



Item
Meeting 2011 August 29

COUNCIL REPORT

TO: CITY MANAGER 2011 August 24

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #04-09**
Development Plan Guidelines and
First Phase of High-Density Mixed-Use Development
Metrotown Development Plan - Sub-Area 1

ADDRESS: 4600 Kingsway, 6200 McKay Avenue (see attached Sketches #1 & #2).

LEGAL: Lot 1, D.L. 153, Group 1, NWD Plan 76673, Lot B Except: Firstly: Part on Plan 77784 and Secondly: Part on Plan 79182, D.L. 153, Group 1, NWD Plan 77781

FROM: CD Comprehensive Development District (based on C3 General Commercial District and P6 Regional Institutional District guidelines)

TO: Amended CD Comprehensive Development District (based on RM5(s) Multiple Family Residential District, C3 Community Commercial District and Metrotown Development Plan guidelines and in accordance with the development plan entitled "Station Square" prepared by Kasian Architecture and Chris Dikeakos Architects Inc.)

APPLICANT: Anthem Properties
300 - 500 Burrard Street, Bentall 5
Vancouver, B.C. V6C 2B5
(Attention: Mr. Rob Blackwell)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2011 September 20.

RECOMMENDATIONS:

1. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Sections 4.4 and of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2011 August 29, and to a Public Hearing on 2011 September 20 at 7:00 p.m.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:

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- a) The submission of a suitable plan of development.
- b) The deposit of sufficient monies, including a 4% Engineering Inspection Fee, to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The removal of all existing improvements from Lot 1 within 24 months of the rezoning amendment bylaw receiving Final Adoption by Council.
- e) The utilization of an amenity bonus through the provision of a cash in-lieu contribution of \$4,959,605 in accordance with Section 4.2 of this report.
- f) The consolidation of the net project site into one legal parcel.
- g) The granting of any necessary covenants, including, but not necessarily limited to, Section 219 Covenants restricting the enclosure of balconies, indicating that project surface driveway accesses will not be restricted by gates, allocating development densities on the overall site, guaranteeing provision and maintenance of public art, providing that all disabled parking to remain as common property, and the provision and maintenance of identified public plazas.
- h) The granting of any necessary easements, including, but not necessarily limited to easements guaranteeing public access to proposed plaza, public open space and pedestrian walkway/linkage areas.
- i) The provision and maintenance of the public plaza by the development.
- j) The provision of statutory rights-of-way and/or easements guaranteeing public access to non-profit office parking areas and related pedestrian connections.
- k) The dedication of any rights-of-way deemed requisite.
- l) The design and provision of units adaptable to persons with disabilities (the provision of special hardware and cabinet work being subject to the sale/lease of the unit to a disabled person) with allocated disabled parking spaces protected by Section 219 Covenant.

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- m) The provision of covered car wash stalls and adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering within the residential portions of the development and a commitment to implement the recycling provisions.
- n) The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- o) The pursuance of green building practices for the proposed development in accordance with Section 4.1 of this report.
- p) The deposit of the applicable GVS & DD Sewerage Charge.
- q) The deposit of the applicable Parkland Acquisition Charge.
- r) The deposit of the applicable School Site Acquisition Charge.
- s) The deposit of the applicable Metrotown Public Open Space Charge.
- t) Completion of the Highway Closure Bylaw.
- u) The completion of the sale of City property.
- v) The provision of facilities for cyclists in accordance with this report.
- w) The undergrounding of existing overhead wiring adjacent to the site.
- x) Compliance with the Council-adopted sound criteria.
- y) The review of a detailed Sediment Control System by the Director Engineering.
- z) The submission of a Site Profile and resolution of any arising requirements.
- aa) Compliance with the guidelines for underground parking for visitors.
- bb) The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to establish detailed development guidelines for the subject site, as well as to permit mixed-use high-rise apartment development with ground-level street-fronting commercial and renovation of existing commercial buildings as a first phase of development.

2.0 BACKGROUND

- 2.1 On 2004 March 22, Council received the report of the Planning and Building Department regarding the rezoning of the subject site and authorized the Department to work with the applicant in the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.

On 2010 December 13, Council gave Final Adoption to an amendment to the Burnaby Zoning Bylaw which expanded the established density bonus provisions in the Burnaby Zoning Bylaw by adding a new suffix ('s') for the RM3, RM4 and RM5 Districts. On 2011 February 22, Council adopted a policy for applying 's' category zoning. The policy applies 's' category zoning potential to sites with a prevailing RM3, RM4 or RM5 designation within the City's four Town Centres of Edmonds, Lougheed, Brentwood and Metrotown.

Since the adoption by Council of 's' category zoning and the accompanying policy for its application (which makes the subject site eligible for its use), the proponent for the subject rezoning amendment has submitted plans in accordance with the RM5s District.

- 2.2 The overall site is currently occupied by the Station Square complex which comprises 11.99 acres in site area and includes a major food store, retail, cinemas, hotel and two residential towers. It is noted that the subject site itself does not include the two existing residential tower sites consisting of 6220 and 6240 McKay Avenue, which equate to approximately 1.6 acres in site area, nor the airspace parcel on which the current hotel is situated (see *attached* Sketch #1). The subject site is located in the heart of the Metrotown commercial precinct and is surrounded by numerous commercial, office, high-density residential and community facilities fronting Kingsway, Central Boulevard, McKay Avenue and Kingsborough Street. To the south across Central Boulevard are the SkyTrain line and the BC Parkway; and beyond, the low-rise Maywood apartment area. The Metrotown SkyTrain Station is located to the immediate southeast, with pedestrian access via a sky bridge over Central Boulevard from the Metropolis complex. To the west across McKay Avenue is The Crystal mixed-use development which includes the Vancouver Metrotown Hilton hotel, while to the southwest is the Metrotown Civic Square with the Bob Prittie Metrotown Library beyond. Vehicular access is currently from Kingsway, McKay Avenue and Kingsborough Street.

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2.3 The Metrotown Development Plan designates the subject site within the Metrotown Core Area for high density mixed-use redevelopment. Under this rezoning, the site is proposed for designation and rezoning to the RM5“s” and C3 Districts. The proposed use of the RM5“s” and C3 Districts remains reflective of the Metrotown Plan’s vision for the core area to be the heart of the Town Centre. The core is intended to provide the highest level of service in terms of transportation infrastructure and commercial opportunities while accommodating a significant portion of the Town Centre’s population: the overall goal being the creation of a complete and highly walkable and accessible community. The proposed redevelopment under the subject rezoning application is intended to best utilize its strategic location in relation to the BC Parkway, the Expo SkyTrain line, the abutting Metrotown SkyTrain Station, and the adjacent Metropolis commercial centre. Finally, the scale, form, quality and public expression of the development proposed by the subject rezoning application is also reflective of a new urbanity for Metrotown suited to its designation as a Regional City Centre in Metro Vancouver’s Regional Growth Strategy.

In terms of the governing allowable density for the site, the maximum allowable residential floor area ratio would be 5.0 FAR applicable to the net site, which is inclusive of the proposed use of the 1.6 FAR amenity bonus. Under the proposed C3 District as a guideline, any proposed commercial space would be considered additive to residential floor area. As the development proposal indicates a commercial FAR of 2.3, the total FAR for the overall development would be 7.3.

2.4 After considerable work with the Department, the applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 PROPOSED DEVELOPMENT CONCEPT

3.1 Design and Development Principles

Guiding the detailed development plan for the subject site is a series of goals and objectives which primarily relate to urban design and land use. The resulting principles have a very distinct focus on the proposed development’s public expression. That is, development is informed and guided by the public realm that surrounds and traverses the subject site. Land use, building placement, urban design, architecture and landscape architecture all work toward a vibrant street life.

The principles are intended to guide the subject site’s redevelopment with a view to creating a dynamic mixed-use neighbourhood in the heart of the Town Centre that is well connected both to the surrounding core of Metrotown, and to the rest of the region by bus and SkyTrain. Overall, the principles are intended to foster a distinctive sense of place with a particular emphasis on the public realm which establishes a variety of experiences and spaces. Perhaps most importantly, the resulting development will set a new urban standard for the Metrotown Core area that will inform and guide future.

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The design principles include:

Kingsway as a Great Urban Street – recognize and reinforce Kingsway as the key axis of the Town Centre, as well as the site’s primary address and gateway.



- Kingsway is the front address to the site.
- There is an opportunity to establish the site as a key component of the Metrotown Regional City Centre.
- Provide a variety of opportunities for pedestrian, cycling and vehicular connections.
- Provide landmarks to aid in orientation.
- Provide landmark elements that increase visibility and identity at northwest and southwest corners of the site.
- Include distinctive, well designed and integrated signage.
- Provide a strong architectural perimeter edge to the site to aid in community recognisability.

An Authentic Experience with Silver Avenue as the Heart – create an authentic urban street experience as the centerpiece of the new neighbourhood.

- Provide for facades with minimal clutter, human scale and building proportion; diversity of architectural expression, and authentic materials.
- Ensure connection and openness to the sky with weather protection.
- Embrace outdoors with supportive streetscape: plazas, parks, and landmarks; street events; shopping and dining
- Support daytime and evening activities; terrace dining, weekend neighbourhood street events, meeting and resting places.
- Establish a pedestrian oriented “human scaled” place.
- Create an outdoor living room.



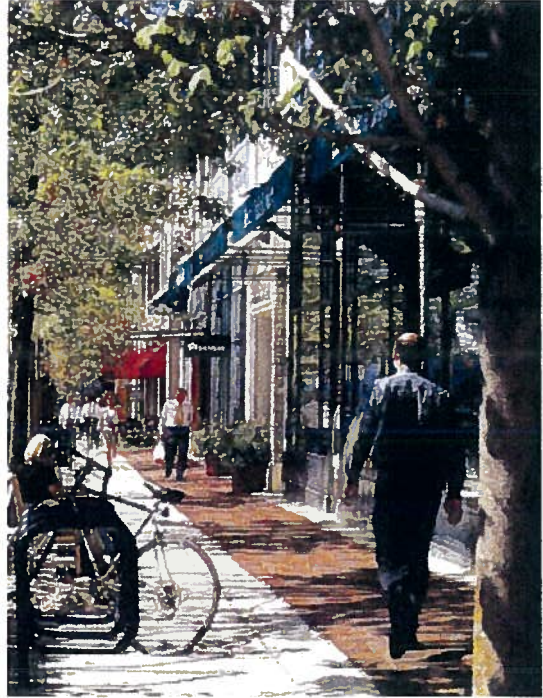
Mixed-Use Centre – promote an urban environment with an integrated mix of uses to create activity over an extended period of time.

