



February 23, 2016
Our File: 01-0470-20/C02B/2016-1
Doc #:2207041

City of Burnaby
Office of the City Clerk
4949 Canada Way
Burnaby BC V5G 1M2

Dear Sir/Madame:

RE: Public Hearing Input: City of Burnaby Proposed Rezoning – Lougheed Town Centre Core Area Master Plan

Please be advised that at the February 22, 2016 Regular Council Meeting for the City of Coquitlam, Council reviewed the proposed Lougheed Town Centre Core Area Master Plan and made the following resolutions:

"That Council:

- 1. Direct staff to send this report to the City of Burnaby, as Coquitlam's input for the February 23, 2016 Burnaby Public Hearing on the proposed Lougheed Town Centre Core Area rezoning application #15-23, and request that Burnaby:*
 - forward information to Coquitlam on the forthcoming, more detailed development, traffic and servicing plans applicable to this rezoning, as described in this report;*
 - notify Coquitlam of related, site-specific rezoning applications on the applicant's properties, as they come forward to future Burnaby Public Hearings;*
 - consult and work with Coquitlam on transportation improvements along North Road, as required and as noted in this report; and*
- 2. Direct staff to send this report to New Westminster, as an adjacent municipality, for information."*

Accordingly, please find attached the Report to Council dated February 18, 2016 titled "City of Burnaby Proposed Rezoning – Lougheed Town Centre Core Area Mater Plan".

It would be appreciated if you could please inform of receipt of this letter soon enough to ensure that these comments will be included in the public record.

Should you have any questions or require any further information with respect to this matter, please contact me at 604-927-3401.

Yours truly,

A handwritten signature in black ink, appearing to read "J.L. McIntyre".

J.L. McIntyre, MCIP, RPP
General Manager Planning and Development

c - Pete Steblin, City Manager

Coquitlam

For Council

February 18, 2016
 Our File: 01-0470-20/C02B/2016-1
 Doc #: 2199647.v1

To: City Manager
 From: General Manager Planning and Development
 Subject: **City of Burnaby Proposed Rezoning - Lougheed Town Centre Core Area Master Plan**
 For: **Council**

Recommendations:

That Council:

1. Direct staff to send this report to the City of Burnaby, as Coquitlam's input for the February 23, 2016 Burnaby Public Hearing on the proposed Lougheed Town Centre Core Area rezoning application #15-23, and request that Burnaby:
 - forward information to Coquitlam on the forthcoming, more detailed development, traffic and servicing plans applicable to this rezoning, as described in this report;
 - notify Coquitlam of related, site-specific rezoning applications on the applicant's properties, as they come forward to future Burnaby Public Hearings;
 - consult and work with Coquitlam on transportation improvements along North Road, as required and as noted in this report; and
2. Direct staff to send this report to New Westminster, as an adjacent municipality, for information.

Report Purpose:

This report provides an overview and commentary on a significant, large-scale rezoning application in Burnaby's Lougheed Town Centre Plan area.

Strategic Goal:

This report relates to the City's strategic goal of Strengthening Neighbourhoods, specifically the development of the Burquitlam Lougheed Neighbourhood Plan, which includes neighbourhoods directly adjacent to the proposed rezoning.

Background:

On February 1, 2016, Burnaby Council gave first reading to a proposed rezoning bylaw, which if approved will establish a 30 year plan to guide the high-density, mixed-use redevelopment of the Lougheed Mall site and three surrounding properties by Shape Properties, the rezoning applicant. A Burnaby Public Hearing will be held on February 23, 2016 to receive public input on the proposed rezoning.

Rezoning Overview

This rezoning involves a 41 acre 'master plan' portion (owned by the applicant) of the 72 acre Lougheed Town Centre 'core area' (see Attachment 1). This core area is set within the larger Lougheed Town Centre area, which is one of four town centres in Burnaby's Official Community Plan (OCP), and is located within a 'municipal town centre' in the Metro Vancouver Regional Growth Strategy (RGS) at the confluence of two regional rapid transit corridors.

Background: cont'd/

As noted on page 2 of the Burnaby report (Attachment 2), this Comprehensive Development (CD) rezoning is intended to define the general land use, form, massing, subdivision pattern, site servicing, phasing, and distribution of densities on the applicant's properties. As a condition for the final consideration of this rezoning, Burnaby is requiring the submission of a more detailed plan of development, and approved Transportation, Servicing and on-site Stormwater plans. Future development of specific master plan phases will require subsequent individual site rezonings to be approved by Burnaby Council.

In summary, the proposed 41 acre rezoning involves (see pages 14, 32 and 35 of the Burnaby report for site plan, tower sites/heights and phasing, respectively):

- increasing the size of Lougheed Mall and redeveloping it with pedestrian-friendly, open-air retail and parks, plazas and residential high-rises above;
- potentially a maximum of 10.7 million sq. ft of new commercial floorspace on the applicant's properties, although the report notes the applicant is currently considering a total of 2.7 million sq. ft of commercial floorspace on their properties;
- potentially 23 residential high-rises (30 potential new high-rises in entire core area), some of which are potentially 65 storeys high, if the applicant's properties are developed to the maximum residential Floor Area Ratio or FAR of 5.0;
- about 9,500 new dwelling units (11,800 units for entire core area), and a parking ratio of 1.1 spaces per unit;
- frontage and road improvements to Austin Avenue, North Road and associated intersections and new access points;
- a new local road network within the redeveloped Mall site;
- an enhanced plaza area at the Lougheed SkyTrain station and bus exchange; and
- contributions to the future replacement of the Cameron Recreation Centre and Library through density bonus funds generated from the redevelopment of the site.

