

TO: CITY MANAGER

1998 DECEMBER 08

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #49/97
Mixed-Use Multi-Family Residential/Retail/Office
Redevelopment (includes Lougheed Hotel site)
(X-Ref. Rezoning Reference #53/93)

ADDRESS: 4315 and 4343 Lougheed Highway,
4350, 4360 & 4382 Halifax Street

LEGAL: Lot 78, D.L. 119, Plan 64595, Lot A, D.L. 119, Plan 23015,
Lot A, D.L. 119, Plan 59759, Lot 7, Blk 1, D.L. 119, Plan 2855,
Lot A, Blk 1, D.L. 119, Group 1, NWD Plan 2855

FROM: CD Comprehensive Development District (based on C3a General
Commercial District), C3 General Commercial District, M1
Manufacturing District and P8 Parking District

TO: Amended CD Comprehensive Development District (based on C3
General Commercial District, RM5 Multiple Family Residential
District with bonus, P1 Neighbourhood Institutional District, P3 Park
& Public Use and in accordance with the development plan entitled
"Lougheed Redevelopment" prepared by Lawrence Doyle Architect)

APPLICANT: Lawrence Doyle Architect
200 - 1450 Creekside
Vancouver, B.C. V6J 5B3

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on
1999 January 26.

RECOMMENDATIONS:

1. **THAT** staff be authorized to bring forward for abandonment Amendment Bylaw #47/91, Bylaw No. 9650, Rezoning Reference #5/90, a predecessor of the current zoning application, after Second Reading has been granted for this new rezoning proposal.
2. **THAT** the introduction of a Road/Lane Closing Bylaw, Highway Exchange Bylaw, be authorized according to the terms outlined in Section 3.6 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.

3. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 1999 January 11, and to a Public Hearing on 1999 January 25 at 7:30 p.m.
4. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development.
 - b. The deposit of 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 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 the existing building at the corner of Madison and Lougheed which would otherwise encroach significantly on the required road dedication, and submission of an undertaking to remove all other existing improvements from the site within six months of the rezoning being effected but not prior to Third Reading of the Bylaw. In the event that existing improvements on the site are vacant and considered to be unsafe, unstable, and a hazard to life, the Fire Prevention Division may recommend immediate demolition of such improvements and removal of the resultant debris prior to Third Reading.
 - e. The consolidation/subdivision of the net project site into two legal parcels, and transfer of the smaller parcel of approximately 935m² (10,065 sq.ft.), which will be developed as a child care centre, to the City.
 - f. The granting of any necessary easements and covenants.
 - g. The dedication of any rights-of-way deemed requisite.
 - h. The undergrounding of existing overhead wiring abutting and within the site.
 - i. The provision of a statutory right-of-way for public access to, and the development of a public park area of approximately 0.25 ha (0.6 acres).

- j. The development of a fully-furnished and equipped child care centre for the City in accordance with Section 3.5 of the rezoning report, with provision of 8 parking spaces through an easement on the adjacent site.
- k. The development of four special needs housing units totaling 3,200 sq.ft. floor area, and their transfer at no cost to the Sharing Our Future Foundation with registration of a Housing Agreement, in accordance with Section 3.4 of the rezoning report.
- l. The approval of the Ministry of Transportation and Highways to the rezoning application.
- m. Compliance with the Council adopted sound criteria.
- n. The provision of covered car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space within the underground parking and a commitment to implement the recycling provisions.
- o. Completion of the Highway Exchange/Road Closing Bylaw.
- p. The deposit of the applicable per unit Parkland Acquisition Charge.
- q. The deposit of the applicable GVS & DD sewerage charge.
- r. The design and provision of units adaptable to the disabled (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.
- s. The granting of a 219 Covenant restricting enclosure of balconies.
- t. The provision of facilities for cyclists in as noted in Section 4.3 of the rezoning report.
- u. The submission of a Site Profile and resolution of any arising requirements.
- v. The provision of an on-site taxi stand.
- w. The granting of a 219 Covenant regarding the guest suite.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit mixed-use multi-family residential/retail/office development.

