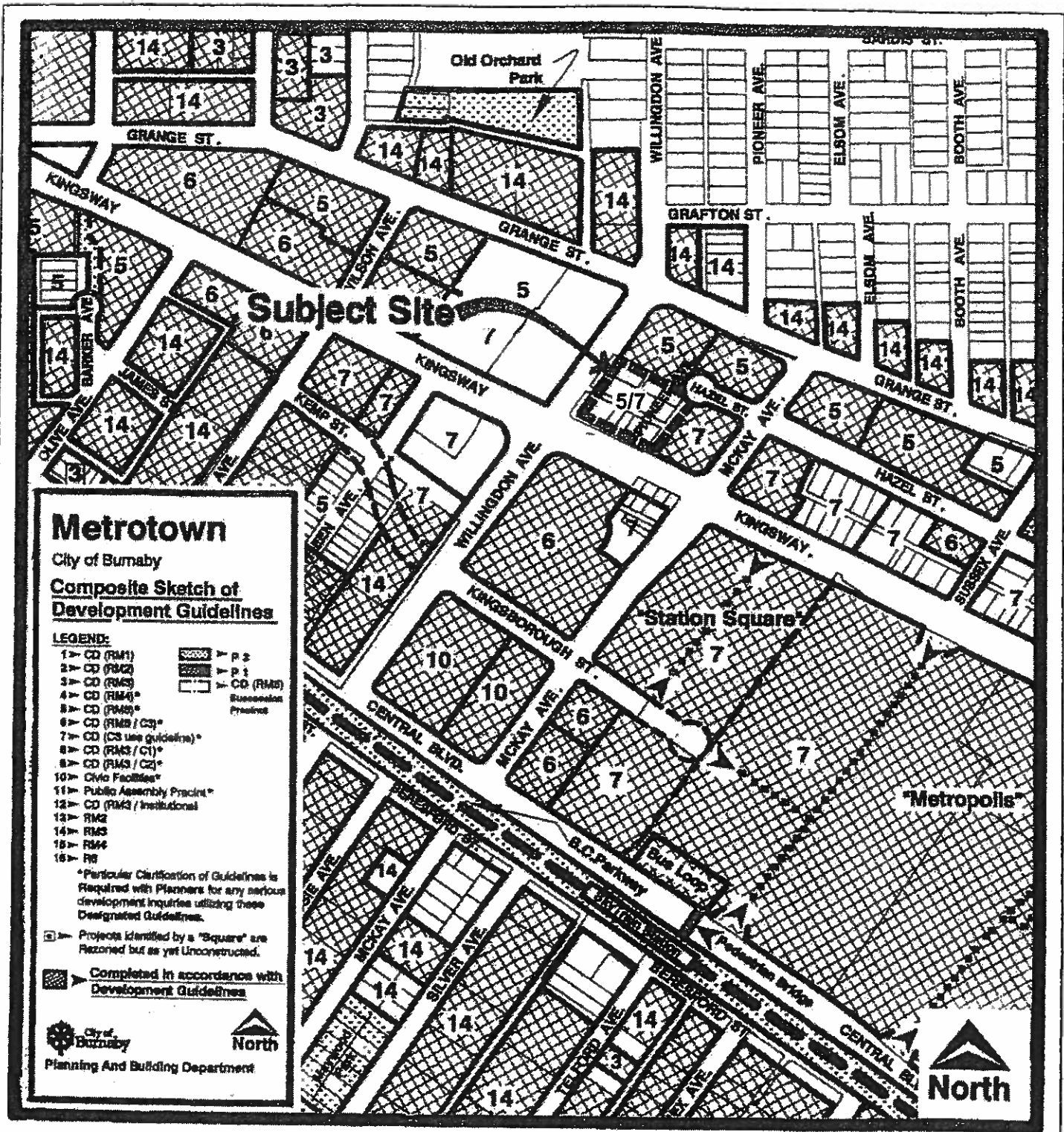
This report has been prepared at the request of Council to respond to questions and concerns, including those related to building height, views, traffic on Hazel Street, servicing, emergency and construction access, structural stability, parking and other matters, raised at the Public Hearing for the subject rezoning held on 2010 September 21. The information provided above is reflective of the design of the project, the prerequisite requirements of the rezoning application and Council's established objectives for development in the Metrotown area. In conclusion, the mixed use retail, hotel and residential development proposed for the subject site is considered supportable given its high-quality signature design, its appropriately sited slender tower, and its advancement of the adopted Metrotown Development Plan.

This is for the information of Council.


B. Luksun, Director
for PLANNING AND BUILDING

JBS:tn/spf
Attachment

cc: City Clerk
Director Engineering
Chief Building Inspector



Metrotown
City of Burnaby
Composite Sketch of Development Guidelines

LEGEND:

1 ▾ CD (RM1)	▾ P 2
2 ▾ CD (RM2)	▾ P 1
3 ▾ CD (RM3)	▾ CD (RMS)
4 ▾ CD (RM4)*	▾ Succession
5 ▾ CD (RM5)*	▾ Preserved
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 ▾ RMS	
15 ▾ RM4	
16 ▾ 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



Planning and Building Department

Scale: N.T.S.

Drawn By:

Date: June 2010

REZONING REFERENCE # 05 -- 48
Kingsway ,Willingdon,Pioneer

Sketch