



Item
Council Meeting 2018 May 28

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2018 May 23

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: Rez# 16-35

**SUBJECT: REZONING REFERENCE #16-35
 HIGH RISE APARTMENT TOWER
 WITH STREET FRONTING TOWNHOUSES
 RESPONSE TO PUBLIC HEARING ISSUES**

PURPOSE: To respond to issues raised at the Public Hearing for Rezoning Reference #16-35.

RECOMMENDATION:

1. **THAT** a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to, the Public Hearing for Rezoning Reference #16-35.

REPORT**1.0 BACKGROUND**

On 2018 March 27, a Public Hearing was held for Rezoning Reference #16-35. The subject rezoning application proposes the construction of a 313 unit, 46-storey apartment building, with street-oriented townhouses on the southwest corner of Lougheed Highway and Springer Avenue, in accordance with the Council adopted Brentwood Town Centre Development Plan (see *attached* Sketches #1 and #2).

At the Public Hearing, 9 written and 9 oral submissions were received. Issues raised in the submissions generally included concerns related to development form, unit types, tenure and sizes; development impacts; green building standards; traffic impacts; construction impacts; service capacity; and amenity and open space provisions.

This report addresses Council's request to provide further information on the issues raised at the Public Hearing for Rezoning Reference #16-35.

2.0 ISSUES RAISED*Issue #1 -Development Form and Unit Sizes*

Concerns were raised regarding the proposed form of development, as well as unit sizes, types and tenure.

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Response:

In regard to the proposed development form and its relationship to the surrounding neighbourhood, the subject site is located on the southwest corner of Lougheed Highway and Springer Avenue, within the Holdom Station Area extension of the Brentwood Town Centre Development Plan, adopted by Council in 2002. Under the Council-adopted Plan, the subject site is designated for high-rise high-density multiple-family residential development, using the RM5s District as a guideline (see *attached* Sketches #1 and #2). The high-rise, high-density development form is generally consistent south of Lougheed Highway, between Gilmore Avenue and Holdom Avenue.

Questions were raised relating to the height of the proposed building. The height of high-density developments under the Comprehensive Development District is a function of the permitted Floor Area Ratio (FAR), multiplied by the site size. For this site, the RM5s District permits a maximum Floor Area Ratio of 5.0 FAR, which when multiplied by a site area of 56,523 square feet, yields a gross residential floor area of 282,617 square feet. Building heights are further refined by the proposed floor plate size. In this case, the typical floor plate size is 6,268 square feet. This creates a slimmer tower form through the smaller floor plate, resulting in a building with greater spatial separation between other buildings for improving sightlines, shadow impacts and open space. Given the foregoing, the proposed high-rise residential tower is consistent with the adopted Plan, the guidelines of the RM5s zoning district, and surrounding development forms.

With regard to unit sizes and types, the proposed development has a broad mix of units intended to accommodate a spectrum of housing needs and affordability levels. Unit sizes range from Studio (447-513 square feet); One Bedroom (539-790 square feet); Two Bedroom (758-910 square feet); and, Three Bedroom and greater (931-1,829 square feet), with a majority of units being Two Bedroom and greater. The proposed unit sizes are in compliance with the Zoning Bylaw. It is noted that a mix of units with studios and smaller one-bedroom units provides economical options to first time home buyers, while larger two and three bedroom units provide options for larger families, and those choosing to downsize from single and two family dwellings. In addition, 20% of the total units meet the BC Building Code adaptable standards to enable residents to age in place, and to accommodate people with mobility issues.

In regard to units being used for rental purposes, the proposed development is for a total of 307 stratified apartment units and 6 stratified townhouses. Stratified apartments and townhouses are governed by the Strata Property Act, which includes provisions for rental units. The Burnaby Zoning Bylaw does not differentiate between rental and strata housing units, as such, under the Zoning Bylaw, strata units have the ability to be rented, with each strata corporation being able to manage the development under the Strata Property Act.