2.0 BACKGROUND

2.1 The southern portion of the subject site is currently occupied by the Lougheed Hotel which is an older two and a half-storey hotel with a retail beer and wine store, and by a free-standing restaurant in the southwest corner. Across Buchanan Street the site is occupied by a parking lot and low scale industrial buildings.

The lots to the east of the hotel across Rosser Avenue are used for truck parking for the hotel, while north of the parking is a residential tower. North of Halifax Street are a residential tower and low-rise apartment buildings. West of the site are low industrial and commercial developments while to the south across the Lougheed Highway are low scale industrial buildings and a Canadian Tire store.

2.2 A previous application (Rezoning Reference #5/90), which included the subject site (as well as 6 lots in the same ownership located across Rosser Avenue), was given Second Reading on 1991 November 04. This was for a major mixed-use redevelopment which was to be developed in phases, but is no longer being pursued.

A subsequent rezoning application, Rezoning Reference #53/93, for the Lougheed Hotel site only was pursued in 1993 to permit the establishment of a retail beer and wine store. This was viewed as an interim proposal which did not affect the progress of the ongoing previous application for major redevelopment, Rezoning Reference #5/90, and was given Final Adoption on 1995 February 06.

2.3 The subject site is located within the Brentwood Town Centre, the Development Plan for which was adopted by Council on 1996 June. The Plan's Land Use Concept (see Sketch #2) provides for the west portion of the site to be High Density Residential while the eastern portion would be part of the Town Centre's Core Development. The west portion of Buchanan Street is intended to become a half block cul-de-sac linked to Madison/Douglas, while the eastern portion of the right-of-way, widened by some adjacent land, is to become a public open space.

- 2.4 On 1997 September 29, Council received the report of the Planning and Building Department concerning the rezoning application 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. The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

- 3.1 A mixed-use development including office and retail commercial, as well as residential high-rise and townhousing, a child care centre and a public open space is proposed, providing for implementation of a significant portion of the Brentwood Town Centre Development Plan.
- 3.2 The developer intends to proceed in two phases, with Phase I comprising the southerly site between Buchanan Street and the Loughheed Highway and Phase II comprising the northerly site between Halifax Street and Buchanan Street.
- 3.3 The overall site including both Phase I and Phase II are proposed for the Community Benefit Bonus Program in order to increase the RM5 residential density permitted from a maximum Floor Area Ratio of 2.2 to 2.6.

On 1998 October 19, Council endorsed a report from the Community Planning and Housing Committee proposing that the amenity provision would consist of special needs housing and a child care facility. The density bonus (an FAR increase of 0.4) amounts to about 80,000 sq.ft.. Based on development cost information provided by the applicant and verified by City Lands staff, the value of the bonus is equivalent to the value of the community amenity contributions (in the range of \$1.6 million).

- 3.4 The special needs housing component will consist of four units to be constructed as part of Phase II and to be turned over to the Sharing Our Future (SOF) Foundation, an independent fundraising arm of the Burnaby Association for the Mentally Handicapped (BAMH) at no cost. Two units will be one bedroom at 700 sq.ft. each and two will be two bedroom at 900 sq.ft. each for a total built area of 3,200 sq.ft. Five resident parking spaces and one visitor parking space (as part of the development's overall visitor parking) will be provided. Based on information provided by the applicant the total value of the units will be about \$627,000.