- Support more opportunities for a greater range of users for the realization of a vibrant community.
- Promote a mix of uses that include residential, shops, offices, amenities and community gathering places.
- Support night time activities and uses (e.g., cafes, theatres and restaurants).
- Combine uses within buildings.
- Ensure pedestrian comfort.
- Create a desirable place to work.
- Provide offices overlooking plazas, green space and shopping streets (work near amenities).



Pedestrian Oriented Place – promote a walkable community that links community amenity, choices and public transport.

- Promote a strong, safe and comfortable pedestrian connection throughout and around the site.
- All roads are to be complete; they are to accommodate all users.
- Encourage people flow around and throughout the site: from the SkyTrain station/bus loop through to Kingsway and vice versa.
- Provide defined and accessible links to adjacent residential neighbourhoods.
- Showcase small block sizes to allow for more connectivity.
- Encourage comfortable walking distances to all parts of the site and its neighbouring areas.
- Promote accessibility within the new Station Square to accommodate a wide range of users including persons with disabilities, families with strollers and seniors.



Distinctive Sense of Place – provide opportunities for community gatherings, a unique sense of place for daytime and evenings.



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- Plazas and squares are to be active, diverse and created for a range of uses and activities for both day and night.
- Gathering places shall be comfortable and safe, with weather protection, shade, seating, lighting and accessibility.
- Architectural style shall contribute to the richness of the urban fabric.
- Provide strong building massing to create well defined street and park edges.
- Provide opportunities for public art, festivals and weekend street markets.
- Provide vehicle access and street parking to encourage activity and commercial viability while still providing a “pedestrian first” experience.

Fine Grain of Block Sizes – ensure a fine grain of block sizes that provide for street connectivity.



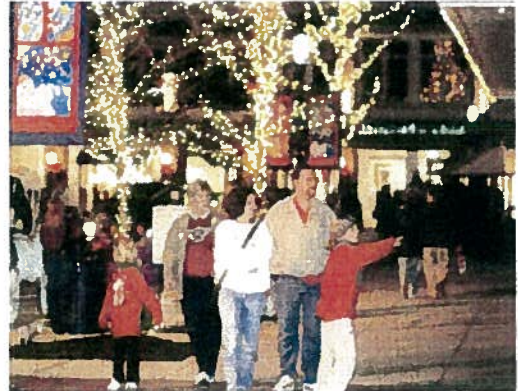
- Ensure a fine grain (human scale) of smaller block sizes to facilitate public passage and linkages from within the site to the outer street perimeter frontages.
- Encouraging a pedestrian oriented place; comfortable walking distances between street-level retail and places for sitting and resting.
- Maximize connectivity with surrounding streets and frontages.
- Create a fine-grain streetwall of building mass and architectural form.

Safe Place with Activated Streets – promote neighbourhood safety by improving public perception in a pedestrian-oriented environment and providing “eyes on the street”.

- Promote pedestrian oriented streets that offer amenities such as street trees, pedestrian lighting and safe crossings.

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- Promote traffic calming initiatives such as corner bulges, defined crossings and visibility.
- Provide residential, office and retail uses at street level that encourage “eyes on the street”.
- Encourage a variety of community and civic events to promote active and dynamic spaces.
- Create a sustained residential presence within the neighbourhood.
- Provide visual connectivity between streets and gathering places.



Place with Vibrant Gathering Space – promote a vibrant, central community space that provides a variety of uses throughout the day and year.



- Provide a community focus in the form of a central gathering space that has convenient pedestrian access for all residents and workers.
- Ensure Station Square creates a new standard for gathering spaces in the heart of the Town Centre.
- Design gathering spaces to include amenities for all residents, workers and visitors of all ages, backgrounds and mobilities.
- Activities should accommodate day and night uses.
- Provide seasonal amenities to encourage year-round participation.

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Vehicular Accessibility – vehicular accessibility is to be clear, defined and with choices.

- Provide business with convenient access and exposure.
- Promote a safe and legible separation of vehicular and pedestrian accesses.
- Residential access is to be defined and easily separated from commercial access.
- On-street parking is to be provided as it provides choice and convenience, as well as shelters the public realm from moving traffic.



A Sustainable Place – promote a sustainable community by decreasing dependence on automobiles, providing livable streets, protecting environmental amenity, incorporating green building practices and encouraging a long-term economic identity and viability.



- Decrease dependence on automobiles by providing links to public transit, shops, offices and community amenities.
- Promote economically sustainable retail and commercial opportunities, integrated with a residential community.

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- Encourage ecological sensitivity with regard to stormwater management and reducing impervious paving.
- Encourage social sustainability by providing an appropriate mix of housing types reflecting long term demographic trends.

3.2 Scope of Rezoning

As noted earlier, the applicant is seeking to establish specific development guidelines for the overall site, as well as to obtain rezoning approval for a detailed first phase of development, under the subject rezoning application. The overall concept is for a complete redevelopment of the northern part of the site (between Kingsborough and Kingsway) involving a mixed-use concept with commercial uses at-grade, office uses on the second and third storeys, and five residential towers ranging in height from 35 to 57 storeys. The potential to pursue more intensive redevelopment of the portion of the site south of Kingsborough Street is limited by existing easements in favour of the two residential towers on McKay Avenue and the hotel on Central Boulevard. The subject rezoning application, therefore, indicates a substantial renovation to the existing commercial uses on this part of the site. The potential commercial and residential density attributable to the southern site is not being transferred to the northern site. That is, the southern site retains its full potential for redevelopment in line with the adopted Plan should the hotel and the two residential towers agree to amend the easements in their favour as part of any future redevelopment proposal.



Figure 1 - Site layout

3.3 Land Use and General Built Form

As noted, the general development concept is for a complete redevelopment of the portion of the site between Kingsborough Street and Kingsway (northern site) and a substantial renovation to existing improvements on the portion of the site between Kingsborough and Central Boulevard (southern site). It is noted that the first phase of construction includes complete redevelopment of Site 4 and substantial renovations to the commercial buildings on Site 1 (see Figure 2 on page 14). Each subsequent phase of development will require rezoning approval by Council in accordance with the guidelines established by the subject rezoning amendment.

3.3.1 Northern Site (Between Kingsborough and Kingsway)

Redevelopment of this site is proposed to include five residential towers over commercial podiums. Each building will be strongly oriented to the street with grade-level commercial uses and offices above on the second and third levels of the tower podiums. The exception is McKay Avenue, where apartments are proposed above the ground level shops. An important aspect of the site's development is the creation of streetwalls along McKay Avenue and Kingsway using tower podiums to frame each of these roads. The spaciousness of these public spaces is achieved by the quality of the public realm within the public right-of-way. Each tower podium has a green roof that serves both environmental and aesthetic objectives.

The residential towers each have their own character in terms of form and materiality. The unifying feature of all five towers, however, is the concept of skygardens, which vertically punctuate each of the towers with planted terraces acting as a softening element against a highly modern architectural vernacular. The tower height for Site 6 is 52 storeys, for Site 4 is 35 storeys, for Site 3 is 57 storeys, for Site 2 is 35 storeys and for Site 5 is 48 storeys. The residential density governing these tower heights is 5.0 FAR (1.6 FAR of which is bonused), which is reflective of the maximum permitted density under the RM5s District.

Vehicular access to the five development sites is proposed to be taken from Kingsborough (Sites 5 and 2) and from the proposed mews (Sites 5, 6, 3 and 4). To protect the public realm, no vehicular access from McKay Avenue, Kingsway or Silver Avenue (internal private road) will be permitted. The current proposal continues to utilize an internal private road (Silver Avenue) as the primary north/south spine of the site. Though private, Silver Avenue will take on a much more public character than its current design as a driveway, as noted in the above design principles.

3.3.2 Southern Site (Between Kingsborough and Central Boulevard)

The ability of the applicant to redevelop the southern site is extremely hampered by existing easement rights in favour of the two Grande Corniche Towers on McKay Avenue and the Holiday Inn Hotel on Central Boulevard. Redevelopment of the southern site is therefore a long term proposal, and would require a future rezoning application to establish development guidelines in accordance with the general approach outlined in the subject application. Two major considerations of that future rezoning application would be the continuation of the internal private road to connect to Central Boulevard; and, the removal of the parking entry to Metropolis when it also redevelops.

Given the restrictions on redevelopment of the southern site, the applicant is seeking a substantial renovation to the existing commercial buildings. This will include two large-format retail opportunities opening onto the internal surface parking area, as well as a reorientation to Central Boulevard by the creation of ground-level commercial retail units. A new access to underground parking is also proposed from the internal portion of the site. A majority of the proposed renovations to this site include improvements to the public realm including the creation of new plaza and arcade areas (see below). It is noted that none of the site's potential future development density is proposed to be transferred to the northern site in connection with the subject rezoning application.

3.4 Site Organization

Based on the foregoing design and development principles, the site has been designed based on a public realm-first approach. That is, the site's gathering places, its expression on public frontages and its connections and linkages drove site design. Architecture, while critical to the overall success of the design, is subservient to these other considerations. The public realm is that space between built forms that has historically been the setting for public life. The streets, sidewalks, parks, plazas, arcades and other forms that host the many aspects of city living are components that make up the public realm. As noted, the design for Station Square is centred on these components with the intent of enhancing their quality and usefulness to first attract people, then to encourage them to linger and enjoy their neighbourhood. The public realm for Station Square has been geographically defined into three broad types: edge streets; neighbourhood streets, and public places.

