



Item .....	
Meeting .....	2016 May 30

## COUNCIL REPORT

**TO:** CITY MANAGER 2016 May 25

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** REZONING REFERENCE #15-40  
TWO HIGH RISE APARTMENT TOWERS  
WITH GROUND-ORIENTED LIVE/WORK TOWNHOUSES  
BRENTWOOD TOWN CENTRE PLAN

**ADDRESS:** 2360/2390 Douglas Road and 5343 Goring Street  
(see *attached* Sketches #1 and #2)

**LEGAL:** Lot 6 Except: Part Subdivided By Plan 40102 Of DL 125, Group 1, NWD Plan 12069; Lot 7 Except: Part Subdivided By Plan 40102 Of DL 125, Group 1, NWD Plan 12069; Lot 1 Except: Parcel "A" (Explanatory Plan 9289), DL 125, Group 1, NWD Plan 5139

**FROM:** M2 General Industrial District

**TO:** CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C1 Neighbourhood Commercial District and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "5345 Goring Street & 2360 / 2390 Douglas Road" prepared by CDA Architects Inc.)

**APPLICANT:** Chris Dikeakos Architects Inc.  
212 – 3989 Henning Drive  
Burnaby, BC V5C 6N5  
(Attn: Richard Bernstein)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2016 June 28.

**RECOMMENDATIONS:**

1. THAT a Rezoning Bylaw be prepared and advanced to First Reading on 2016 June 13 and to a Public Hearing on 2016 June 28 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 Letter of Undertaking to remove all improvements prior to Final Adoption of the Bylaw, 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. If requested, demolition may be delayed to more closely coincide with approval of building permits.
- e. The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 3.4 of this report.
- f. The dedication of any rights-of-way deemed requisite.
- g. The consolidation of the site into two legal parcels.
- h. The granting of any necessary Covenants, including, but not necessarily limited to, Section 219 Covenants:
  - restricting enclosure of balconies;
  - guaranteeing the provision and maintenance of public art;
  - indicating that project surface driveway accesses will not be restricted by gates;
  - guaranteeing the continued operation and maintenance of stormwater management facilities;
  - ensuring the site can be used safely in accordance with the approved geotechnical report;
  - ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations.

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- ensuring that the project does not draw down the water table;
  - providing that all disabled parking to remain as common property; and,
  - ensuring compliance with the submitted acoustical analysis.
- i. The execution of an indemnity agreement by the developer saving the City harmless from all liability associated with this development in relation to its geotechnical and hydrological (including any potential contaminated groundwater) impacts to surrounding infrastructure and other nearby development is required.
  - j. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.
  - k. The undergrounding of existing overhead wiring abutting the site.
  - l. The submission of a detailed comprehensive sign plan.
  - m. Compliance with the Council-adopted sound criteria.
  - n. Submission of a Site Profile and resolution of any arising requirements.
  - o. The provision of covered car wash stalls and adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
  - p. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
  - q. The review of on-site residential and commercial loading facilities by the Director Engineering.
  - r. The provision of facilities for cyclists in accordance with this report.
  - s. The review of a detailed Sediment Control System by the Director Engineering.
  - t. Compliance with the guidelines for underground parking for visitors.
  - u. 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.
  - v. The deposit of the applicable Parkland Acquisition Charge.

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- w. The deposit of the applicable GVS & DD Sewerage Charge.
- x. The deposit of the applicable School Site Acquisition Charge.
- y. 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 permit construction of 32 and 26-storey residential apartment buildings with ground oriented work/live townhouses with underground and above grade structured parking.

### 2.0 BACKGROUND

- 2.1 On 2015 November 18, 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.
- 2.2 The subject site is comprised of three lots currently zoned M2 General Industrial District, which are currently occupied by two older industrial buildings, and a house converted into an office / storage facility. Across the lane to the west are two single family houses and three small industrial buildings fronting on Springer Avenue. To the north is a large industrial building, directly to the east is an older truck terminal with frontage on both Goring Street and Lougheed Highway, with a bowling alley, mixed use high-rise residential and the Holdom SkyTrain station beyond. Across Douglas Road and Goring Street are older industrial buildings and the Burlington Northern Santa Fe (BNSF) Rail Line beyond. Vehicular access to the site is currently from the lane on the west side of the site, Douglas Road and Goring Street.
- 2.3 The Brentwood Town Centre Development Plan designates the subject site for high-density multiple-family development based on the RM5s Multiple Family Residential District as a guideline. In accordance with the Council-adopted policy regarding application of 's' category zoning, the development is subject to there being significant community benefits, a sustainable redevelopment approach, exceptional public realm



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improvements, a high quality urban design and superior architectural expression. This site is also considered suitable for the proposed development given its strategic location in relation to the Millennium SkyTrain line and the nearby Holdom SkyTrain station.