The SOF Foundation will lease the units to BAMH which will, in turn, rent them to individuals and couples with special needs who require subsidized housing. Rents will be set at the maximum allowed for shelter under the B.C. Benefits Program (currently \$325 for

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The SOF Foundation will lease the units to BAMH which will, in turn, rent them to individuals and couples with special needs who require subsidized housing. Rents will be set at the maximum allowed for shelter under the B.C. Benefits Program (currently \$325 for

a one bedroom unit and \$520 for a two bedroom unit). The requirement will be secured by the registration of a covenant and/or a Housing Agreement on the property and, subsequently, on the individual units. The Housing Agreement will ensure that BAMH and the SOF Foundation continue to meet their obligations with respect to the housing in perpetuity, and that the City will retain right of first refusal to title to the units, at no cost to Burnaby, if the SOF Foundation or BAMH are not able to continue to meet their housing obligations in the future (i.e. to ensure the units are not sold to another party and that rents remain at affordable levels). The Housing Agreement will require a yearly reporting to the City of the rent being charged to the tenants and any change in tenancy in the last year.

- 3.5 A child care centre will be provided as the second component of Community Amenity Contribution for the subject development. A decision regarding the age groups to be served (i.e. preschool, school age, or a combination thereof), will be left until after the Public Hearing to be addressed at the time a facility operator is being selected.

The developer will construct a child care centre with a minimum of 4,000 sq.ft. of finished indoor space and 3,500 sq.ft. of outdoor space (note: a facility of this size could be licensed as a group day care centre for 12 children aged under 3 years and 25 children aged 3 - 5 years, an out of school care centre for 40 children, or some other combination of programs) on its own legal parcel which will be transferred to the City. The developer will design, fully furnish and equip the facility to the City's satisfaction for operation as a child care centre, and provide 8 parking spaces. While precise quantification is difficult, it is expected that the value of the proposed child care facility will be in the range of \$1.0 million, based on information and commitment provided by the applicant, and our understanding of the costs associated with developing child care facilities. The child care facility will be constructed as part of Phase I with interim parking to be provided on surface on the Phase II site, to be replaced by permanent parking (granted by easement) within the underground parking structure after construction of Phase II. Funds will be deposited to guarantee completion of the facility. During construction of Phase II 8 underground spaces within the Phase I site will be available to the child care centre.

- 3..6 A subdivision creating the two parcels illustrated on **attached** Sketch #3 will be required. Road widening dedications are required for the Lougheed Highway, Madison Avenue, Buchanan Street, Halifax Street and Rosser Avenue, while a portion of Buchanan Street is to be closed. A Highway Exchange Bylaw will be pursued in this regard with no payment required as the dedications exceed the closure area. The proposed closures will require relocation of existing services within the closure area, including replacement of existing overhead wiring with an underground system in an alternative location.

The development is being designed to facilitate future subdivision into air space parcels which the developer intends to pursue upon construction.

- 3.7 The existing Buchanan Street right-of-way east of the proposed new cul-de-sac is to be closed, widened to a width of 26.2m (86 ft.) and developed as a public open space and pedestrian/cyclist link as part of Phase I, with underground parking below. This open space area will have public access through a statutory right-of-way but will be privately owned and maintained, and contribute to the residential density of the abutting Phase I and II sites on either side. This will not affect the requirement for payment of the Parkland Acquisition Charge.
- 3.8 The Director Engineering will be requested to prepare an estimate for all services necessary to serve the site, including but not necessarily limited to the following:
- upgrading of all abutting roads, including provision of separated sidewalks, boulevards, street trees, street lights and pedestrian lights;
 - signalization of the Lougheed-Madison and Halifax-Rosser intersections;
 - storm sewer on Lougheed Highway;
 - relocation of existing watermains and a major B.C. Hydro transmission line on statutory rights-of-way through the Lougheed Hotel site;
 - development of the public open space area between the Phase I and Phase II sites.
- 3.9 The applicant will be expected to relocate underground all existing overhead wiring adjacent to the site and within the road and lane closure areas.
- 3.10 The Lougheed Hotel, which is located on the Phase I site, has been the cause of numerous noise complaints from nearby residential developments, regarding noise from trucks parked at the hotel and its unauthorized parking lot to the east across Rosser Avenue. Buildings will be removed, and the operation of the hotel will cease with redevelopment of the Phase I site. The other building on the Phase I site, the free-standing restaurant at the corner of Madison and Lougheed will need to be removed prior to finalization of the subdivision and rezoning as it would otherwise encroach significantly on the required road dedication. The Phase II site will also be cleared within 6 months of the completion of this rezoning and grassed pending its development.
- 3.11 Any Site Profile issues related to possible soil contamination will need to be resolved.
- 3.12 Deposit of the Neighbourhood Parkland Acquisition Charge for both Phase I and II will be required.