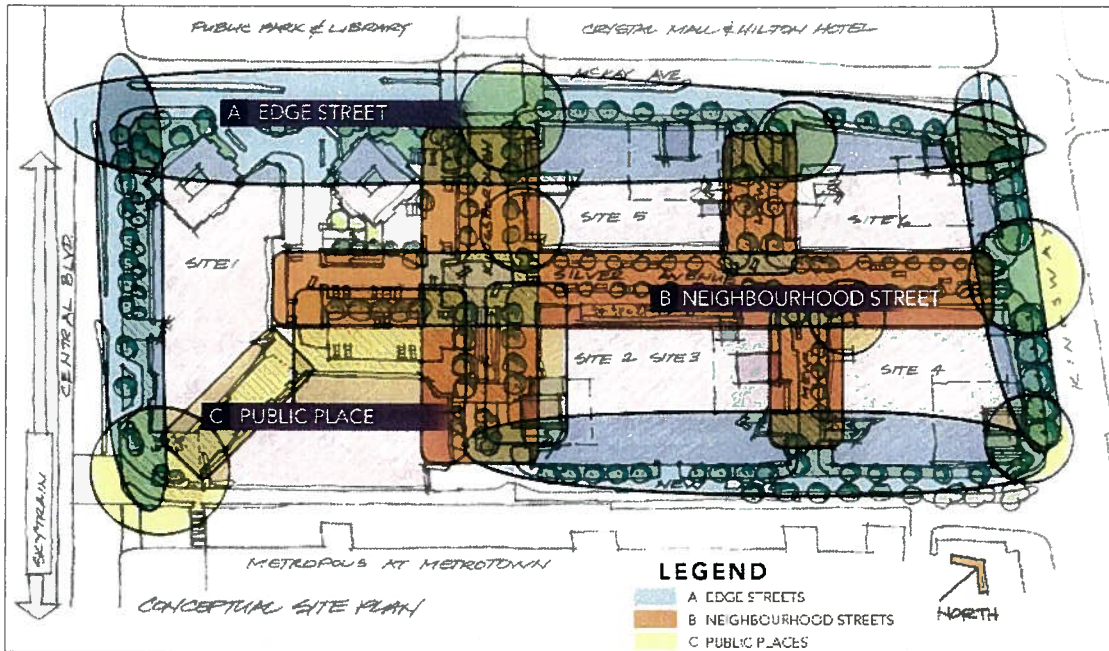


Figure 2 - Site organization

3.4.1 Edge Streets

Edge streets are those streets which make up the public expression of and surround the site, including Kingsway, McKay Avenue, Central Boulevard, Kingsborough Street and the north/south lane. Each street is intended to be unique, memorable and reflective of the character of present and planned future uses. They are also intended to provide connections and the public face of the new neighbourhood.

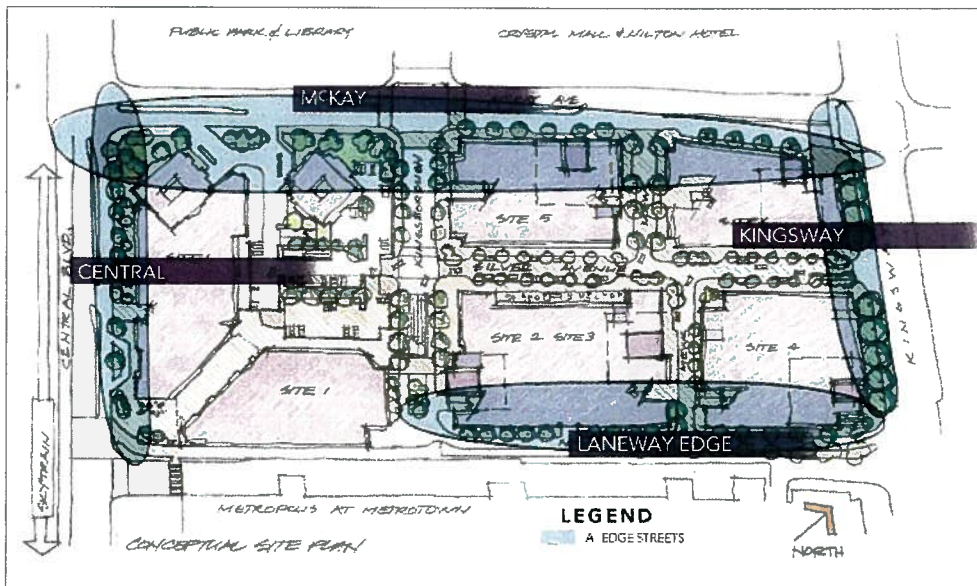


Figure 3 - Edge Street locations

Kingsway – “The Great Urban Street”

Kingsway is intended to be the ‘grand boulevard’, the most major edge that will likely be seen by the most passing people. It is considered the front door to the development and marked by a more urban treatment. Here, the buildings frame the street and are commercial in nature. A public realm that reflects a uniform, high-quality of materials and street furniture will be highly important in establishing the site’s pedestrian character. Introduction of a separated urban trail (intended to be a component of a new east-west route linking the north-south urban trails at Willingdon and Nelson Avenue) will create a generous and comfortable public space to complement the intended form of development and the continuing function of Kingsway. This space is comprised of softening elements such as rain gardens, a double row of major street trees set within regular spacing and wider sidewalks. Corners at the east, west and at Silver Avenue are celebrated with special open areas.



Figure 4 - Kingsway as a Great Urban Street

McKay Avenue – “The Elegant City Street”

While McKay Avenue is intended to remain a busy street, the nature of the commercial uses along it is less intense in character than Kingsway. A sense of quality is given by introducing a more residential character in the architecture and a regular rhythm reminiscent of an urban townhouse where the ground floor has been converted to other uses. Individual entries to the retail uses will be emphasized with canopies and landscaping along the building edge as well as a single row of street trees set amongst rain gardens and a wide sidewalk.

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Figure 5 - McKay Avenue as an Elegant City Street

Central Boulevard – “The Garden Street”

As a primary route to linking Bonsor, Civic Square and the Library to the west, Central Boulevard is intended to provide an opportunity to extend a tranquil park character along its broad sidewalk. Design considerations include a range of landscaped places to sit and enjoy the southern exposure as well as providing a buffer to the SkyTrain guideway. The commercial frontage along Central Boulevard is intended to be service oriented, low key, but with a uniform sense of quality.

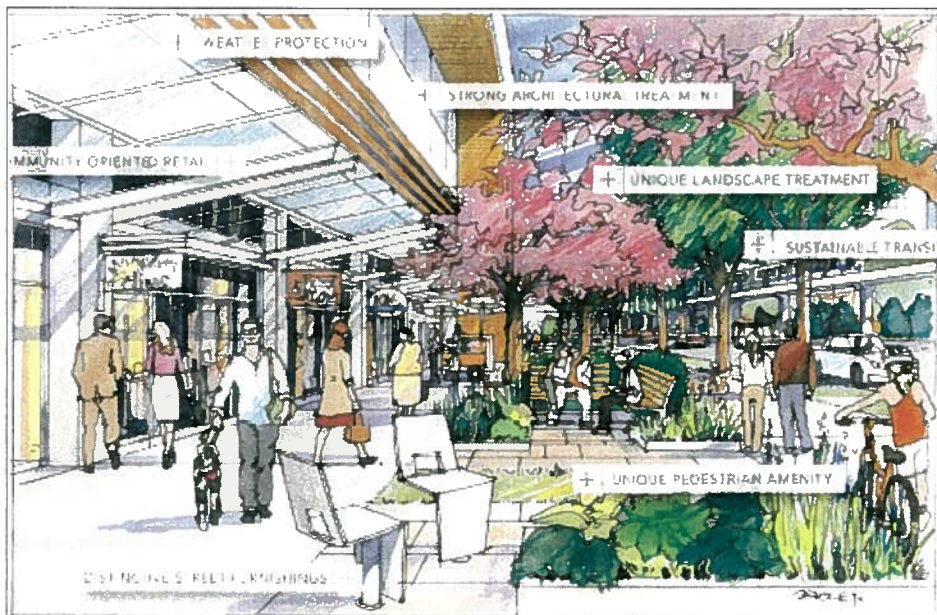


Figure 6 - Central Boulevard as a Garden Street

Laneway Edge – “The Shortcut”

This new lane provides for service access and efficient car movement. It will also function as a pedestrian route to access the site quickly and improve permeability from the surrounding area. The focus here will be on safety and an attractive landscape with elegant material treatment. Over the longer term, there is potential to activate the lane with commercial storefronts of a more adaptable and ‘grittier’ look and feel.

3.4.2 Neighbourhood Streets

The routes throughout the site are pedestrian dominant. Although still activated by automobile use and short term parking, the streets take on the character of a high street with ample potential for places to stop and linger. The commercial activity on these streets is more intense, is highly vibrant and full of character. Special attention has been given to built form, scale and detail with a view to a greater variety in the public realm. Unique storefronts, a variety of street furnishings, localized tree placement and landscape treatments as well as opportunities for interesting lighting, signage and public art are all provided for.

