



Item
Meeting 2015 August 24

COUNCIL REPORT

TO: CITY MANAGER 2015 August 19

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #14-32**
Low-Rise Multiple Family Residential Development
 Brentwood Town Centre

ADDRESS: 5415 Lougheed Highway (see *attached* Sketches #1 and #2)

LEGAL: Lot 19 Except: Firstly: Parcel A (Explanatory Plan 12407) and Secondly: Part Highway Shown On SRW Plan 21112, Thirdly: Part Highway Shown on SRW Plan 4800, D.L. 125, Group 1, NWD Plan 3520

FROM: CD Comprehensive Development District (based on C5 Tourist Commercial District)

TO: Amended CD Comprehensive Development District (based on RM3s Multiple Family Residential District and Brentwood Town Centre Development Plan as guidelines and in accordance with the development plan entitled "Lougheed" prepared by Integra Architecture Inc. and Jonathan Losee Ltd. Landscape Architecture)

APPLICANT: Ledingham McAllister Communities Ltd.
 3rd Floor, 1285 West Pender Street
 Vancouver, BC V6E 4B1
 (Attn: Cameron Thorn)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2015 September 29.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2015 September 14 and to a Public Hearing on 2015 September 29 at 7:00 p.m.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.

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- 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 submission of an undertaking to remove all existing improvements from the site within six months of the rezoning being effected but not prior to Third Reading of the Bylaw. Demolition of any improvements will be permitted after Second Reading of the Rezoning Bylaw has been granted provided that the applicant acknowledges that such permission does not fetter Council's ability to grant or not to grant Third Reading and/or Final Adoption of the Rezoning Bylaw. In addition, the demolition of any improvements will be permitted at any time if they are vacant and considered by staff to be subject to misuse and vandalism.
- e) The utilization of an amenity density bonus through the provision of a \$3,022,760.00 cash in-lieu contribution in accordance with Section 3.5 of this report.
- f) The undergrounding of existing overhead wiring abutting the site.
- g) The dedication of any rights-of-way deemed requisite.
- h) The granting of any necessary statutory rights-of-way, easements and/or covenants.
- i) The granting of Section 219 Covenants:
 - restricting enclosure of balconies;
 - indicating that project surface driveway access will not be restricted by gates;
 - ensuring compliance with the approved acoustical study;
 - guaranteeing the provision and ongoing maintenance of stormwater management facilities;
 - ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent;

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- ensuring the provision and ongoing maintenance of 10 commuter bicycles and related storage/repair room, and to ensure that they remain common property; and,
 - ensuring that handicap accessible parking stalls in the underground parking areas be held in common property to be administered by the Strata Corporation.
- j) The review of a detailed Sediment Control System by the Director Engineering.
- k) 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.
- l) The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.
- m) The submission of a Site Profile and resolution of any arising requirements.
- n) The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person and with allocated disabled parking spaces.
- o) The provision of a covered car wash stall and an adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering and a commitment to implement the recycling provisions.
- p) Compliance with the guidelines for surface and underground parking for residential visitors.
- q) Compliance with the Council-adopted sound criteria.
- r) The deposit of the applicable Parkland Acquisition Charge.
- s) The deposit of the applicable GVS & DD Sewerage Charge.
- t) The deposit of the applicable School Site Acquisition Charge.
- u) 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

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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 permit the development of a low-rise multiple family residential development with town houses fronting Broadway and Lougheed Highway.

2.0 BACKGROUND

- 2.1 On 2014 November 24, Council received the report of the Planning and Building Department regarding the rezoning of the subject development site at 5415 Lougheed Highway 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.
- 2.2 The subject site is located within the Brentwood Town Centre Plan area (Sketches #1 and #2 *attached*). Under the adopted Plan, the block between Springer Avenue and Holdom Avenue is intended to serve as a transition from the established single- and two-family neighbourhoods north of Broadway and the high-density multiple family residential developments generally designated west of Springer Avenue and on the south side of Lougheed Highway. As such, the adopted Plan identifies sites on the north side of Lougheed Highway, between Springer Avenue and Holdom Avenue, which includes the subject site, for CD Comprehensive Development District, based on the RM3s Multiple Family Residential District as a guideline. The RM3s District guideline permits a development density of up to 1.5 FAR (of which 0.4 is bonused), if full underground parking is provided, as well as identifies a townhouse form for this transition area within the Brentwood Town Centre. This site is also considered suitable for the available 's' category parking standard of 1.1 spaces per unit given its strategic location in relation to the nearby Holdom SkyTrain station, subject to the provision of an acceptable Transportation Demand Management (TDM) strategy for the site.