- 3.13 Deposit of the GVS & DD Sewerage Development Cost Charge (Vancouver Sewerage Area) for both Phase I and II will be required.
- 3.14 The developer has been advised of the Council-adopted policy regarding the provision of units adaptable to the needs of the disabled in our primary town centre areas, and is providing 12 adaptable units.
- 3.15 Due to traffic noise from the Lougheed Highway, Halifax Street and Willingdon Avenue, a noise study should be undertaken to ensure compliance with the Council-adopted sound criteria.
- 3.16 Approval by Environmental Health Services of a detailed plan of engineered Sediment Control System will be a requirement of the Preliminary Plan Approval.
- 3.17 A traffic study will be required.
- 3.18 The approval of the Ministry of Transportation and Highways is required for this rezoning and subdivision.

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area (subject to survey)

Gross Site:	-	208,310 sq.ft.
Road Dedications:	-	33,560 sq.ft.
Road Closure:	-	21,456 sq.ft.
Net Site:	Total:	- 196,206 sq.ft.
	Lot 1 (development)	- 186,140 sq.ft.
	Lot 2 (City childcare)	- 10,066 sq.ft.

4.2 Overall Site Statistics

• <u>Floor Area Ratio:</u>		
Residential Maximum	-	2.600 (including bonus)
Retail/Office Commercial	-	0.917
Childcare Facility	-	0.020
Total	-	3.537

- **Gross Floor Area**

Residential Maximum	-	510,136 sq.ft.
Retail/Office Commercial	-	179,939 sq.ft.
Childcare Facility	-	4,000 sq.ft.
Total:	-	694,075 sq.ft.
- **Total Residential** - **423 units**

4.3 **Phase I (South) Statistics**

- **Gross Floor Area**

<u>Commercial:</u>		
Food Store:	-	43,377 sq.ft.
Anchor Retail:	-	29,965 sq.ft.
Other Retail:	-	<u>37,285 sq.ft.</u>
Subtotal Retail:	-	110,627 sq.ft.
 Office:	-	<u>63,042 sq.ft.</u>
Total Commercial:	-	173,669 sq.ft.
 <u>Residential:</u>		
East Tower:	-	163,955 sq.ft.
Townhouses:	-	8,395 sq.ft.
West Tower:	-	163,616 sq.ft.
Total Residential:	-	335,966 sq.ft.
 <u>Daycare:</u>	-	<u>4,000 sq.ft.</u>
Total Gross Floor Area	-	339,966 sq.ft.

- **Residential Unit Mix**

East Tower
 62 two bedrooms @ 836 to 1,040 sq.ft.
 42 two bedrooms + den @ 1,013 to 1,193 sq.ft.
 29 three bedrooms + den @ 1,300 to 1,375 sq.ft.
 3 penthouses @ 1,450 to 1,460 sq.ft.
136 Units Total

Townhouses

8 Units @ 1,020 to 1,110 sq.ft.

West Tower

61 two bedrooms @ 836 to 1,040 sq.ft.

42 two bedrooms + den @ 1,013 to 1,193 sq.ft.

29 three bedrooms + den @ 1,300 to 1,375 sq.ft.

3 penthouses @ 1,450 to 1,460 sq. ft.