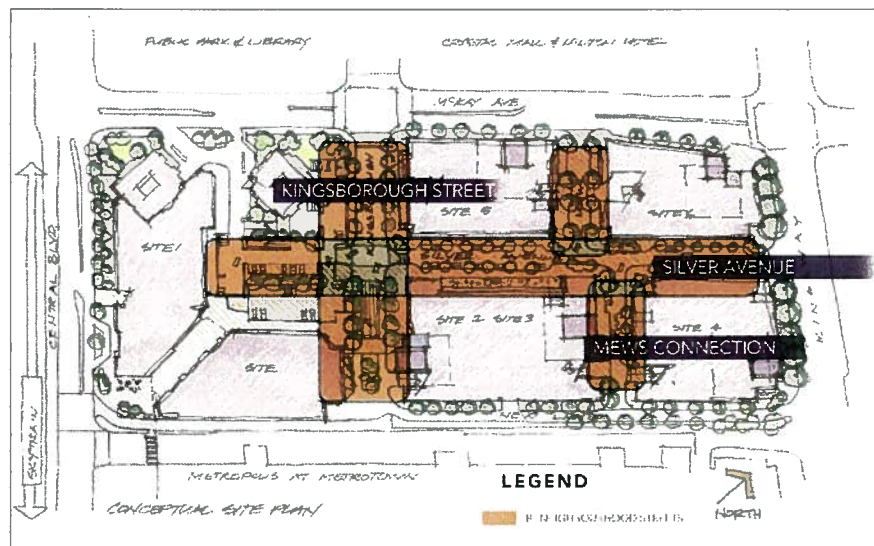


Figure 7 - Neighbourhood Streets locations

Silver Avenue – “Shopping Street” and “Restaurant Row”

The internal private road (Silver Avenue), is considered to be the ‘central nervous system’ of the development. It is the main commuter route through the site and is the place designed for people to linger. Sidewalks are lined with smaller frontage retail shops on the west, and on the east side of the street a wide, raised terrace provides a setting for several restaurants, the patios for which will benefit from excellent solar aspect which has been protected from shadows. There is also a glass canopy over a long stretch of the sidewalk to give pedestrian comfort. “Catenary” or suspended lighting stretches across the street giving a festive quality at night. The paved street surface is

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uniform (without curbs), and blurs the edges between street and sidewalk giving the feeling of a continuous urban space (e.g., Granville Island).

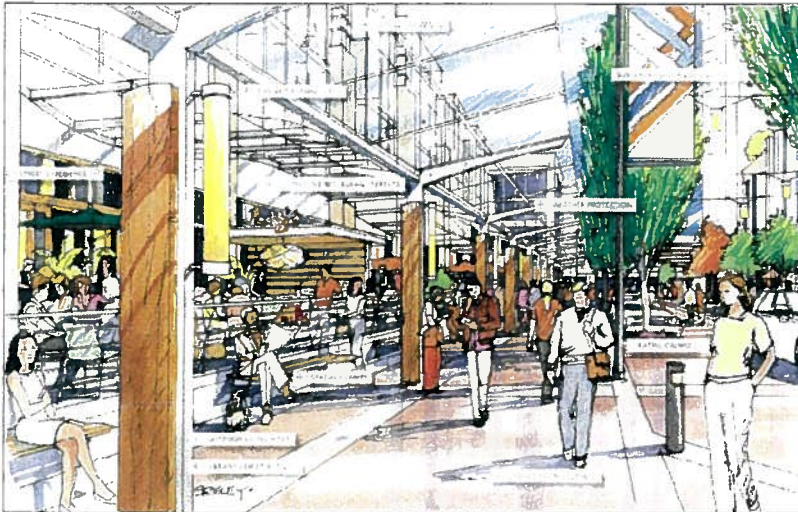


Figure 8 - Silver Avenue - Restaurant Row



Figure 9 - Silver Avenue - Shopping Street

Mews Connection

These connections are intended to provide access to the edges of the site as well as to parking and service areas. They are of a high quality in terms of materials, finishes and landscaping. Retail uses wrap into the mews from the other, more active, streets providing a transition and the opportunity for quiet “eddy” like spaces and seating

pockets. Vehicle entries to service areas are pulled back from the street so as not to detract from its character.

Kingsborough Street

Kingsborough Street is considered a neighbourhood street because of its internal orientation to the proposed development and its connection to the area to the west.

The design of Kingsborough is centered on access, however, the sidewalks adjoining the street are opportunities for “people places”, with good sun exposure and visibility. Trees, landscaping and a water feature are all used as buffering elements.

3.4.3 Public Places

Successful public realms have many and unique and interesting “places”. These are memorable or favourite spots that residents connect with, that provide the setting for daily public life. The proposed development provides a variety of such places to encourage people to stay, rather than simply pass through the site. These are places where events and celebrations can occur. These can be in the form of plazas, pocket parks, or what the subject development refers to as “city rooms”.

In the context of the proposed development, a city room is a node along a route; a place that is characterized by the activities and uses around it, and that provides for a high degree of public comfort.

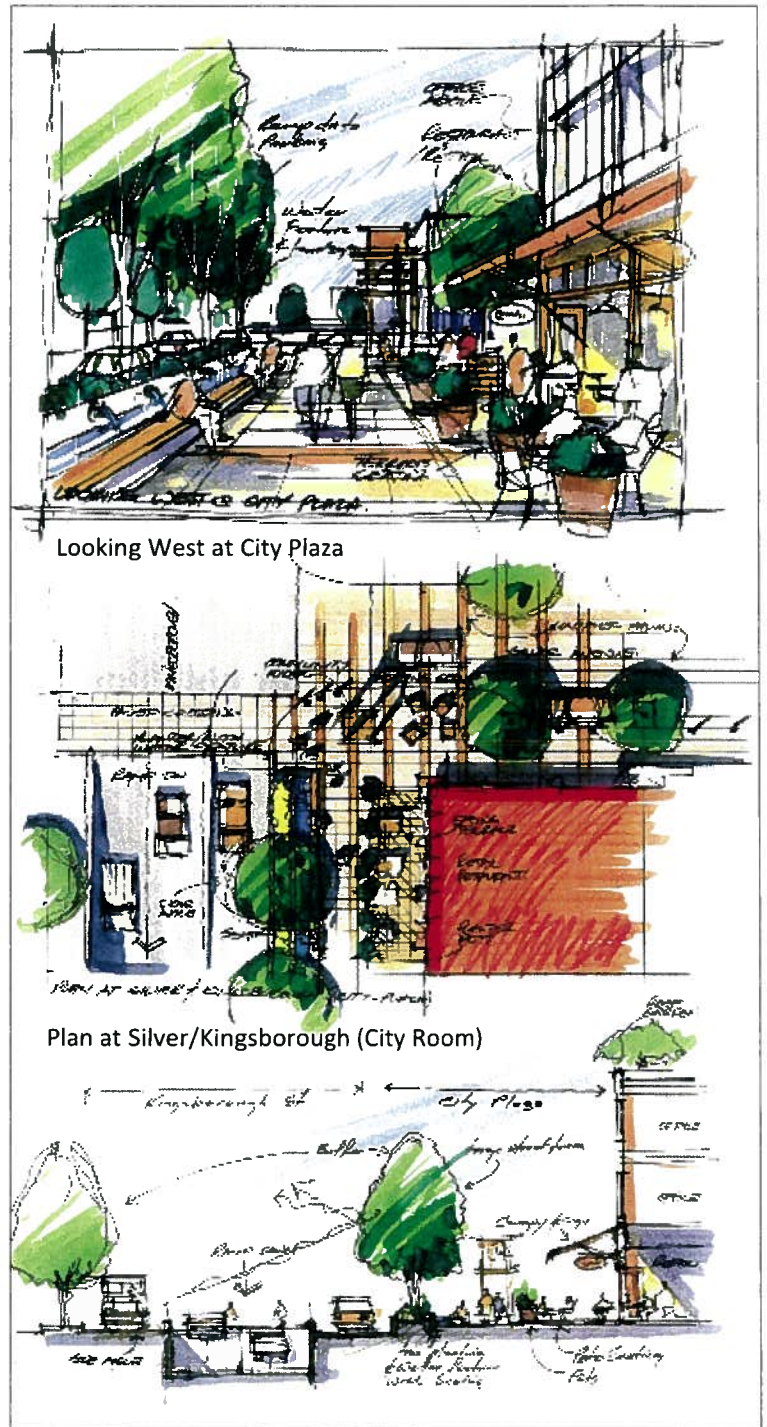


Figure 10 – Kingsborough public spaces

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The comfort is created by the provision of unique and useful seating, weather protection, landscape amenity and/sun exposure. City rooms, as outlined below, are intended to make people “stay” and enjoy the urban surrounding. Each room is intended to be unique, not unlike rooms within a building.

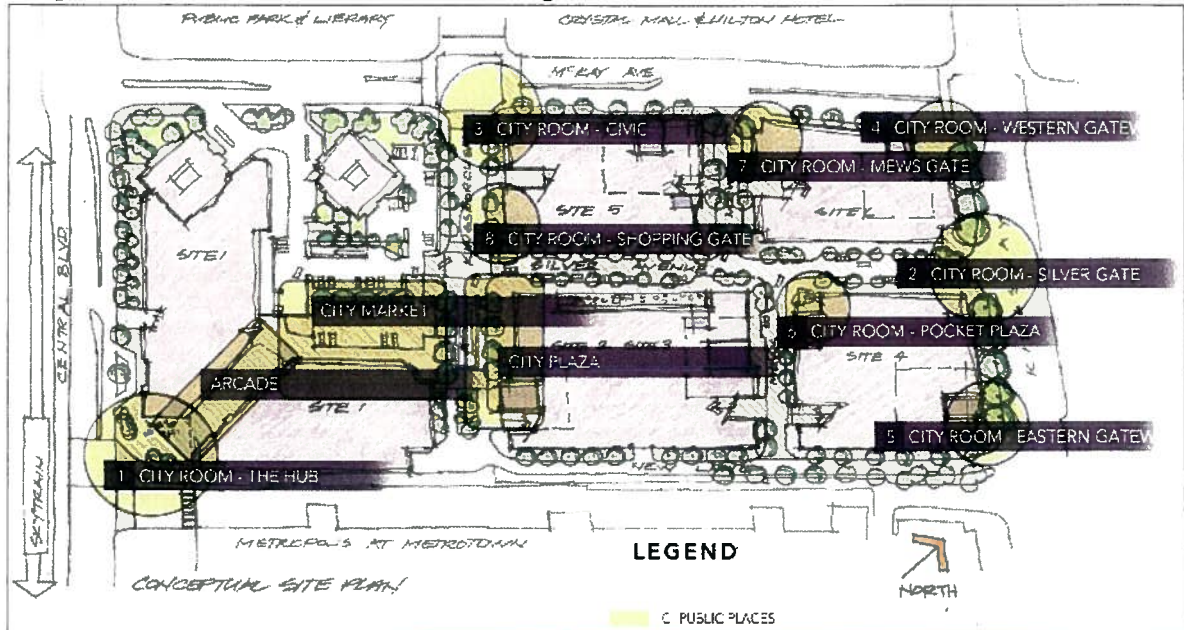


Figure 11 - City Room locations

The Hub

This city room is situated at the southeastern gateway to the site and is heavily oriented to the nearby transit users. The space is intended to provide a great place to wait for a train, hang out or have lunch or dinner at a proposed adjoining outdoor restaurant. Picnic bench style public seating invites people to linger and enjoy the best solar orientation of the site.