It is noted that the sloped topography (a difference of approximately 25 ft. in elevation from Broadway to Lougheed Highway) and narrow lot width of the subject development site poses a number of physical constraints in achieving a townhouse form of development, based on the permitted RM3s District density, that is compliant with Fire Code safety. In view of the above noted constraints, a development concept providing a low-rise apartment with townhouses fronting Broadway and Lougheed Highway is

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proposed. Staff support the proposed built-form as it meets the Town Centre's planning objectives to provide an appropriate transition between the single- and two-family neighbourhoods on the north side of Broadway and the high-rise apartment forms on the south side of Lougheed Highway and west of Springer Avenue; it establishes a human-scale, street-oriented frontage on both Broadway and Lougheed Highway; and, it provides high quality architecture and urban design within the Brentwood Town Centre.

The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

- 3.1 The proposed plan of development is for a four-storey apartment building with three-storey townhouses fronting Broadway and Lougheed Highway. The development form has a strong street orientation on the site's public frontages, as well as an appropriate transition and strong contextual relationship to the single- and two-family neighbourhoods on the north side of Broadway and the high-rise apartment buildings on the south side of Lougheed Highway. A total of 101 units are proposed. All the required parking is proposed to be located underground, and access taken from Broadway. Overall, the subject proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing, pedestrian and ground orientation and materiality; thus meeting the standards and objectives for such development in the City's town centre areas.

To complement the built form, a progressive landscape treatment is proposed which includes boulevards, rainwater management amenities (RMAs) and street trees on both street frontages. Substantial on-site planting is proposed throughout the site to enhance the development. Of particular note are the terraced landscape planters along the Lougheed Highway frontage, which softens the urban environment.

- 3.2 All required parking is proposed to be located underground, with access taken from Broadway. The development proposal exceeds the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit, by providing 1.2 spaces (of which 0.1 spaces is for visitors). The developer has also provided other transportation alternatives. First, given the subject site's proximity to the Holdom and Brentwood SkyTrain Stations and the abundance of nearby bus service, the developer is providing a 70% transit pass subsidy (two zones) for one year to each strata unit to be made available to residents seeking an alternative to car use and ownership. Second, the proposed development is providing twice the required secured bicycle parking. Third, the developer is providing a commuter bicycle for each strata unit to encourage residents to cycle to and from destinations. It is noted that the development is supported by cycle infrastructure, including Lougheed Highway (designated bike route) and a number of bike connectors (Holdom Avenue and Broadway). Finally, the developer is establishing a bicycle sharing program by providing 10 commuter bicycles and related bicycle storage/repair room to be

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owned, operated and maintained by the future strata corporation. A Section 219 Covenant will be required to guarantee the provision and ongoing maintenance of the bicycles and related storage room as common property to be administered by the Strata Corporation.

- 3.3 The developer has also agreed to pursue green building design by committing to achieve a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent.
- 3.4 In accordance with the City's policy for adaptable units (20% of the total number of residential units), a total of 20 units have been provided meeting adaptable standards. As permitted under the adopted policy, 20 sq. ft. for each adaptable unit is exempt from F.A.R., resulting in a total adaptable unit F.A.R. exemption of 400 sq. ft. As required by the Burnaby Zoning Bylaw and BC Building Code, two handicapped parking stalls are to be provided (one handicapped stall per 100 stalls). Handicap parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.5 Given the site's Town Centre location, the applicant is proposing to utilize the supplemental amenity density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 0.4 FAR, which translates into 23,252 sq. ft. of additional gross floor area (GFA) included in the development proposal. The Legal and Lands Department has established the value of the density bonus to be \$130 per sq. ft. buildable for a total value of \$3,022,760.00 (subject to legal survey). In accordance with Council's adopted Community Benefit Bonus Policy, it is recommended that the community benefit funds be received as an undesignated cash in-lieu contribution for the future provision of a community benefit.

Under the Priority Amenity Program, the community benefit funds received will be directed into the Brentwood Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council, including a new Willingdon Heights Community Centre and Park.