In terms of the broader land use objectives being met by this proposal, the development is within one of the designated four Town Centre areas in the Official Community Plan, which have and are intended to continue to accommodate a significant portion of the City’s population and job growth, provide locations for the provision of community amenities going forward and

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contribute to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. Burnaby’s Economic Development, Social and Environmental Sustainability Strategies, in addition to the Town Centre Plan, encourage a varied range of housing options; improved neighbourhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as green building policies. Finally, the City’s Corporate Strategic Plan provides a vision for a world class city committed to creating and sustaining the best quality of life for our citizens; and one which is supported by goals for a safe, connected, inclusive, healthy and dynamic community. In light of the above, the development proposal is consistent with the City’s well established plans and policies.

Issue #2- Development Impacts on Adjacent Properties

Concerns were raised regarding the potential impacts of the proposed development on neighbouring residential sites, including shadows, views, micro-climate, the structural stability and property values.

Response:

In regard to the potential impacts of the proposed development upon views, shadows and micro-climate, the proposed tower is located north of the adjacent strata at 2200 Douglas Road and southeast of the high-rise residential site across Lougheed Highway. To minimise the impact of the development, as noted, the proposed building has a small foot print and slender profile that minimises the shadow width and allows the shadow to travel quickly across adjacent areas as the sun moves through the sky. Due to the location of the proposed tower, shadow studies undertaken by the consultant demonstrate that the tower will not shade sites on the north side of Lougheed during the day in spring and summer, nor will it shade the buildings to the south at any time.

Concerning the structural stability of neighbouring buildings, the excavation of underground parking structures neighbouring existing underground parking structures is common, and necessary, in high density urban areas such as Brentwood. The project’s structural and geotechnical engineers will be required to ensure, as part of the Building Permit, that the proposed structure, and bearing soil, can accommodate the intended load of the building, and that the construction of the proposed building will not have any adverse effects on the structure of neighbouring sites. In addition, the excavation for the proposed buildings is located more than 100 m south of Beecher Creek Tributary 2, on the south side of the SkyTrain guideway and across Lougheed Highway, and as such, no impacts to Beecher creek are anticipated. To reduce the potential of any off-site impacts, a Section 219 Covenant will be required to ensure that the site can be used safely in accordance with the approved geotechnical study, and that the water table will not be drawn down during and after development. Furthermore, the execution of an indemnity agreement by the developer in relation to any geotechnical and hydrological impacts to surrounding infrastructure or nearby development will be required prior to Final Adoption.

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Concerning perceived impacts to adjacent property values, it is noted that the market value for a particular property is determined by many unique factors, including, but not limited to, location, size, layout, configuration, age, condition, amenities and surrounding uses. Although, the City cannot specifically comment on the individual value of a property as it relates to new development, it is noted that assessed values have been informed by the land use plans that govern development in an area and its surrounds. Given that the land use designation for high-rise high-density multiple family development of the subject site has been in place since 2002, the market will reflect the transition from industrial to residential high-rise lands in this area. Furthermore, completion of an area's transition, especially from industrial to multiple-family residential, has been beneficial to the use and enjoyment of an area, benefiting existing and new residents through improvements to sidewalks, roadways, intersections and greenspaces, improving the overall aesthetics and amenities of a neighbourhood.

Issue #3- Application of Green Building standards on the proposed development site.

Concerns were raised regarding the application of the US Green Building Councils' Leadership in Energy and Environmental Design (LEED) certified green building standards and ASHRAE (American Society of Heating, Refrigerating and Air Conditioning Engineers) standards on the development site.

Response:

As a condition to the subject rezoning application, a Section 219 Covenant is required to ensure the achievement of a green building design standard utilizing the Leadership in Energy and Environmental Design at a Silver rating or equivalent. This is a standard objective for multiple-family and mixed use rezoning applications within Town Centres taking advantage of 's' category zoning. In this regard, the applicant would be required to have a report prepared by a LEED Approved Professional (AP). The required report (LEED checklist) has been submitted and would be registered on title prior to Final Adoption. In regard to meeting ASHRAE standards for energy efficiency, this is a requirement of the BC Building Code and would be perused as part of the Building Permit Process. The application of ASHRAE standards are very specific to the mechanical and structural design of the building, and will be addressed as part of the BC Building Code compliance process.

Issue #4 - Traffic impacts to the surrounding neighbourhood.

Concerns were raised regarding increased traffic and capacity as a result of the proposed development.