The Arcade

This city room is a renovation to the existing covered pedestrian walkway. This weather-protected space provides all season shelter and access to shops and amenities.



Figure 12 - The Hub at Central Boulevard

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Removal of the existing oversized stairs and the escalators is intended to transform this space into a unique public area with a clear connection through to the other public realm elements beyond (City Market), an important public portal into the new neighbourhood.

City Market

This city room is a flexible open area along the pedestrian flow that will allow for larger gatherings, festivals or markets, when not in use as convenience parking. A central covered walkway doubles as weather protection and also provides an armature against which stalls may be set up. The paving surface is continuous, so that it feels like a plaza when cars are not present.

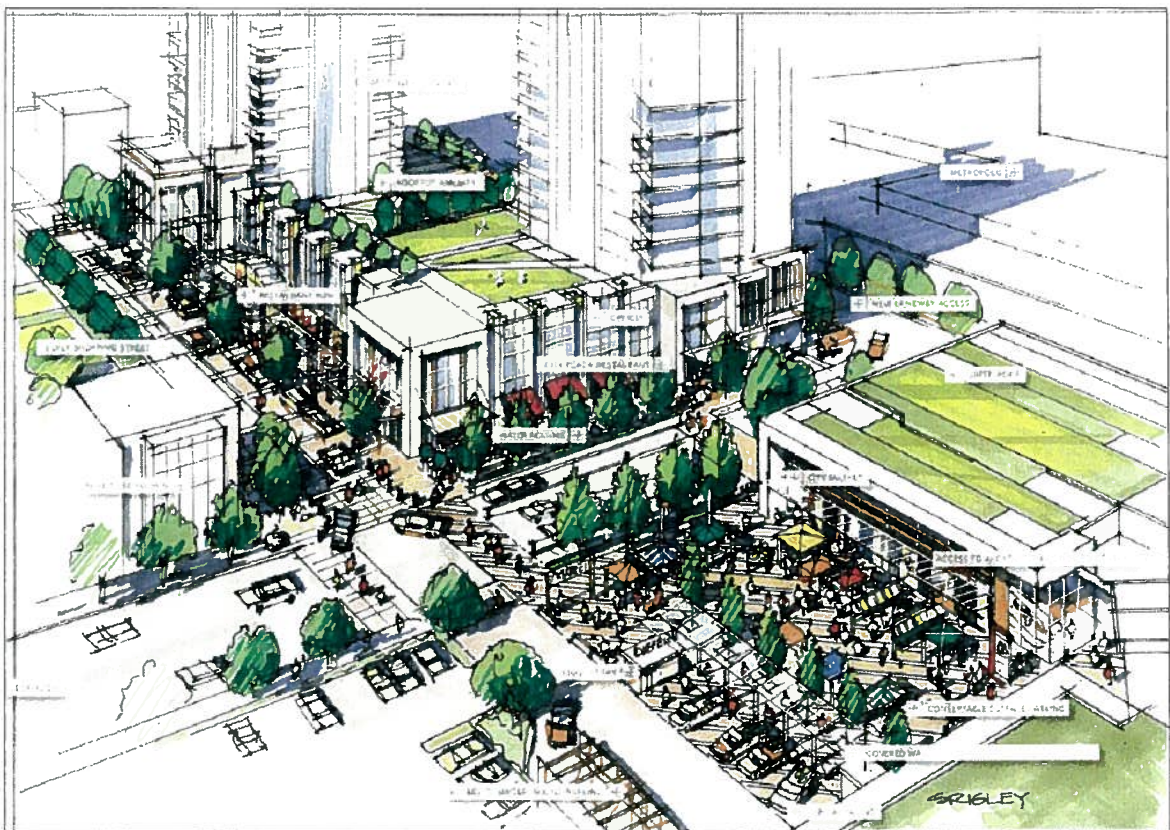


Figure 13 - The City Market

Kingsborough City Rooms

There are three city rooms along the northern part of Kingsborough. The Civic city room is intended to provide a gateway to the development, but is considered a secondary gathering place which is oriented to the adjoining commercial uses. The Shopping Gate and City Plaza city rooms are adjuncts to public space that is Silver Avenue. They are intended to provide places for people to gather, dine and people-watch. All three city rooms will be well appointed with street furniture such as benches. These are also locations for public art and high quality landscaping.

Eastern Gateway

This place is located at the north/east corner of the site along Kingsway and is meant to provide a respite to the busyness of the Kingsway street edge. It is a foreground element and buffer to a street-oriented shop (such as a café) that will provide a leafy mini park with a water feature and seating in the form of natural rock platforms. It will also provide visual interest to a prominent façade and a pedestrian scale to the edge of the site.



Figure 14 - Eastern Gateway City Room

Pocket Plaza

This space is a widening of the sidewalk adjacent to the entry to a proposed major food store. The opportunity here is to encourage people to sit with their beverage or snack from the store and take in the urbane experience. A broad canopy affords weather protection for all seasons and tables and chairs provide for multiple uses including work or meeting activities.

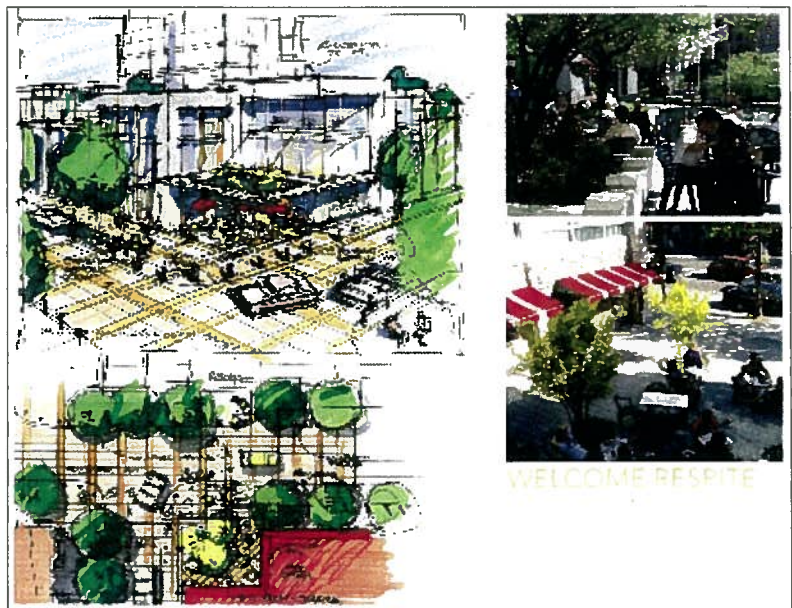


Figure 15 - Gathering spaces throughout the site

Western Gateway

This space is intended to act as a pocket plaza related to both the busyness of Kingsway and the more intimate context of the ground-level shops. It not only marks the site's western gateway, but provides a gracious entry to both residential and office uses. It is a key location for public art and special landscaping (both hard and soft) to complement its context and function.

Silver Gate

This key city room is one of the site's most public entries. It emphasizes a sense of arrival and celebrates the reopening of Silver Avenue to Kingsway. The focus on arrival is punctuated by locating the grocery store's entry at this location to create a vibrant and busy hub of activity that is intended to extend well into the evening. Finally, this is the point at which commercial uses on Silver Avenue meet Kingsway by wrapping their respective corners thereby bringing life to Kingsway.

3.5 Subdivision and Phasing

3.5.1 Subdivision

Currently, the site is comprised of two large properties encompassing some 11.99 acres. The applicant is seeking a subdivision that will create 5 discrete development sites ranging in size from 1.49 acres to 4.6 acres. Overall residential development densities are based on the net site prior to subdivision, then allocated to the subdivided sites as follows:

Table 1 - Proposed subdivision areas and density allocation

Proposed Lot	Area (sq.ft./ac.)	Residential GFA (sq.ft.)	Commercial GFA (sq.ft.)	FAR (Res./Com.)
1	67,067/1.54	237,519	71,995	3.54/1.1
2	120,098/2.7	641,428	210,101	5.34/1.8
3	65,030/1.49	349,755	81,048	5.38/1.5
4	69,593/1.6	379,701	72,909	5.46/1.1
5	200,740/4.6	1,003,700 (less existing)	225,911	5.0/6.0 (less existing)
TOTAL	522,528/11.93	2,613,103	661,964	5.0/2.3 (averaged less existing)

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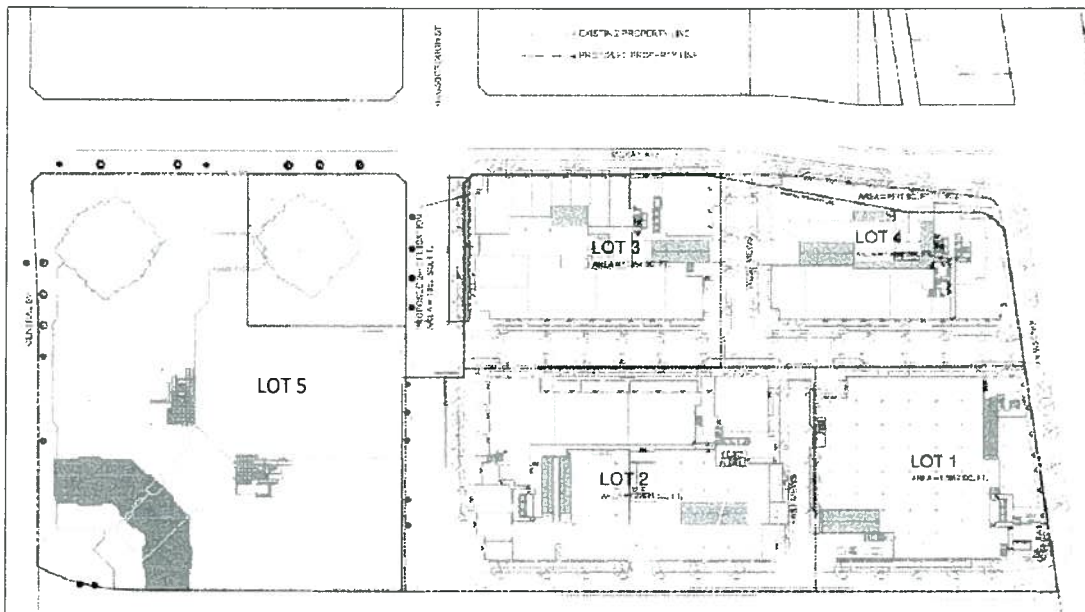


Figure 16 - Proposed subdivision

A density allocation covenant will guide each future phase of development in accordance with Table 1, above. Required road dedications will be taken in connection with the subject subdivision and rezoning applications, however, this does not preclude the possibility for further dedications in the future if design standards require further provisions.