In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund. Of the \$3,022,760.00 associated with the subject amenity bonus, \$2,418,208.00 (80%) would be allocated to the Brentwood Town Centre Account. The remaining \$604,552.00 (20%) would be directed to the City-wide Housing Fund.

- 3.6 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:

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- construction of the north side of Lougheed Highway to the Town Centre Standard for a Primary Arterial Road, including boulevards, separated sidewalk, cycle facilities, rainwater management amenities, double row of street trees, and street and pedestrian lighting;
- construction of an interim asphalt sidewalk (north side of Lougheed Highway) from the west property line to the existing bus stop, west of Holdom Avenue;
- construction of Broadway to the Town Centre Standard for a Local Collector Road, including boulevards, separated sidewalk, rainwater management amenities, and street and pedestrian lighting; and,
- storm, sanitary sewer and water servicing upgrades, as required.

In order to facilitate the foregoing, a road dedication of 2.0 m is required along Lougheed Highway. Pedestrian access would be taken from Broadway and Lougheed Highway and vehicular access taken from Broadway.

- 3.7 As noted, the development is providing 20 adaptable units (20% of total number of single-level residential units), in line with the Council-adopted Adaptable Housing policy. A total of three handicapped parking stalls have been provided within the underground parking area (two spaces within the residential parking area; one space within the visitors' parking area). Residential handicap parking spaces will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.8 Any necessary easements and covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:
- Section 219 Covenant restricting enclosure of balconies;
 - Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;
 - Section 219 Covenant ensuring compliance with the approved acoustical study;
 - Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
 - Section 219 Covenant ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent;
 - Section 219 Covenant ensuring the provision and ongoing maintenance of 10 commuter bicycles and related storage room, and to ensure that they remain common property; and,
 - Section 219 Covenant ensuring that handicap accessible parking stalls in the underground parking areas be held in common property to be administered by the Strata Corporation.

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- 3.9 Due to the proximity of the subject site to the Millemium SkyTrain Line and Lougheed Highway, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.10 Provision of one separate car wash stall is required.
- 3.11 As the site will be fully excavated for development, an arborist's report and tree survey will be required prior to Final Adoption identifying trees to be removed from the site. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 3.12 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.
- 3.13 The undergrounding of existing overhead wiring on Broadway and Lougheed Highway is required.
- 3.14 The 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.
- 3.15 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.16 A site profile application is required for the subject development site, given its past commercial use (motel).
- 3.17 a) Parkland Acquisition Charge of \$3.84 per sq. ft. of residential gross floor area.
 b) School Site Acquisition Charge of \$700.00 per unit.
 c) GVS&DD Sewerage Charge of \$590.00 per apartment unit and \$826 per townhouse unit.

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area (subject to detailed survey)

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	Gross Site Area	- 5,503.8 m ² (59,244 sq. ft.)
	Road Dedication	- 103.6 m ² (1,115 sq. ft.)
	Net Site Area	- 5,400.2 m ² (58,129 sq. ft.)
4.2	<u>Site Coverage</u>	- 41 %
4.3	<u>Density and Gross Floor Area</u>	
	Residential Density	- 1.50 FAR (inclusive of 0.4 amenity bonus)
	Gross Floor Area	- 8,086.6 m ² (87,047 sq. ft.) (excluding permitted exemptions)
4.4	<u>Residential Unit Mix</u>	
	32 – One Bedroom and Den	- 59.6 m ² (641 sq. ft.)
	56 – Two Bedroom	- 73.9 m ² (795 sq. ft.) – 85.2 m ² (918 sq. ft.)
	13 – Two Bedroom Townhouse	- 86.0 m ² (926 sq. ft.) -89.3 m ² (961 sq. ft.)
	TOTAL NUMBER OF UNITS:	101 units (inclusive of 20 adaptable units)
4.5	<u>Building Height</u>	- 4 storeys
	Broadway Elevation	- 10.4 m (34 ft.)
	Lougheed Elevation	- 13.4 m (44 ft.)
4.6	<u>Vehicle Parking</u>	
	101 units @ 1.2 spaces per unit required and provided	- 121 spaces (including 10 visitor parking space)
4.7	<u>Bicycle Parking</u>	
	101 units @ 2.2 spaces per unit required and provided	- 223 spaces (including 21 visitor spaces in racks)
	Common Bike Storage Room	- 10 spaces (including 10 bicycles to be held in common for the benefit of the residents as part of TDMs)