Response:

Given the subject site's location at the southwest corner of Lougheed Highway and Springer Avenue, vehicular access to the site is required to be via Springer Avenue. The provision of vehicular access to the site via Lougheed Highway cannot be accommodated, as Lougheed Highway is designated a Major Arterial road, and as such carries a higher volume of traffic,

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which would result in safety concerns. Vehicular access to the site via Lougheed Highway is also not advisable given the desire to create a strong public realm on the Lougheed Parkway to accommodate more significant pedestrian and cyclist movement along this important corridor within the Town Centre. As a requirement of the development, cycling, pedestrian, landscaping and lighting improvements along Lougheed Highway would be provided, with similar improvements required along the Springer Avenue frontage, which, in future, would continue south to Douglas Road as further development proceeds.

With regard to the potential traffic impacts of the proposed development, the developer is required to engage a registered professional engineer, specializing in traffic and transportation, to undertake a transportation assessment to determine the potential traffic impacts of the proposed development. A transportation assessment has been submitted and reviewed, which determined that the subject development site would not generate significant vehicular traffic and parking impacts in the area. The report, however, recommended improvements to the intersection at Lougheed Highway and Springer Avenue, including appropriate pedestrian/cyclist crossing provisions. Improvements, to the intersection of Douglas Road and Springer Avenue on an interim basis may also be required to facilitate access to the subject site. The review and approval of the civil engineered design drawings, including any potential intersection improvements would be undertaken prior to Final Adoption.

With regard to transit, pedestrian, cyclist and vehicular capacity, the property is located 315m west of the Holdom SkyTrain Station – a brisk 5 minute walk. In addition to SkyTrain service, the area is supported by a comprehensive bus network including the 129 (Patterson/Holdom), 133 (Holdom/Edmonds) and 136 (Brentwood/Lougheed). Bus routes are also annually reviewed by TransLink and the City to ensure the needs of a growing population are being met. Construction of a portion of the Lougheed Parkway for pedestrians and cyclists is proposed for the north side of the site and to the south via Springer Avenue and Douglas Road is access to the pedestrian and cyclist east-west Central Valley Greenway. In addition, the area is well served by major roads including Lougheed Highway, Douglas Road, Holdom Avenue, Kensington Avenue and Willingdon Avenue. Overall, the Holdom SkyTrain Station and surrounding area is in an area of the City that is well-served from a transportation perspective.

Issue #5 - Construction impacts to the surrounding neighbourhood

Concerns were raised regarding the potential impacts of construction on the surrounding neighbourhood, including traffic, noise and dust.

Response:

It is recognized that during the construction phase of any development, there may be temporary impacts related to traffic, noise and dust. To ensure that impacts to the surrounding neighbourhood are as minimal as possible, the developer will be required to meet the following provisions:

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- submit a construction access plan to the Engineering Department prior to commencement of construction. The plan will include an outline on the location of construction access, construction; vehicle staging and proposed temporary road closure areas with a view to properly managing potential construction impacts within the surrounding neighbourhood;
- ensure that contractor vehicle parking be accommodated on-site, off-site within permitted parking lots or within permitted on-street parking areas; submit a sediment control plan to the Engineering Department prior to issuance of a building permit to ensure that dust, and other sediment control matters are properly managed; and,
- ensure that construction and vehicle noise originating from the proposed development site abide by the permitted hours of construction and the Burnaby Noise Bylaw. The Bylaw limits construction activity to the hours of 7:00 a.m. - 8:00 p.m., Monday to Friday, and 9:00 a.m. - 8:00 p.m. on Saturdays. The Bylaw also limits the level of noise emanating from construction sites to 85 dBAs.

In addition to the above noted construction access plan and compliance with the Burnaby Noise Bylaw and sediment control requirements, the development is expected to properly manage potential construction-related impacts on the neighbourhood.

Issue #6 – Servicing

Questions were raised regarding the adequacy and funding of services to serve the proposed development.

Response:

As a requirement of the Rezoning and Subdivision process a detailed review of all necessary services to serve a site is completed by the Planning and Engineering Departments. The applicant is required to undertake a detailed engineered design and cost estimate of all necessary services to serve the site. Upon approval of the rezoning and subdivision, the City requires that all necessary funds, deposits and bonds be deposited to secure the provision of these services. The applicant is required to hire an approved civil contractor to install the necessary services, and once the servicing has been inspected and approved by the City, the deposited service bonding would be released.