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; this is inclusive of an available 1.6 FAR amenity bonus.

- 2.4 Burnaby has and continues to benefit from some very sound planning principles established early on in the City's development. Key to these is the Official Community Plan's designation of four Town Centres areas within the City which have and are intended to continue to accommodate a significant portion of the City's population and job growth, and which provide locations for the provision of community amenities going forward.

The creation of Town Centres at Metrotown, Brentwood, Edmonds and Lougheed have served the City well in protecting single- and two-family residential neighbourhoods from pressures to accommodate new growth, and have also allowed the City to preserve a significant component of its land base for park and open space. At the same time, they contribute to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. Within Burnaby, and other neighbouring cities, Town Centres are helping to meet regional goals to reduce pressures for development of habitat and agricultural lands, to focus jobs, people and services in walkable neighbourhoods that are and can be efficiently served by transit, and to reduce overall demands for travel by car with direct benefits to the environment, economy and the quality of life in the Region.

Further, Burnaby's Economic Development and Social Sustainability Strategies, in addition to the Town Centre Plan, encourage: a varied range of housing options (including ground orientation); improved neighborhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as green building policies. The subject rezoning application is consistent with these regional and municipal plans and policies.

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

### 3.0 GENERAL COMMENTS

- 3.1 The proposed development concept is for two high-rise apartment buildings (32 and 26-storeys) above structured parking with ground oriented work/live townhousing fronting Goring Street and Douglas Road. The development form provides a strong street-oriented relationship to Goring Street and Douglas Road, as well as a strong contextual relationship to surrounding, existing and planned development.

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A total of 390 apartment units (23% of which are adaptable units) and 14,584 sq.ft. of work/live space within 8 townhouse units are proposed. Parking is proposed to be located partially underground (1 level), in above ground structure (3 levels). Overall, the subject proposal exemplifies exceptional urban design and architectural expression related to the building's siting, massing, pedestrian orientation and materiality; meeting the standard expectation for 's' Category development in the City's Town Centre areas. The low-rise buildings engage the adjacent streets and their public realm through individual unit accesses on the ground level, extensive glazing and use of masonry cladding and articulated rooflines, all of which also adds interest to the streetscape.

To complement the built form, a progressive landscape treatment is proposed for the amenity podium roof deck, front and side yards and bounding streets, including broad separated sidewalks on Goring Street and Douglas Road, complete with Rainwater Management Amenities (RMAs) within curb bulges to help soften the urban environment. Substantial on-site landscaping is also proposed including treed patio frontages, an outdoor amenity area for leisure, swimming pool, urban agricultural plots and children's play area. A significant public art piece will be provided at the Goring Street and Douglas Road intersection, acting as a strong visual reference to the proposed development.

- 3.2 All required parking is proposed to be located either underground or within a structure, with access taken from Goring Street and Douglas Road. The development proposal meets the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit (of which 0.1 spaces is for visitors) and 1/495.16 sq.ft. for work/live units. To meet the proposed parking standard, the developer has also provided transportation alternatives. First, given the subject site's proximity to the Holdom SkyTrain Station, as well as other transit routes operating in the vicinity of the development, the development is providing transit passes (two zones) for two years to 15% of residents as an alternative to car use and ownership. Second, the development is providing 44 individually metered (Level 2 AC) Electric Vehicle charging stations, of which 4 are to be provided within the visitors' parking area for the benefit of the residents and their visitors, and 40 are to be provided in the residents' parking area as part of the required parking. A Section 219 Covenant will be required to guarantee the provision and continued maintenance and operation of the 44 electric vehicle car charging stations to be held as common property for the benefit of all residents and their visitors (including all necessary wiring, electrical transformer and mechanical ventilation modifications). Third, the development is providing twice the required secured bicycle parking, a 4 station bicycle repair/maintenance area and bike trailer storage area. Finally, the developer will provide 4 co-op cars (provider to be determined), including required parking, plus an initial annual car share membership fee for each unit.