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4.8 Communal Facilities
(Excluded from FAR Calculations)

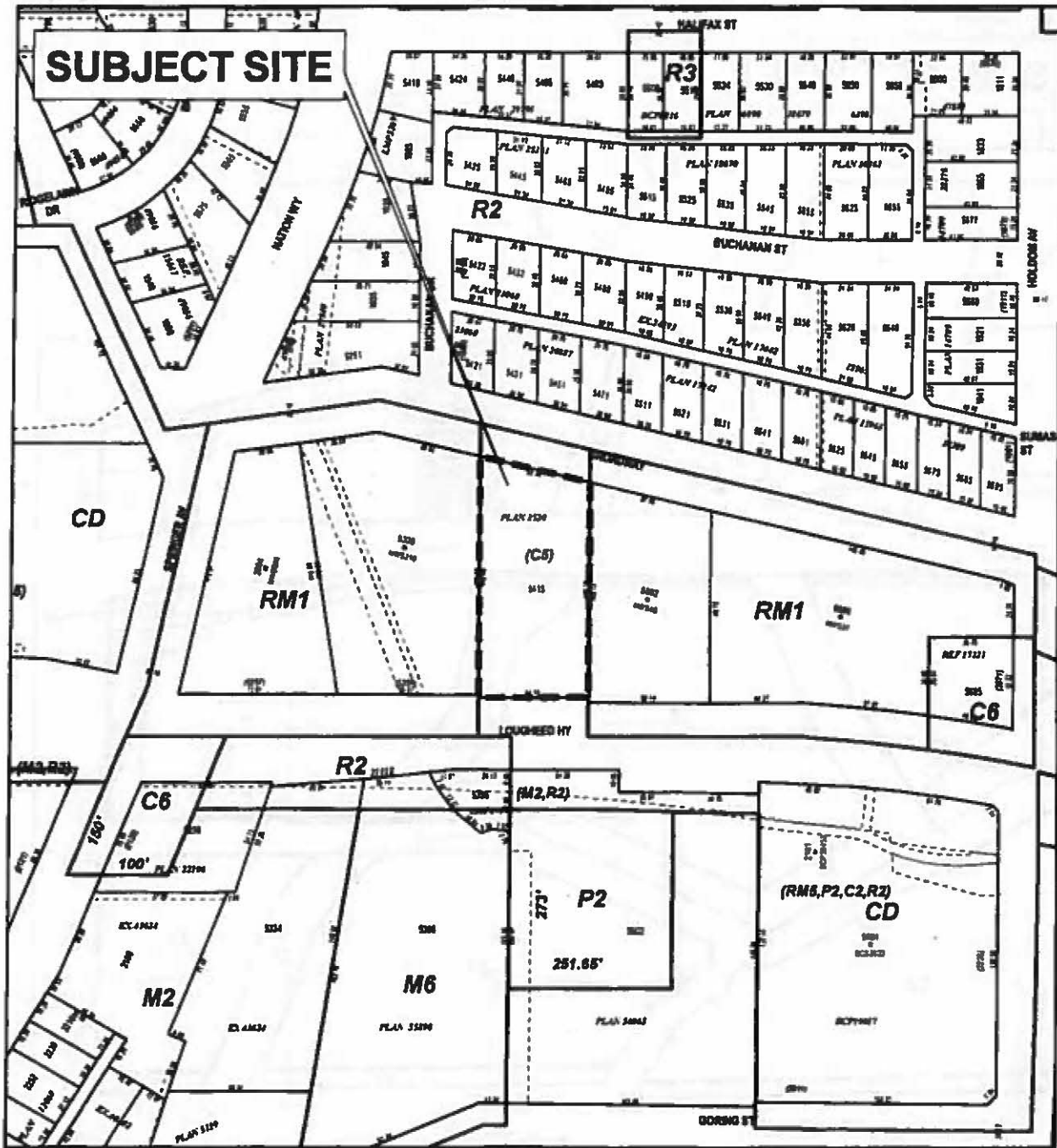
Primary communal facilities for residential tenants include the fitness room at the basement level and the lounge at the ground floor level of the Broadway entry. The amenity area amounts to 1,413 sq. ft., which is a permitted exemption from Gross Floor Area.

The development also provides a central outdoor garden/greenspace, including a court yard with seating; tot lot; and, amenity walking paths in a park-like setting.