135 Units Total

279 Units Phase I Total

- **Parking Required and Provided**
- **Non-Residential:**

Retail 73,515 sq.ft. retail sales net area/150.7	-	488 spaces
Office: 63,042 sq.ft./495.16	-	128 spaces

Child Care Facility
 (8 spaces will be provided on Phase II site)

Total Non-residential: - **616 spaces**

Residential:

271 apartments @ 1.6	-	434 spaces
8 townhouses @ 1.75	-	<u>14 spaces</u>

Total Residential: - **448 spaces**

(Including 70 visitors' spaces)

Total Parking: - **1,064 spaces**

- Loading - 3 spaces
- Bicycle Facilities

Residential visitors' racks	-	56 spaces
Residents' secured	-	279 spaces
Commercial visitors' racks	-	31 spaces
Commercial employees' secured	-	31 spaces

End of trip facilities accessible to all
Employees will be provided

4.4 **Phase II (North) Statistics**

• **Gross Floor Area**

<u>Commercial:</u>	-	6,270 sq.ft.
<u>Residential:</u>		
North Tower	-	164,506 sq.ft.
Townhouses	-	6,464 sq.ft.
Assisted Living	-	<u>3,200 sq.ft.</u>
Sub-Total Residential:	-	174,170 sq.ft.
 Total Gross floor Area	-	 180,440 sq.ft.

• **Residential Unit Mix**

North Tower

- 1 guest suite @ 521 sq.ft.
 - 60 two bedrooms @ 836 to 1,040 sq.ft.
 - 42 two bedrooms + den @ 1,013 to 1,360 sq.ft.
 - 29 three bedrooms + den @ 1,300 to 1,375 sq.ft.
 - 3 penthouses @ 1,450 to 1,460 sq.ft.
- 135 Units Total**

Townhouses

5 units @ 1,277 sq.ft.

Assisted Living

- 2 one bedroom @ 700 sq.ft.
 - 2 two bedroom @ 900 sq.ft.
- 4 Units Total**

144 Units Phase II Total

• **Parking Required and Provided:**

Non-Residential

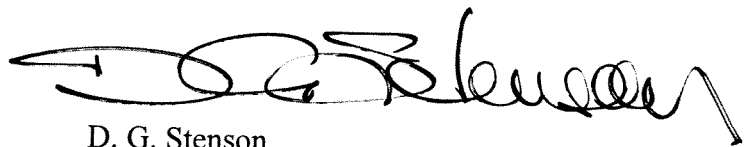
Commercial 6,270 sq.ft./495.16	-	13 spaces
Child Care Facility	-	8 spaces
Subtotal Non-Residential:	-	21 spaces

Residential

134 apartments @ 1.6	-	216 spaces
5 townhouses @ 1.75	-	9 spaces
4 Assisted Living @ 1.5	-	6 spaces
Subtotal Residential:	-	231 spaces
(including 36 visitors' spaces)		