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- 3.3 The developer has agreed to pursue green building practices by committing to achieve a Silver rating under the Leadership in Energy and Environmental Design (LEED) program or equivalent.
- 3.4 Given the site's Town Centre location, the applicant is proposing to utilize the allowable supplemental density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.6 FAR in amenity bonus, which translates into 112,017.6 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Legal and Lands Department has initiated discussion with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.
- Under the Priority Amenity Program, the Community Benefit Bonus 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 Brentwood Community Centre and a new linear public park and walkway along Willingdon Avenue extending from Brentwood Mall to Hastings Street.
- In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the appropriate Town Centre Financial Account and 20% to the City-wide Housing Fund.
- 3.5 The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. The servicing requirements will include, but not necessarily be limited to:
- construction of the Goring Street and Douglas Road frontages to their final Town Centre (Local Commercial) standards with concrete curb and gutter, separated sidewalks and bicycle facilities, street trees, enhanced boulevards, street and pedestrian lighting across the development frontage;
  - undergrounding of overhead lines across the development frontage on Douglas Road; and,
  - storm, sanitary sewer and water main upgrades as required.
- 3.6 In accordance with the City's policy for adaptable units, a total of 92 units (23% of the total number of apartment units) have been provided meeting adaptable housing standards. As permitted under the adopted policy, 20 sq.ft. for each adaptable unit is exempt from FAR, resulting in a total adaptable unit FAR exemption of 1,840 sq.ft. As required by the Burnaby Zoning Bylaw and BC Building Code, five accessible parking stalls are to be provided (one handicap stall per 100 stalls). Accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

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- 3.7 It is intended that the overall project would accommodate a broader spectrum of housing needs. To support this, the one bedroom unit sizes are generally based on the Zoning Bylaw minimum unit sizes for such dwellings in the P11e District (SFU), which requires a minimum area of 50m<sup>2</sup> (538.21 sq.ft.). Smaller one bedroom units (574 to 584 sq.ft.) are intended to provide a level of affordability for new home ownership, providing access to the market for first time home buyers. To offset the number of smaller one bedroom units, a commensurate number of larger two bedroom and den, and three bedroom units is proposed.
- 3.8 Any necessary easements, 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 guaranteeing the provision and maintenance of public art;
  - Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - Section 219 Covenant ensuring compliance with the approved acoustical study;
  - Section 219 Covenant ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating (mid-rise) or equivalent;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of 44 (Level 2 – 40 amp) Electric Vehicle charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications);
  - Section 219 Covenant ensuring the provision of a minimum of 5 handicap accessible parking stalls in the resident parking area for the sole use of the required 92 accessible units, and that these stalls, as well as any other handicap accessible parking provided in the residential component of the underground parking, be held in common property to be administered by the Strata Corporation;
  - Section 219 Covenant for the provision and ongoing maintenance of four co-op cars and allocated parking spaces;
  - Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical study;
  - Section 219 Covenant ensuring that the water table will not be drawn down during and after development; and,
  - Statutory Right-of-Way for public access and sidewalks on the Goring Street and Douglas Road Frontages, to allow for sufficient site area for the underground structure.



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- 3.9 Due to the proximity of the subject site to the BNSF Rail line, Lougheed Highway and Millennium SkyTrain Line, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.10 As underground parking is requested for a site with known geotechnical and hydrological conditions, as well as the potential for groundwater contamination in the area, and given the site's proximity to civic and other major infrastructure, an indemnification agreement with the owner/developer will be required to hold the City harmless in the approval of the subject rezoning and all other subsequent permits.
- 3.11 As the site will be fully excavated for development, a 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 Provision of an adequately sized and sited garbage handling and recycling material holding space, as well, separate car wash stalls are required.
- 3.13 Provision of two residential loading spaces is required in conjunction with this application.
- 3.14 The developer is responsible for the undergrounding of the overhead wiring abutting the site on Douglas Road.
- 3.15 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.
- 3.16 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.17 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.18 Bicycle storage space and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 3.19 A site profile application is required for the subject development site, given its past industrial use.