In regard to the subject application, and as noted above, the developer is required to: provide all necessary upgrades to sanitary, storm and water mains; improvements to Lougheed Highway complete with separated sidewalks, cycle tracks, rain gardens, pedestrian lighting, street lighting and street furniture; and, construct separated sidewalks complete with street trees, pedestrian and street lighting on Springer Avenue along the development frontage. The applicant will also be responsible for contributing towards the improvement of the intersections at Lougheed Highway and Springer Avenue, and Douglas Road and Springer Avenue. As such, the applicant is responsible for covering the cost of all necessary services to serve the site.

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Issue #7 – Capacity of Area Amenities

Concerns were raised regarding the adequacy of schools and recreation/community centres to accommodate the residents of the proposed development.

Response:

With regard to local schools, the subject development is located near two existing elementary schools (Parkcrest Elementary and Brentwood Park Elementary), and one secondary school (Alpha Secondary). The potential for a future elementary school site within the Brentwood Town Centre is identified and being reviewed with the Burnaby School District 41. The catchment schools that serve the site are Brentwood Park Elementary and Alpha Secondary School, and are approximately 890 m and 1.6 km from the site respectively. City staff reviews development with the Burnaby School District on a regular basis to confirm enrolment projections. The School District is mandated by the Provincial government to provide spaces to meet student enrolment demands. The Burnaby School District has noted that local schools, including Brentwood Park Elementary and Alpha Secondary School, can accommodate the children that may live in the proposed development. The School District also noted that enrolment fluctuates year to year, with some years higher than others, within individual schools. The Burnaby School District has been able to, and expects to be able to, continue to accommodate new enrolment in Brentwood into the future.

With regard to recreation and community facilities, the City is in the process of selecting a site for a future Brentwood Community Centre to meet the needs of current and future residents in the northwest quadrant. The future Community Centre would encompass a range of recreational and social activities within gymnasiums, fitness centres, seniors centre, and many other art and leisure programming spaces. In addition to the proposed Brentwood Community Centre, the City has obtained several community amenities through the Community Amenity Bonus Program including non-profit office spaces at the Brentwood Community Resource Centre. Currently, amenity bonus funds collected as cash contributions within Brentwood are allocated to the City's Housing Fund (20%) and the Priority Amenity Program (80%). The Priority Amenity Program within Brentwood is identified for use toward the new Brentwood Community Centre, and the Willingdon linear park, currently under construction, that will connect the Brentwood Town Centre to Confederation Park. The subject site is also served by neighbourhood, district and major parks including Burnaby Lake Park, Central Valley Greenway, and the future 13 acre Brentwood Park on Dawson Street at Beta Avenue.


3.0 CONCLUSION

The development proposal for the subject rezoning application (Rezoning Reference #16-35) is for the construction of 313 unit, 46-storey apartment building with street-oriented townhouses on Springer Avenue and Lougheed Highway. The subject site is within the Council adopted Brentwood Town Centre Plan area. The proposal is considered supportable given its consistency with the adopted Brentwood Town Centre Plan, and its adherence to the Official Community

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Plan, Economic Development, Social and Environmental Sustainability Strategies and the City’s Corporate Strategic Plan established as City policies and guidelines.