Total Parking - **252 spaces**

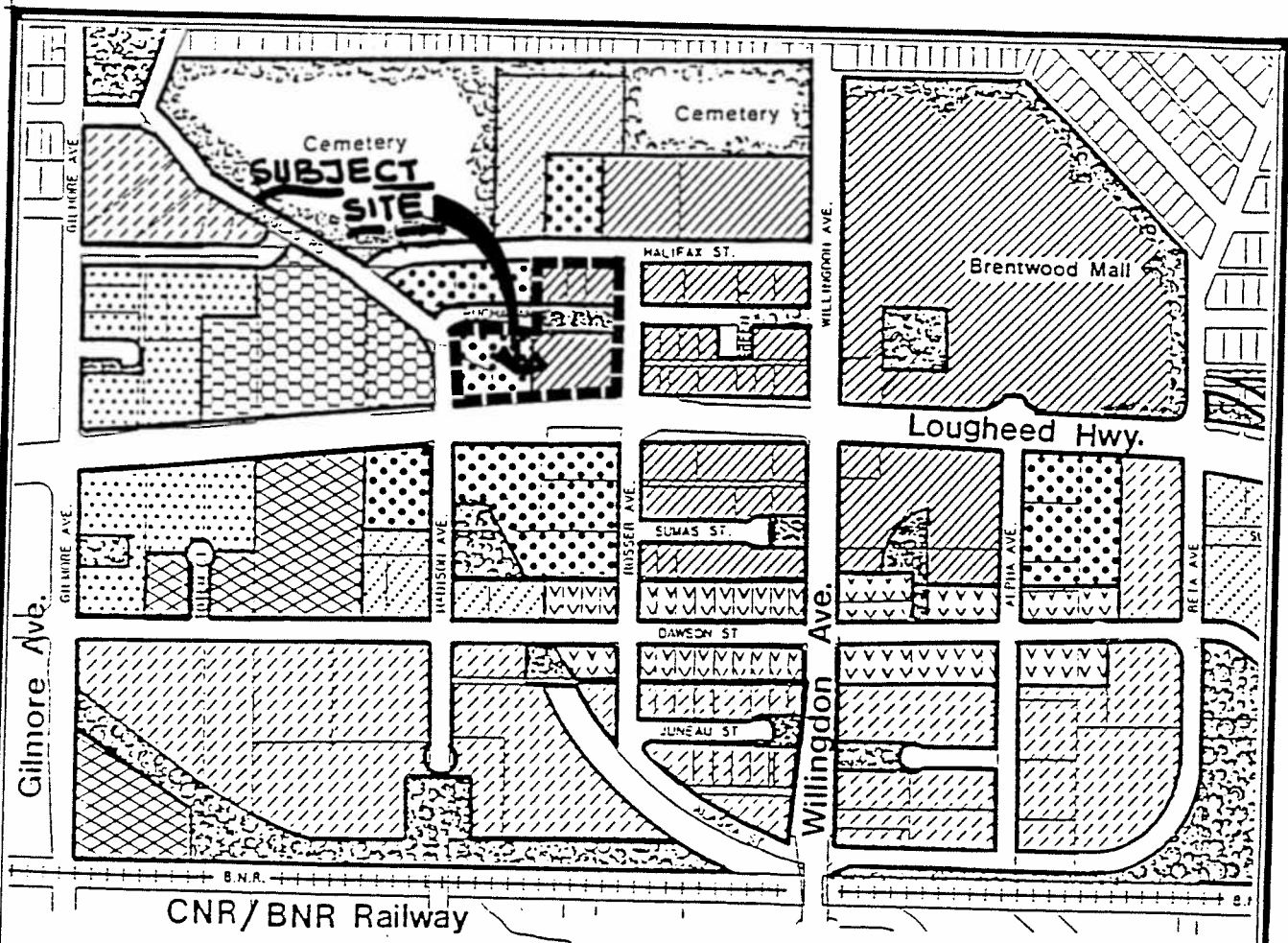
- Loading: - 1 space
- Bicycle Facilities: - Commercial/Child care/Residential
Visitors' Racks 31 spaces
- Residents' secured 144 spaces



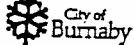
D. G. Stenson
Director Planning and Building

RR:gk
Attach

cc: Director Engineering
Director Recreation and Cultural Services
City Clerk
City Solicitor
Environmental Health Services, Engineering Dept.
Chief Environmental Health Officer



**Brentwood Town Centre
Development Plan**



Legend:

- Core Development
- Village Street
- Residential (Medium Density)
- Residential (High Density)
- Residential (Separated High Density, SEE TEXT)
- Succession (Industrial To Residential)
- Service Commercial
- Industrial
- Public Open Space

Land Use Concept

Date:
AUGUST 1997

Scale:
N.T.S.

Drawn By:
J.P.C.