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- 3.20 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 \$1,082 per apartment unit

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area

Gross Site Area:	-	6936.23 m <sup>2</sup> (74,661 sq.ft.)
Dedications:	-	432 m <sup>2</sup> (4,650 sq.ft.)
Net Site Area:	-	6,504.23 m <sup>2</sup> (70,011 sq.ft.) (subject to detailed survey)

4.2 Density

FAR Permitted and Provided:

Residential	-	5.0 FAR (inclusive of 1.6 FAR amenity bonus)
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Gross Floor Area Permitted and Provided:

Residential	-	31,166.27 m <sup>2</sup> (335,471 sq.ft.) (inclusive of 112,017.6 sq.ft. amenity bonus)
Work/Live	-	1,354.90 m <sup>2</sup> (14,584 sq. ft)
Residential Amenity Space	-	maximum 971.30 m <sup>2</sup> (10,455 sq.ft.) of residential amenity space exempted from FAR calculations
Adaptable Unit exemption (20 sq.ft./unit)	-	170.94 m <sup>2</sup> (1,840 sq.ft.)
Site Coverage:	-	69.6%

- 4.3 Height (all above grade) - 3 storeys for ground-oriented townhouses fronting Goring Street and Douglas Road

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- 32 storeys for the high-rise apartments fronting Goring Street
- 26 storeys for the high-rise apartments fronting Douglas Road

4.4 Residential Unit Mix

Unit Type

Unit Size

**Townhouse Work/Live Units**

8 – 3 Bedroom + Work 168m<sup>2</sup> - 172.5m<sup>2</sup>(1,809- 1,857 sq.ft.)

**High Rise Apartment Units**

112 – 1 Bedroom	53.33 – 54.26 m <sup>2</sup> (574 - 584 sq.ft.)
84 – 1 Bedroom (Adaptable)	53.70 m <sup>2</sup> (578 sq.ft.)
180 – 2 Bedroom + Den	76.27 – 115.85 m <sup>2</sup> (821 – 1,247 sq.ft.)
2 – 2 Bedroom + Den (Adaptable)	115.85 m <sup>2</sup> (1,247 sq.ft.)
6 – 3 Bedroom	95.78 – 96.25 m <sup>2</sup> (1,031 – 1,036 sq.ft.)
6 – 3 Bedroom (Adaptable)	96.25 m <sup>2</sup> (1,036 sq.ft.)

**Total Apartment Units 390**

**TOTAL RESIDENTIAL UNITS: 398 UNITS**

4.5 Parking

**Vehicle Parking**

Required

Provided Spaces

390 Units (1.1 spaces/unit)	429 (inclusive of 39 visitor spaces)	429
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14,584 sq. ft. Work/Live (1 space/495.16 sq.ft.)	30	30
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<b>TOTAL Parking</b>	<b>459</b>	<b>459</b>
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<b>Car Wash Stalls</b>	<b>4</b>	<b>4</b>
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<b>Residential Loading</b>	<b>2</b>	<b>2</b>
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<b>Bicycle Parking</b>	<b><u>Required</u></b>	<b><u>Provided Spaces</u></b>
Resident - 2/unit @ 390 units	780 spaces	797 spaces
Visitor - 0.2/unit @ 390 units	78 spaces	92 spaces
Commercial - @ 10% of off street parking	3 in racks	3 in racks

4.6 Communal Facilities  
(Excluded from FAR Calculations)

Primary communal facilities for residential units are located within the podium levels of the residential towers fronting the intersection of Goring Street and Douglas Road, including an amenity lobby and lounge, and fitness room. The amenity area amounts to 971.30 m<sup>2</sup> (10,455 sq.ft.), which is less than the permitted 5% (16,774 sq.ft.) exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an expansive landscaped podium deck, including a children’s play area, heated swimming pool, barbeque area, seating, and garden plots. At ground level are various landscape elements located throughout the site, as well as a signature public art installation to be located at the Goring Street and Douglas Road intersection.

  
Lou Pelletier, Director  
PLANNING AND BUILDING

IW:spf  
**Attachments**

cc: Director Engineering  
City Solicitor  
City Clerk