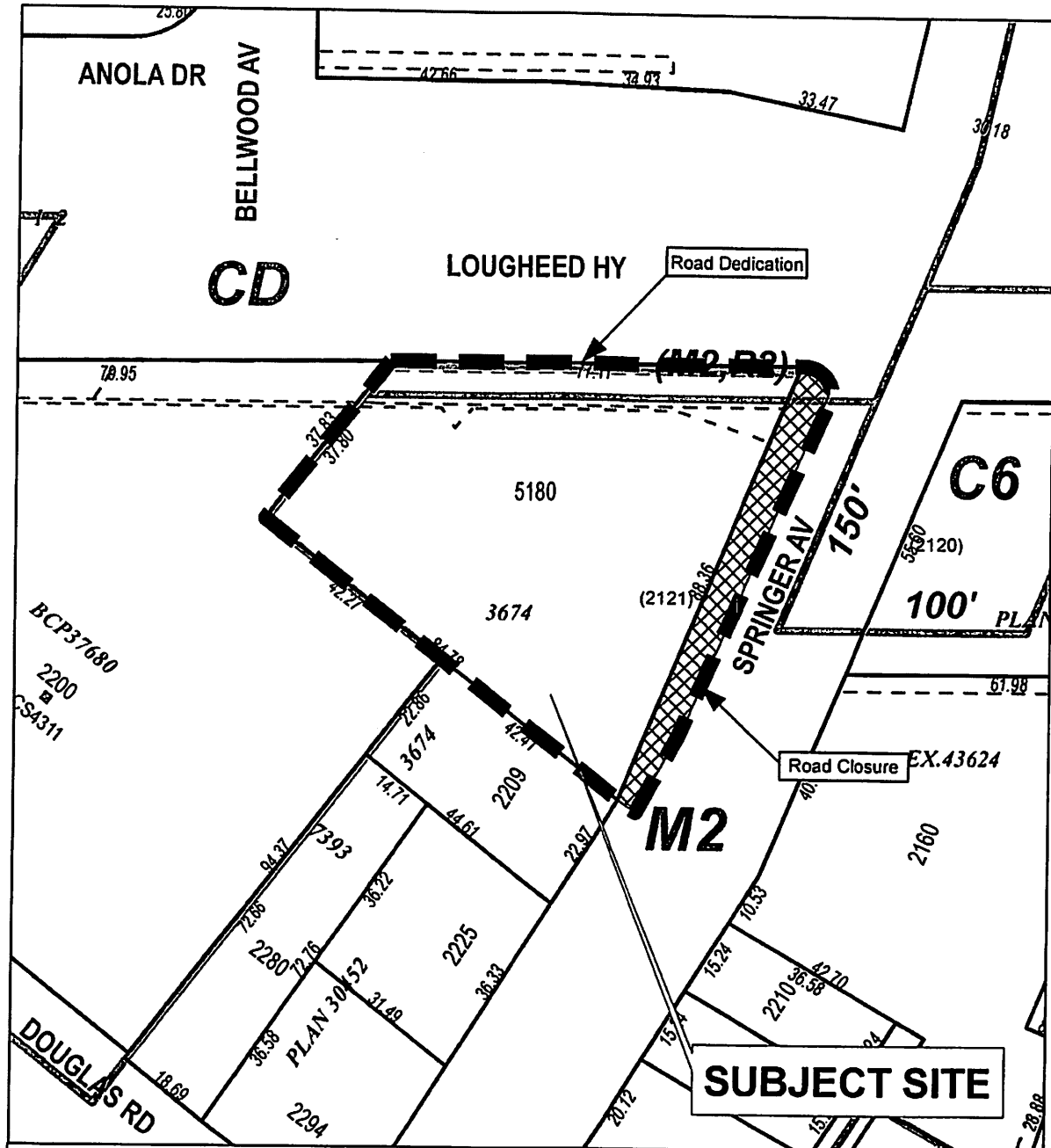
This report presents information in regard to the issues raised at the Public Hearing. It is recommended that a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to, the Public Hearing for Rezoning Reference #16-35.




