



Item .....
Meeting ..... 2018 March 05

## COUNCIL REPORT

**TO:** CITY MANAGER 2018 February 28

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #16-35**  
**High Rise Apartment Tower with Street Fronting Townhouses**  
**Brentwood Town Centre Development Plan**

**ADDRESS:** 5180 Lougheed Highway (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 4, DL 125, Group 1, NWD Plan 3674

**FROM:** M2 General Industrial District

**TO:** CD Comprehensive Development District (based on RM5s Multiple Family Residential District and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "5180 Lougheed Highway" prepared by Raffi Architects Inc.)

**APPLICANT:** dys architecture  
 260 – 1770 Burrard Street  
 Vancouver, BC V6J 3G7  
 (Attn: Norm Chin)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2018 March 27.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2018 March 12, and to a Public Hearing on 2018 March 27 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.
  - 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.

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- 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 improvements prior to Final Adoption of the Bylaw. If requested, demolition may also be delayed to more closely coincide with approval of building permits, subject to specific conditions.
- e. The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 3.6 of this report.
- f. The granting of any necessary Covenants, including but not necessary limited to, Section 219 Covenants:
  - restricting enclosure of balconies;
  - indicating that project surface driveway access will not be restricted by gates;
  - guaranteeing the provision and maintenance of public art;
  - ensuring that handicap accessible parking stalls be held in common property to be administered by the Strata Corporation;
  - ensuring compliance with the approved acoustic study;
  - guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - ensuring that the site can be used safely in accordance with the approved geotechnical study;
  - ensuring that the water table will not be drawn down during and after development;
  - ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent;
  - ensuring the provision and ongoing maintenance of EV plug-in stations;
  - ensuring the provision and ongoing maintenance of car share vehicles; and,
  - restricting the use of guest rooms.
- g. The granting of any necessary easements and statutory rights-of-way.
- h. 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.
- i. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.

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- j. Compliance with the Council-adopted sound criteria.
- k. Submission of a Site Profile and resolution of any arising requirements.
- l. 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.
- m. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- n. The review of on-site residential loading facilities by the Director Engineering.
- o. The provision of facilities for cyclists in accordance with this report.
- p. The review of a detailed Sediment Control System by the Director Engineering.
- q. Compliance with the guidelines for underground parking for visitors.
- r. 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.
- s. The consolidation of the net project site into one legal parcel.
- t. The deposit of the applicable Parkland Acquisition Charge.
- u. The deposit of the applicable GVS & DD Sewerage Charge.
- v. The deposit of the applicable School Site Acquisition Charge.
- w. 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 this rezoning bylaw amendment is to permit the construction of a 46 storey high-rise residential building with three storey, street fronting townhouses.

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## 2.0 BACKGROUND

- 2.1 On 2016 October 03, Council received a report from 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 one lot, which is currently occupied by two older industrial buildings and the SkyTrain Millennium Line Guideway on a statutory right-of-way, on the north side of the site. Directly to the southwest are two high rise multi-family residential buildings approved under Rezoning Reference #05-47. Across Springer Avenue to the east, are the subject sites of Rezoning Reference #17-14, a master plan rezoning for four high rise multi-family residential buildings with street fronting townhouses, on sites currently occupied by older industrial buildings. Immediately to the north along the Lougheed frontage of the site is the SkyTrain Millennium Line Guideway. On the north side of Lougheed are older high rise multi-family residential buildings and low-rise multi-family residential, with single and two family residential beyond. Directly to the south are older industrial buildings, designated in the plan for future high-rise multiple family redevelopment.
- 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 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

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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, 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.

- 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 plan is for a single 46 storey apartment tower, located at the southwest corner of Springer Avenue and Lougheed Highway, with 3 storey street fronting townhouses along Springer Avenue, and an intensively landscaped parkway buffer along Lougheed Highway. The proposed development is in line with the Council adopted Brentwood Town Centre Development Plan.

A total of 307 stratified apartment units and 6 stratified townhouses are proposed. Parking for the proposed residential development will be located underground. Vehicular access to the parking is from the southeast side of the site, off Springer Avenue. 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 expected for 's' Category development in the City's Town Centre areas.