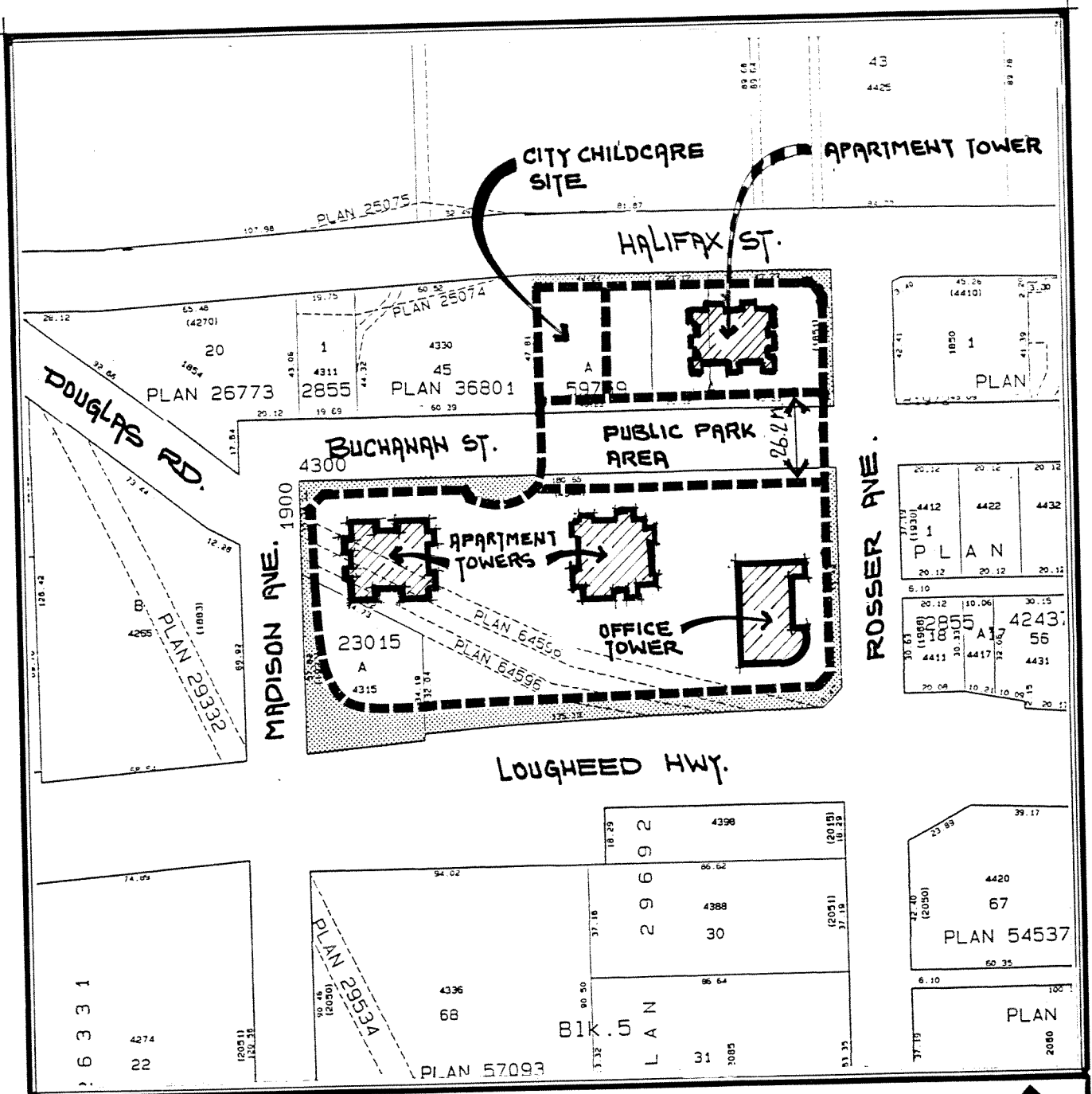


**City of
Burnaby**

Planning & Building Dept.

REZONING REFERENCE #49/97


SKETCH #2




Date:
November 1998


Scale:
1:2000

Drawn By:
J.P.C.



City of Burnaby
Planning & Building Dept.

 ROAD DEDICATION REQ'D.


North

Rezoning Reference #49/97

Sketch # 3