Lou Pelletier, Director
PLANNING AND BUILDING

IW:eb
Attachments

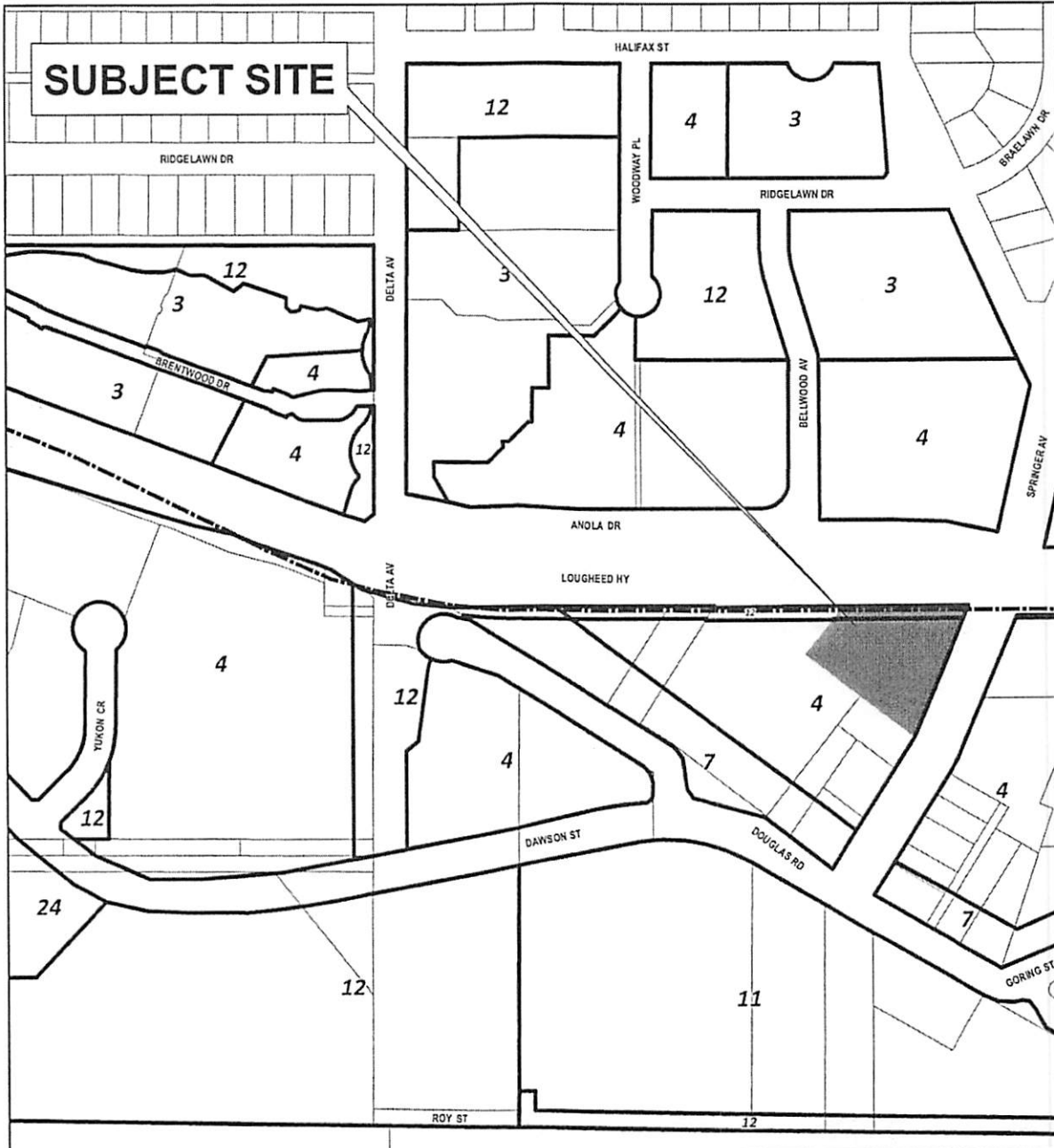
cc: Chief Building Inspector
City Solicitor
City Clerk

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 <p>City of Burnaby</p>	<p>PLANNING & BUILDING DEPARTMENT</p>
<p>Date: FEB 28 2018</p>	<p>REZONING REFERENCE #16-35 5180 LOUGHEED HIGHWAY</p> <p> Subject Site</p>
<p>scale: 1:1,200</p>	
<p>Drawn By: AY</p>	

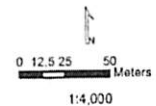
Sketch #1



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|---|--|
| 3 Medium Density Multiple Family Residential | 8 Medium or High Density Multi Family Residential |
| 4 High Density Multiple Family Residential | 10 Institutional |
| 5 Commercial | 11 Business Centre |
| 6 Medium Density Mixed Use | 12 Park and Public Use/Public School |
| 7 High Density Mixed Use | 14 Cemetery |
| | 24 High Density Multiple Family Residential - Brentwood Succession (RM4s) |


 City of Burnaby
 Planning and Building Dept

Brentwood Plan



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Sketch #2