With respect to site servicing, a master servicing approach will be required in connection with the subject rezoning and subdivision applications, including a master stormwater management plan, with required works to be completed in connection with each phase of development.

3.5.2 Phasing

With the exception of the proposed renovations to the southern site which do not include introduction of residential uses, it is important to note that each phase of development includes significant public realm improvements, commercial, office and residential uses. In general terms, the approach is to phase development of the site starting with Lot 1 (currently occupied by three restaurants, offices and smaller commercial units) and the renovations to the buildings on Lot 5 (former cinemas, larger format retail spaces and smaller commercial units). The second phase includes development of a portion of Lot 2 (currently occupied by the existing Save-On-Foods store). The third phase includes development of the remainder of Lot 2 (currently occupied by several small retail units). The fourth phase includes development of Lot 3 (currently occupied by the multi-level parking structure). The final phase includes development of Lot 4 at the corner of McKay Avenue and Kingsway (currently occupied by a restaurant, a bank and upper level office space). As noted, the subject rezoning application is proposing a detailed

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development concept for the first phase encompassing Lots 1 and 5. While the subject application provides an overall general development concept (form, density and land use) for the remaining sites, their development will require further rezoning to permit a specific form of development.



Figure 17 - Phases 1 & 2

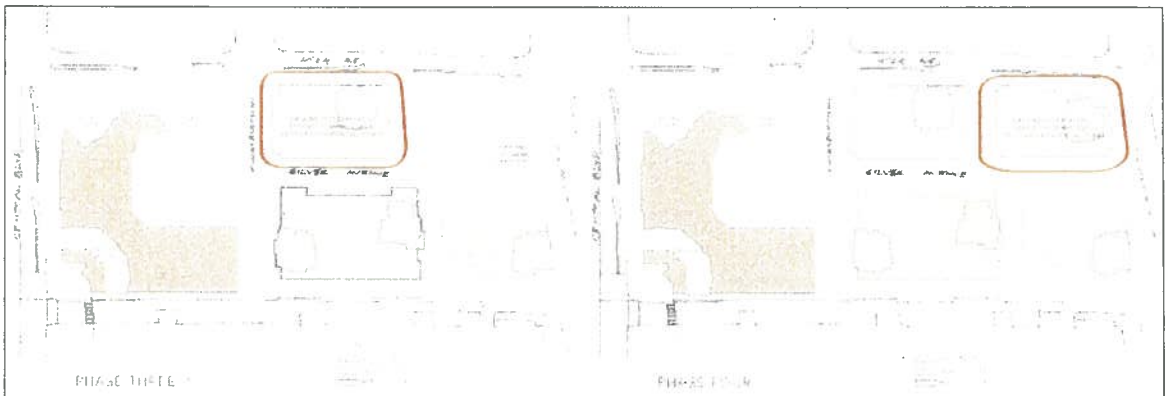


Figure 18 - Phases 3 & 4

3.6 Architecture

Perhaps one of the most understated aspects to creating or strengthening a sense of place is the response of architecture to the community. Metrotown is Burnaby's "downtown". Given the density and resulting built form of the proposed development, a very high standard of architectural treatment is proposed. For the proposed development, the architectural challenge is to establish a high quality standard for Metrotown, one that celebrates the future. The resulting architecture for Station Square is simple and modern. It is expected to contribute to both a varied and interesting skyline, yet be of a human scale at the ground level in response to the public realm. Appropriate illumination of buildings will also be encouraged to help further define neighbourhood character. The proposed development meets these high standards. The architecture of the buildings themselves is modern and striking, yet not overstated with its materiality being punctuated by skygardens (planted patios).

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Figure 19 - Architectural expression on Kingsway



Figure 20 - Phase 1 building at Kingsway & Silver Avenue

At ground-level, the development's podiums provide front doors directly to each of the public streets, as well as to the internal roads. This is critically important in order to ensure the success of the public realm. It provides a direct connection to the street, both visually in terms of overlook and physically in terms of direct access. The materials used for the podium include brick and other masonry cladding, wood, painted concrete and metal paneling which differentiate the podium from the tower, thus lending the development a finer grain at ground level to which the average person on the street would relate, thus adding to the development's human scale and the presence of a low rise

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relationship to the street. In other words, the proposed development will have a very strong connection to the street that will provide a sense of safety and comfort to the public spaces surrounding it.



Figure 21 - Fine grain human scale along Silver Avenue looking northeast

3.7 Landscape Architecture

To complement the built form, a progressive landscape treatment is proposed which, as noted above, is the primary tenet in the implementation of the many public spaces within and around the site. The use of rain gardens and ample placement of street trees (double rows in many locations) soften the development's edges and provide an environment conducive to gathering. Water features are also used to create 'white noise' that competes with the noise of the busy Town Centre, thereby creating oases at or near the proposed city rooms. Unifying surface treatments are intended to provide a sense of quality and a unique sense of place. An extensive use of unit pavers, which contribute to on-site stormwater detention, is also proposed. The landscape design also provides for on-site pedestrian lighting and lit pedestrian/courtyard environments, casual seating opportunities and raised planters that help to define public and private spaces. Each of the site's public areas (city rooms, and streets) are landscaped to be comfortable and safe in that overlooks (eyes on the street) and sightlines remain unobstructed from the surrounding residential units, the commercial retail units or passers-by.

Each of the tower podiums has green roofs. While providing environmental benefits, the green roofs will also provide opportunities for green overlooks for residents in the apartment towers, as well as opportunities for gardens and play space for residents.

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Overall, the proposed development will set a new architectural standard for Town Centre development in Burnaby that exemplifies a commitment to street orientation, place-making and sustainability.

3.8 Signage

The subject rezoning application includes a progressive signage package that complements the both the landscape architecture and the architecture. While the primary purpose of the proposed signage is to advertise the commercial tenants, signage is also being used to help create a unique sense of place. It is intended to respond to the many influences (existing and created) on Station Square: the busyness of Kingsway, the vibrancy of Silver Avenue, the scale and form of the architecture, and the people being moved by transit on Central Boulevard (including SkyTrain). Signage will also be used to signify a new standard of development for the Metrotown core area. It will reflect a 'downtown' look and feel, with a variety of sizes, shapes, orientation, materials and lighting methods. Finally, signage will be used to animate unavoidably blank walls (e.g., the former cinema space on Site 1's Central Boulevard elevation). Notwithstanding the foregoing, care and attention have been given to ensure that signage remains an integrated and functional design component.

4.0 GENERAL COMMENTS

4.1 All required residential parking will be either structured or located underground, and access taken from either Kingsborough or the two mews connections. Residential parking is provided at a ratio of 1.1 spaces per unit (0.1 of which is for visitor parking). The developer has also provided other transportation alternatives in relation to the noted parking ratio. First, given the subject site's adjacency to the Metrotown SkyTrain Station and bus loop, the developer is providing transit passes (two zones) for two years to be made available to 41 (15%) of the development's units. Second, the proposed development is providing twice the required secured bicycle parking. Finally, the development will provide 27 (10%) electric vehicle charging stations, as well as provide at least three electric passenger vehicles or one electric passenger and one larger electric utility vehicle (sport utility, van or pick-up) which will be owned and maintained by the strata corporation.

The residential parking standard is also related to the developer agreeing to pursue green building practices. The developer has agreed to pursue a Silver (equivalency) rating under the Leadership in Energy and Environmental Design (LEED) program. Staff support the request by the developer as the LEED program provides for an enhanced green building standard, and would add to a growing inventory of LEED standard buildings.

Given high integration of land uses and overall development's direct relationship to significant transit infrastructure, the proposed commercial parking standard is 1 space per 750 gross sq. ft. It is noted that similar standards have been applied elsewhere in Metrotown and Brentwood. Finally, the proposed standard is consistent with the sustainability approach embedded within the proposed development.

The proposed parking standard and supportive transportation demand management measures are also supported by a transportation study submitted by the applicant. It concludes that the required off-street parking provided is sufficient to serve the proposed development given its high density apartment form, its location within a walkable neighbourhood, and especially, its direct relationship to regional rapid transit. The study also concludes that the road improvements gained by this site's development will adequately accommodate associated car trips. Of note, the study makes special mention of the opportunity to influence travel behaviour by providing free transit passes, noting that past experiences show continued transit use after the two year "free transit" period.

All required residential and commercial parking for new development is located either underground or within a parking structure surrounded by active building space, and proposed to be accessed internal roads. It is noted that Site 1 will retain some of its surface parking given the noted limitations on development.