- 3.2 The tower and townhouses, conceived by Rafii Architects, is provided with unique details and features. The 46 storey tower is designed to recede at levels 14-16, 20-22, 33-35 and 38-40, allowing opportunities for lush sky gardens at key transition points. The 2 storey high transition levels are accentuated by white bands that wrap around specific façade faces. The delicate bands are proportionately designed and placed to visually slim the building. The east and west concrete facades with punched windows are intended to "anchor" the tower to the ground. Vertical reveals extending from the ground to the top visually break up the façade, by adding texture and shadow. By contrast, floor to ceiling glazing make up the majority of the north and south facades. The row of 3 storey townhouses fronting Springer Avenue, provide a human scaled street interface that simultaneously steps down from a proposed landscaped plaza at the intersection of Lougheed Highway, and articulates in and out to create an interesting urban frontage. The townhouses break in the centre of the site to permit a covered walkway, with fountains and plantings on either side, to reach out from the tower

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to achieve a pedestrian connection to Springer Avenue. South of this, a two storey high vehicular access connection to Springer Avenue is made via a portal through the townhouses. These two entrances lead to the tower's 3 storey high main lobby with a lounge area, mail and parcel rooms, and separate elevator banks. Above is the primary amenity level with a fitness facility, multi-purpose lounge and games room, a guest suite and a secondary lobby accessed from Lougheed Highway. The southwest facing outdoor amenity area, leading off this level, includes an outdoor fitness area, outdoor seating, children's play, BBQ area, vegetable garden and extensive landscaping. On the north facing Lougheed Highway frontage, is a proposed extension of the publically accessible Lougheed Parkway with lush plantings, seating and a significant feature art piece to be provided in a plaza at the corner of Lougheed Highway and Springer Avenue.

- 3.3 The development proposal meets the required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per residential unit (0.1 of which is for visitor parking) and 1.75 space per townhouse unit (0.25 of which is for visitor parking). To support the residential parking ratio, the developer has also provided for transportation alternatives. First, given the subject site's proximity to the Holdom SkyTrain Station, the equivalent value of two zone transit passes are to be provided to 50% of the units for one year to residents seeking an alternative to car use and ownership. Second, the proposed development is providing twice the required secured bicycle parking, a 4 station bicycle repair/maintenance area and bike trailer storage area. The development will provide 3 co-op cars (provider to be determined), including required parking, plus an initial annual car share membership fee for each unit. Finally, 32 Electric Vehicle (EV) plug-in stations (10% of the residential parking) and 1 Level 2 DC fast charge stall available to all residents - including all necessary wiring, electrical transformer and mechanical ventilation modifications will be provided. This arrangement would provide greater access to alternative transportation for a greater number of residents. Moreover, by providing a significant number of EV plug-ins, electric vehicle ownership in a multi-family context is facilitated, thus further enabling sustainable transportation choices. A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision and ongoing maintenance of provided vehicles, car share memberships, and EV plug-in stations.
- 3.4 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.
- 3.5 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.
- 3.6 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 90,348 sq.ft. of bonused gross floor area (GFA) included in the development proposal. In

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accordance with Council's adopted Community Benefit Bonus Policy it is recommended that the community benefit funds be received as a cash contribution-in-lieu for the future use 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 Brentwood Community Centre.

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.

- 3.7 The consolidation of the proposed development site includes the closure of a portion of Springer Avenue measuring approximately 606.5 m<sup>2</sup> (6,528.31 sq.ft.), which will be achieved through a Highway Closure Bylaw and required dedications equal 117.3 m<sup>2</sup> (1,262.61 sq.ft.) in area. Dedications are required on Lougheed Highway for the Town Centre "Arterial Road" Standard. The purchase of the road closure area would be net of the required road dedications.
- 3.8 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
- construction of Lougheed Highway across the development frontage to its final Town Centre arterial standard with separated sidewalks and bicycle lanes, rain gardens, street and pedestrian lighting, and related public amenities; the design and partial contribution towards the works across the 2200 Lougheed Highway frontage, to replace existing interim works, will be required;
  - proportionate contribution toward signalisation of the Springer Avenue and Lougheed Highway intersection to improve vehicular sightlines and pedestrian and cyclist safety;
  - construction of Springer Avenue to Town Centre local road standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
  - storm, sanitary sewer and water main upgrades as required;
  - site design and proportionate contribution toward replacement of the Douglas Road sanitary pump station; and,
  - a contribution towards the proposed pedestrian and cycling overpasses within the Brentwood Town Centre across the CN/BNSF Rail Lines.

To support the foregoing servicing requirements, an approximate 1.5 m (5ft.) dedication from 5180 Lougheed Highway, a statutory right-of-way granting public access to the Lougheed Parkway under the Millennium Line Guideway, and an extension of the statutory right-of-way for the Millennium Line Guideway over a portion of the closed road on Springer Avenue at Lougheed Highway, will be required as part of the subject

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rezoning application.