Lou Pelletier, Director
PLANNING AND BUILDING

ZT:tn
Attachments

cc: Director Engineering
City Solicitor
City Clerk



City of Burnaby

PLANNING & BUILDING DEPARTMENT



DATE:
AUG 13 2015

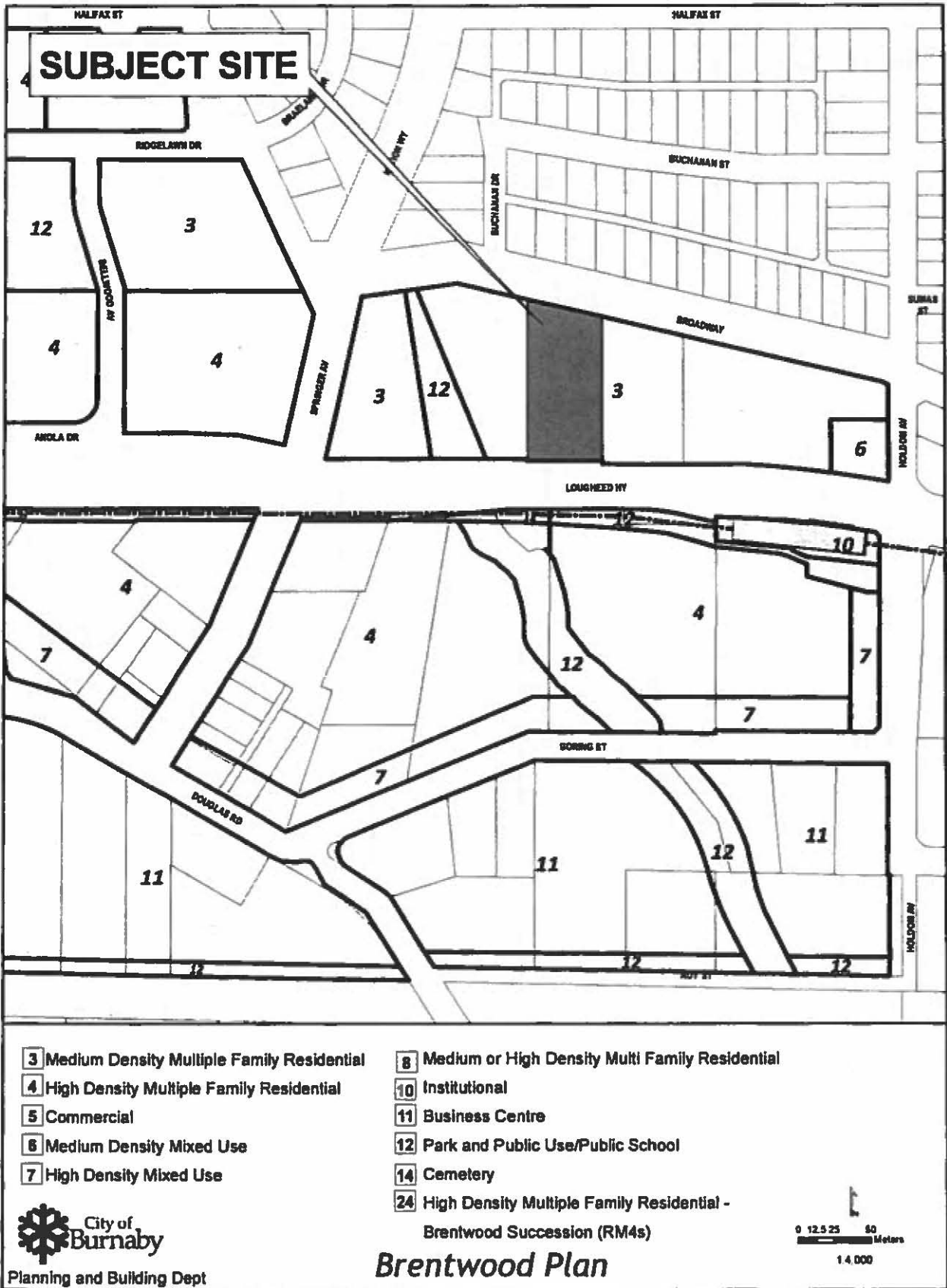
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5415 LOUGHEED HIGHWAY

 Subject Site

Sketch #1



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Sketch #2