- 4.2 Given the site's Town Centre location, the applicant proposes utilizing the amenity density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an overall base residential density of 3.4 FAR (of which 1.2 FAR is supplemental base) and bonused density of 1.6 FAR. Each phase of development will provide density bonusing opportunities in the context of their specific Comprehensive Development amendment rezoning process. The proposed first phase of development, however, is intended to have a maximum residential density of 3.54 FAR, inclusive of a 0.87 FAR density bonus in accordance with 's' category provisions within the Zoning Bylaw. The value of the first phase community amenity bonus is \$85 per square foot buildable, which yields a total dollar value of \$4,959,605. The balance of density bonus funds for the remainder of the overall redevelopment site will be assessed and collected in connection with future amendment rezoning applications detailing each of the project's future phases. At its meeting of 2011 July 11, Council adopted a recommendation from the Community Development Committee that the density bonus funds from the first phase of development be applied as a cash in-lieu contribution.
- 4.3 The City Engineer will assess the need for any required services to the site in connection with each phase of development, including, but not necessarily limited to:
- construction of Kingsway to a three lane standard with a separated urban trail across the development frontage with street trees, boulevards and rain gardens, street lighting and pedestrian lighting;

- construction of McKay Avenue to a two lane standard with a separated sidewalk, a front boulevard with rain gardens and street trees, street lighting and pedestrian lighting;
- construction of Kingsborough to a two lane standard with a separated sidewalk, a front boulevard with rain gardens and street trees, street lighting and pedestrian lighting;
- construction of Central Boulevard to a two lane standard with a separated sidewalk, a front boulevard with rain gardens and street trees, street lighting and pedestrian lighting;
- construction of the noted city rooms throughout and around the site, as outlined in this report;
- construction of the north-south lane to its final standard; and,
- storm, sanitary sewer and water main upgrades as required.

4.4 To support the foregoing servicing requirements, a 2.0 m. dedication is required on Kingsborough Street. A small strip of McKay Avenue near the intersection with Kingsway is proposed to be closed and incorporated into the development site as the full width of the right-of-way is not required to achieve the desired standard for the road. The closure area on McKay Avenue (69,593 sq. ft.) far exceeds the dedication area on Kingsborough Street (1,052 sq. ft.). The developer will be required to purchase the surplus road closure area at a rate of \$85 per sq. ft. buildable. The total value of the sale is approximately \$1,980,835.

4.5 Any necessary easements, statutory rights of way and covenants for the site are to be provided, including, but not necessarily limited to:

- Statutory rights of way guaranteeing public access to the noted pedestrian areas indicated on the development plans,
- Covenant restricting enclosure of balconies,
- Covenant governing the noted electric vehicle charging stations,
- Covenant maintaining the electric vehicles as common property,
- Covenant indicating that project surface driveway accesses will not be restricted by gates,
- Covenant allocating development densities on the subdivided sites,
- Covenant guaranteeing provision and maintenance of public art,
- Covenant for the provision and maintenance of city rooms as noted in this report and as shown on the development plans,
- Covenant maintaining handicapped parking stalls as common property.

4.6 The applicant has elected to provide a minimum of 14 adaptable units in the first phase of development, and has provided 14 handicap parking stalls within the underground parking structure. Handicapped parking stalls will be protected by Section 219 Covenant as common property to be administered by the Strata Corporation.

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- 4.7 Due to the proximity of the subject site for phase one (Site 4) to Kingsway to the north, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.8 The site will need to be subdivided into 5 legal lots. As previously noted, demolition of existing improvements is typically required prior to subdivision and subsequent rezoning approval. However, given that development of the subject site will occur over several phases, the requirement to demolish improvements will coincide with the rezoning of each phase at the time of specific development approval. As such, only the demolition of improvements on Site 4 is a requirement of the subject rezoning application given that no other specific development is being proposed at this time.
- 4.9 Provision of an adequately sized and sited garbage and recycling area, as well, separate car wash stalls are required for each phase of development.
- 4.10 Development Cost Charges:
 - a) Parkland Acquisition Charge of \$3.55 per sq.ft. of residential gross floor area
 - b) School Site Acquisition Charge of \$600.00 per unit
 - c) GVS&DD Sewerage Charge of \$590.00 per apartment unit and \$0.443 per sq.ft. of commercial floor area.
 - d) Metrotown Public Open Space charge of \$0.50 per sq.ft. of commercial floor area.
- 4.11 Given the site's former commercial and industrial uses a site profile application and resolution of any resultant conditions is required.
- 4.12 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 4.13 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption. The proposed Sediment Control system will then be the basis after Final Adoption for the necessary Preliminary Plan Approval and Building Permit.

5.0 DEVELOPMENT PROPOSAL – DEVELOPMENT PLAN GUIDELINES

5.1 Site Area

Gross Site (including closed rights-of-way)	-	48,542.9 m ² /11.99 acres
Dedications	-	108.2 m ² /1,165 sq.ft.
Net Site Area	-	48,434.6 m ² /11.96 acres (subject to detailed survey)

5.2 Density

- Residential FAR – Maximum Permitted - 5.0 F.A.R.(inclusive of 1.60 FAR amenity bonus)
- Commercial FAR – Maximum Permitted - 2.3 FAR
- COMBINED TOTAL** - **7.3 FAR**
- Residential GFA – Maximum Permitted - 242,757.3 m²/2,613,103 sq.ft.
(inclusive of 83,418 sq. ft. amenity bonus)
- Commercial GFA – Maximum Permitted - 61,496.5 m²/661,964 sq.ft.
- TOTAL** - **304,253.8m²/3,275,067 sq.ft.**
- Site Coverage: - 70%

- 5.3 Height (all above grade) - Up to 57 storeys under CD Designation

5.4 Parking

- Vehicle Parking** - 1.1 spaces/residential unit
- 1 space per 750 sq.ft. commercial GFA
- Bicycle Parking** - 2 secured bike storage spaces per residential unit
- Bicycle storage area and end of trip facilities required for major industrial or commercial office over 43,000 sq.ft.

6.0 DEVELOPMENT PROPOSAL (LOT 5 COMMERCIAL RENOVATIONS EXCLUDING EXISTING HOTEL)

6.1 Site Area

- Net Area for Calculation of Density - 18,648.7 m²/200,740 sq.ft.
(subject to detailed survey)

6.2 Density

F.A.R. Permitted & Provided:

Commercial:

- 0.81 FAR

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Gross Floor Area Permitted & Provided:	
Retail	- 12,477.0 m ² /134,306 sq.ft.
Office	- 259.7 m ² /2,795 sq.ft.
Other (circulation)	- 2,426.5 m ² /26,119 sq.ft.
TOTAL	- 15,163.2 m²/163,229 sq.ft.

Site Coverage: - 44%

6.3 Height (all above grade) - 4 storeys (54 ft.) for existing commercial buildings

6.4 Parking

Vehicle Parking	<u>Required and Provided Spaces</u>
134,306 sq.ft. Commercial/Retail (1 space/333 sq.ft.)	- 403
16,017 sq. ft. Non-Profit Office/ 2,795 Office (1 space/495.16 sq.ft.)	- 6

Commercial Loading - 4

Bicycle Parking Required and Provided Spaces

Commercial
 10% of required vehicle parking - 42

7.0 DEVELOPMENT PROPOSAL (LOT 1)

7.1 Site Area

Net Area for Calculation of Density - 6,230.5 m²/67,067 sq.ft.)
 (subject to detailed survey)

7.2 Density

F.A.R. Permitted & Provided:

Residential: - 3.54 F.A.R.(inclusive of 0.87 FAR amenity bonus)

Commercial:

- 1.07 FAR

COMBINED TOTAL - **4.61 FAR**

Gross Floor Area Permitted & Provided

Residential: - 22,068.1 m²/237,547 sq.ft.
 (inclusive of 58,348 sq. ft. amenity bonus)

Retail - 4,231.8 m²/45,553 sq.ft.

Office - 2,234.4 m²/24,052 sq.ft.

- TOTAL** - **28,534.3 m²/307,152 sq.ft**
 (excludes 3,239 sq.ft. of residential amenity space)
- Site Coverage: - 73%
- 7.3 Height (all above grade) - 3 storeys for street-fronting retail and upper-level office fronting Kingsway
 - 35 storeys from front grade for the high-rise apartment tower
- 7.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
59 – Studio	471 – 488 sq.ft.
48 – 1 Bedroom	603 – 624 sq.ft.
29 – 1 Bedroom + Den	638 sq.ft.
108 – <u>2 Bedroom</u>	810 – 1,023 sq.ft.
16 – 2 Bedroom + Den	1,173 – 1,599 sq.ft.
TOTAL: 270 UNITS	

7.5 Parking

Vehicle Parking	<u>Required and Provided Spaces</u>
270 Apartment Units (1.1 spaces/unit)	- 297 (inclusive of 27 visitor spaces)
45,553 sq. ft. Retail (3 spaces/1000 sq. ft.)	- 137
24,052 sq. ft. Office (2 spaces/1000 sq. ft.)	- 49
Car Wash Stalls	- 3
Commercial Loading	- 4
Bicycle Parking	<u>Required and Provided Spaces</u>
<u>Residential</u>	
Resident - 2/unit @ 270 units	- 540 secured
Visitor - 0.2/unit @ 270 units	- 54 in racks (throughout the site)
<u>Commercial</u>	
10% of required vehicle parking	- 19

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7.6 Communal Facilities
(Excluded from F.A.R. Calculations)

Primary communal facilities for residential tenants are located on the ground floor expanded lobby and 3rd floor of the residential tower and over the second floor commercial podium. Facilities include a guest suite, meeting room, and gym exclusively available to the residents. The amenity area amounts to 300.9 m² (3,239 sq.ft), which is a permitted exemption from Gross Floor Area. The applicant has also provided a rooftop garden/greenspace.

8.0 **CONCLUSION**

The subject rezoning amendment proposes development plan guidelines, as well as details a first phase of development, for the Station Square site at Kingsway and McKay Avenue. As one of the key sites within the core area of Metrotown, the Metrotown Town Centre Development Plan identifies this site for high-density mixed-use development, with a component of both high quality commercial and office uses related to the street. The overall redevelopment approach for the site begins with the creation of a very high quality public realm, which is designed with the intent of both attracting people and, once on site, keeping people there. The public realm is complemented by the surrounding built form, which is proposed to comprise five high-rise apartment towers ranging in height from 35 storeys to 57 storeys, significant office space and a commercially-oriented ground plane with an emphasis on uses that will bring vibrancy throughout the day and evening all year long.