- 3.9 The developer is providing 64 adaptable units (20% of total number of single-level residential units), in line with the Council-adopted Adaptable Housing policy. A total of 4 handicapped parking stalls are required in relation to the residential components of the development. All of the stalls are located within the underground residential parking areas. Residential handicap parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.10 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 to ensure project surface driveway access will not be restricted by gates;
  - Section 219 Covenant guaranteeing the provision and maintenance of public art;
  - Section 219 Covenant ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
  - 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 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;
  - 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 electric vehicles and EV plug-in stations;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of three car share vehicles and allocated parking spaces;
  - Section 219 Covenant restricting the use of guest rooms;
  - Statutory Right-of-Way for public access to the parkway, sidewalk, cycle track, seating, feature art, and plaza under the Millennium Line Guideway; and,
  - Extension of the Statutory Right-of-Way for the Millennium Line Guideway.
- 3.11 Due to the proximity of the subject site to the Millennium SkyTrain Line, Springer Avenue, and the Lougheed Highway, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.



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- 3.12 Provision of four separate car wash stalls are required.
- 3.13 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 management features will be required.
- 3.14 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.15 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.16 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 3.17 Bicycle storage space and surface parking racks are to be provided for the residential tenants and visitors of the development.
- 3.18 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; and,  
 c) GVS&DD Sewerage Charge of \$1,082.00 per apartment unit, and \$1,515.00 per townhouse unit.

#### 4.0 DEVELOPMENT PROPOSAL

##### 4.1 Site Area

Gross Site Area:	-	4,762 m <sup>2</sup> ( 51,258 sq. ft.).
Dedications:	-	117.3 m <sup>2</sup> (1,263 sq.ft.)
Road Closure Area:	-	606.50 m <sup>2</sup> (6,528 sq.ft.)
Net Site Area:	-	5,251.2 m <sup>2</sup> (56,523 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	-	26,256 m <sup>2</sup> (282,617 sq.ft.)
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		(inclusive of 90,435.79 sq.ft. amenity bonus)
Residential Amenity Space	-	618.08 m <sup>2</sup> (6,653 sq.ft.) (exempted from FAR calculations)
Adaptable Unit Exemption (20 sq.ft./unit)	-	118.92 m <sup>2</sup> (1,280 sq.ft.)
Combined TOTAL GFA	-	26,162.15 m <sup>2</sup> (281,607 sq.ft.)
Site Coverage:	-	40%

#### 4.3 Height

Proposed Residential Tower	-	46 storeys
Street Fronting Townhouses	-	3 storeys

#### 4.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
32 Studio	447 – 513 sq.ft.
53 1 Bedroom (P11e)	589 – 594 sq.ft.
32 Adaptable 1 Bedroom (P11e)	539 – 540 sq.ft.
22 1 Bedroom + Den	661 – 790 sq.ft.
110 2 Bedroom	758 – 910 sq.ft.
26 Adaptable 2 Bedroom	831 – 844 sq.ft.
26 3 Bedroom	931 – 1,056 sq.ft.
6 Adaptable 3 Bedroom	1,316– 1,546 sq.ft.
6 Townhouse	1,469 – 1,829sq.ft.
<b>TOTAL: 313 Units (307 High Rise Apartment &amp; 6 Townhouse Units)</b>	

#### 4.5 Parking

<b>Vehicle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
<u>Residential Parking</u>		
307 Apartment Units (Required 1.1 spaces/unit)	- 338	400
6 Townhouse Units (Required 1.75 spaces/unit)	- 11	11
(inclusive of 33 visitor spaces, 8 handicapped parking stalls and 41 EV plug-in stations)		
Car Wash Stalls	- 4	4

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Car Share Vehicles	- 3	3
Residential Loading	- 2	2


#### **Bicycle Parking**

#### **Required and Provided Spaces**

Resident - 2/unit @ 315 units	- 631 in double storage lockers
Visitor - 0.2/unit @ 315 units	- 64 in racks