The proposed development, while generally consistent with recent development proposals in the City in terms of density and form, is differentiated by a creative and innovative approach to the proposed development's design. It exemplifies a new direction in urban design that has a focus on community orientation that rises from the application of the proposed supplemental density bonus. The development relates to the street both in terms of its commercial and residential components. The proposed development also exemplifies a new architectural vernacular for Burnaby, and would contribute to a high standard for future development in the City's Town Centre areas. Most importantly, the interplay of land use, urban design, place-making, architecture, landscape architecture and signage showcases a highly creative approach to this first redevelopment site within the Metrotown core area, and signifies an exciting transformation from a suburban to an urban context. Overall, in light of the foregoing, and given the degree of sustainability demonstrated, the proposed development is considered supportable by staff.



B. Luksun, Director
PLANNING AND BUILDING

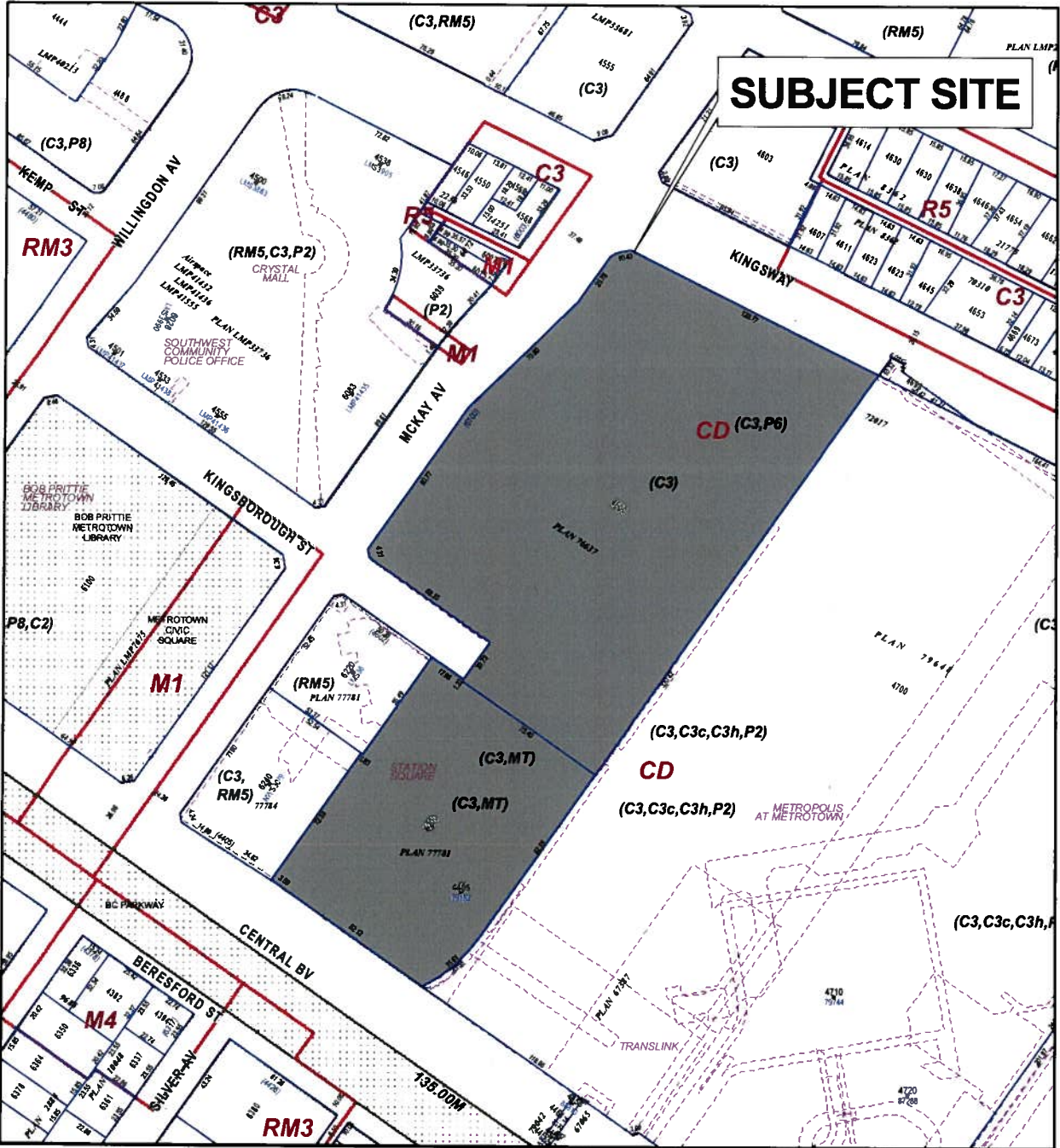
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Attachments

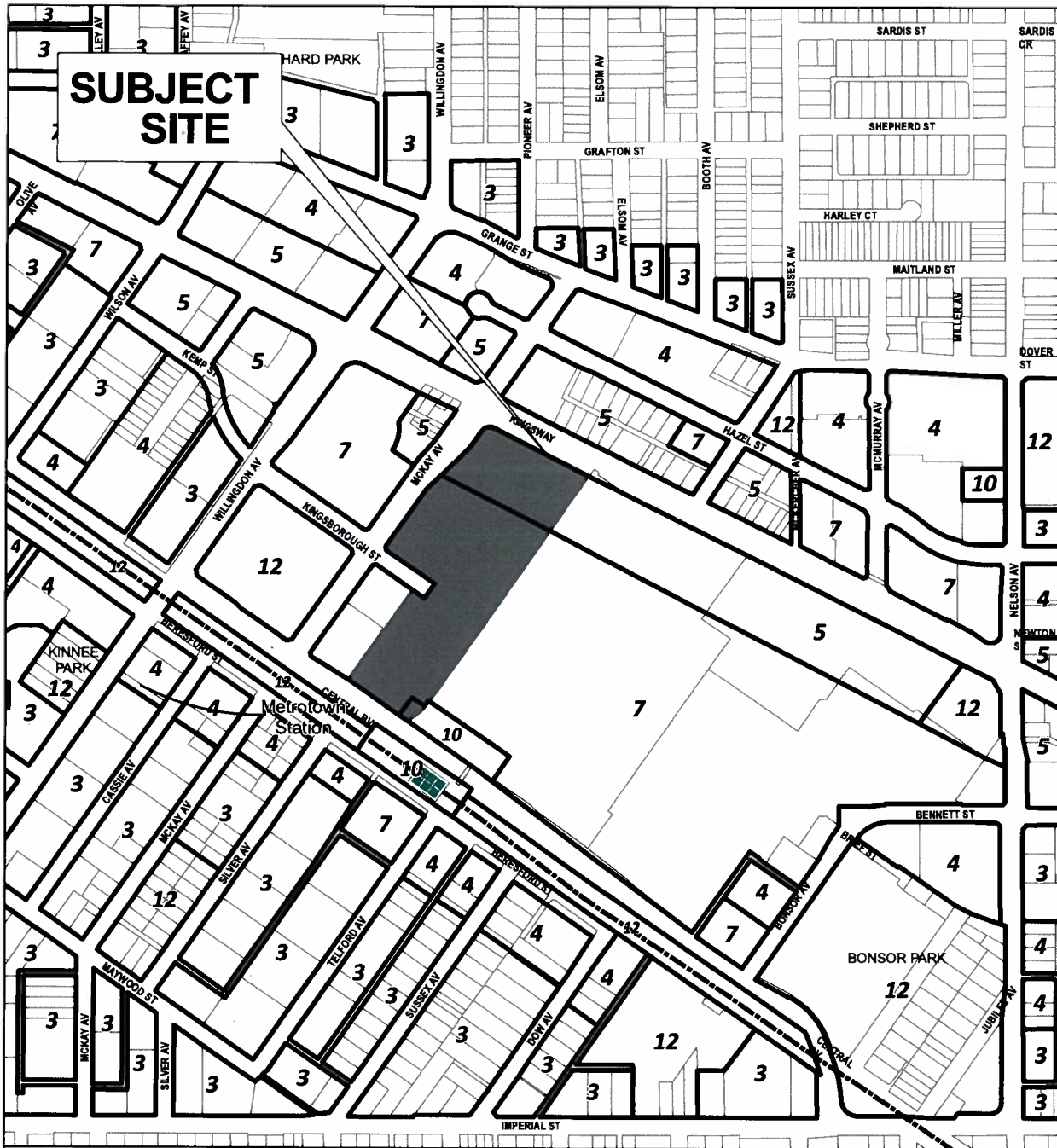
cc: Deputy City Managers
Director Parks, Recreation and Cultural Services
Chief Librarian

Director Finance
Fire Chief
City Solicitor

Director Engineering
OIC RCMP
City Clerk



	<p style="text-align: center;">PLANNING & BUILDING DEPARTMENT</p> <div style="text-align: right;">  </div>
<p>DATE: JUNE 22 2011</p>	<p style="text-align: center;">  Subject Site REZONING REFERENCE #04 -- 09 4600 KINGSWAY AND 6200 MCKAY AVENUE (STATION SQUARE) </p>
<p>SCALE: 1:3,000</p>	
<p>DRAWN BY: AY</p>	



- | | |
|--|---|
| 1 Single and Two Family Residential | 7 High Density Mixed Use (RM5/C3 or RM5/C2) |
| 2 Low Density Multiple Family Residential (RM1) | 10 Institutional (P1/P2/P5) |
| 3 Medium Density Multiple Family Residential (RM2/RM3) | 12 Park and Public Use/Public School (P3) |
| 4 High Density Multiple Family Residential (RM4/RM5) | |
| 5 Commercial (C2/C3) | |
| 6 Medium Density Mixed Use (C9 or RM3/C2) | |



Planning and Building Dept

Metrotown Plan



1:7,500
Updated to Feb 2010