#### **4.6 Communal Facilities** ***(Excluded from F.A.R. Calculations)***

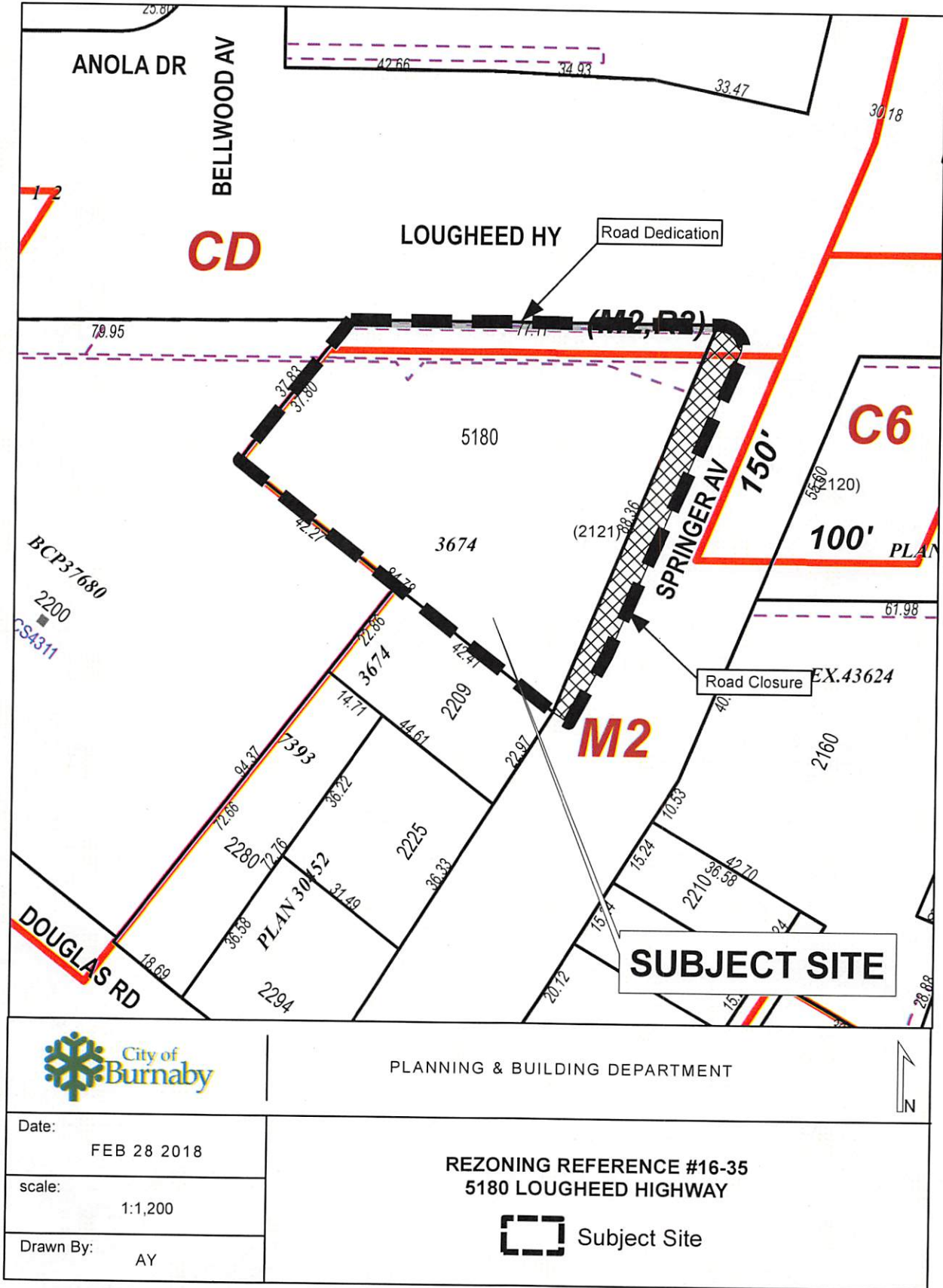
Primary communal facilities for residents include an amenity lobby located at the ground floor level flanking Springer Avenue with a mail room, parcel storage, lounge and concierge area and at the Lougheed Highway level of the residential tower, which includes an indoor fitness facility, multi-purpose games/ lounge/ party room with a kitchen and dining area, and a guest suite. The outdoor amenity area includes an outdoor fitness area, outdoor seating, children's play, vegetable garden, dining area and extensive landscaping. The internal amenity area amounts to 618.08 m<sup>2</sup> (6,653 sq.ft.) which is less than the permitted 5% (10,930 sq.ft.) exemption from Gross Floor Area permitted within the Zoning Bylaw. At ground level are various landscape elements located throughout the site, as well as a feature art contribution installation to be located within a publically accessible, lushly landscaped, plaza at the corner of Springer Avenue and Lougheed Highway.

  
 Lou Pelletier, Director  
 PLANNING AND BUILDING

IW:eb  
***Attachments***

cc: Director Engineering  
 Director Public Safety and Community Services  
 City Solicitor  
 City Clerk

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### Sketch #1