The potential maximum residential density of 5.0 FAR on the applicant's 41 acres will likely yield a significant number of high-rises near the Lougheed SkyTrain station in the coming decades. The proposed residential parking ratio of 1.1 spaces per dwelling unit, of which 0.1 spaces is for visitor parking, is also notable.

Coquitlam's nominal residential parking ratio, without Transportation Demand Measures (TDM) applied, is 1 space per 1 bedroom unit, 1.35 spaces per 2 or more bedroom units, plus 0.20 spaces per unit for visitor parking; however, as per Coquitlam's Zoning Bylaw, in Evergreen Line 'core and shoulder' areas these parking rates can be reduced by 5 to 10 percent for specific new developments, depending on the extent of TDM measures utilized in these new developments. Presumably Burnaby staff support the 1.1 parking ratio and the 5.0 FAR residential density due to the close proximity of the rezoning application to SkyTrain and being located within a regional municipal town centre.

Recent Timeline of Lougheed Mall Redevelopment Planning

The applicant purchased Lougheed Mall in 2010, and has been working since 2013 with Burnaby staff in developing the master plan. This process involved public open houses in February 2014 and June 2015, as well as Burnaby Council check-ins.

Coquitlam staff have monitored this process through periodic contact with Burnaby staff and review of media sources. The potential high-density

Background: cont'd/

redevelopment of the Lougheed Mall area was also noted as a part of the Burquitlam Lougheed Neighbourhood Plan (BLNP) kick-off report at the April 7, 2014 Council-in-Committee meeting. The influence of this regionally-significant redevelopment on the BLNP housing and office market was also discussed at the July 6, 2015 Council-in-Committee meeting. Key discussion points at this meeting included references to 25+ high-rises and major commercial development being planned for the area.

Influence on BLNP Process

The densification of the Lougheed Town Centre and potential redevelopment of Lougheed Mall has been considered in the BLNP process. In addition to the BLNP market analysis, traffic modelling based on the proposed Lougheed Mall master plan (as it evolved over the past 2 years), including anticipated dwelling units and commercial floorspace, has also been incorporated into BLNP findings to date. The BLNP traffic consultant also previously worked with Burnaby's prime consultant on the transportation modelling for the Lougheed Mall master plan rezoning.

Key transportation analysis findings include confirming the need for three northbound lanes on the Coquitlam side of North Road, as properties redevelop (and as was attained in the recently approved development application at 525 North Road). The Lougheed Mall master plan rezoning also requires three travel lanes for the southbound portion of North Road in Burnaby.

Non-referral of Rezoning to City of Coquitlam

While Coquitlam Council and staff were generally aware of the Lougheed Mall redevelopment planning process, the final version of the master plan, as detailed in this rezoning application, was not officially referred to the City of Coquitlam for comment. This is regrettable, given the significant scale of the rezoning, its immediate adjacency to Coquitlam, and direct access to a shared boundary road.

This non-referral is due to this rezoning not being considered an OCP Amendment by Burnaby; typically large, neighbourhood-scale redevelopment proposals involve OCP Amendments, such as New Westminster's proposed Sapperton Green project, and are referred to adjacent municipalities as per the *Local Government Act*.

However, while the Lougheed Town Centre is designated as a location and area in the Burnaby OCP, property-specific land use designations are not included in the Burnaby OCP. The Town Centre Plan is also not included in the official Burnaby OCP Bylaw, thus changes to property-specific land use designations in the Town Centre Plan are made by Burnaby Council resolutions, not via OCP Amendments.

Property-Specific Public Hearing Notifications

Burnaby staff have confirmed that Coquitlam properties within the Burnaby 30 metre Public Hearing notification distance have been notified, including properties along North Road between Cochrane Avenue and Austin Avenue. For rezonings involving Coquitlam properties adjacent to Burnaby, Coquitlam staff send Public Hearing notifications to Burnaby properties within a 100 metre radius. Coquitlam OCP Amendments involving properties adjacent to Burnaby are also referred to the City of Burnaby.

Discussion/Analysis:

The following discussion includes staff commentary, recommendations and suggestions regarding future notification of forthcoming Burnaby site-specific rezonings associated with this rezoning application, and requests for information on related forthcoming, more detailed development, traffic and servicing plans.

Referral of New Information and Site-Specific Major Rezonings

Provided Burnaby Council gives second reading to the rezoning, and as noted above, more detailed development, traffic and servicing plans will need to be submitted to Burnaby by the applicant in order to complete the rezoning and begin redevelopment. Staff recommends that the outcomes of these development, traffic and servicing plans be communicated to Coquitlam for information, so they can be considered as a part of the BLNP process and future development applications on the Coquitlam side of North Road.

Staff also recommends that Burnaby notify Coquitlam of future significant, site specific rezonings on the Lougheed Mall site and directly adjacent to North Road (where the first phase is anticipated to be constructed), given the potential for built form, traffic generation and access impacts on North Road and the Coquitlam neighbourhoods to the east. In response to recent inquiries, Burnaby staff have indicated a willingness to forward information and notify Coquitlam of future site-specific rezonings.

Specific Comments on Proposed Rezoning
Built Form Adjacent to North Road

The proposed rezoning notes that future development along the west side of North Road could involve street-fronting podium buildings up to 85 feet high. Staff note that a continuous street wall of this height, coupled with towers ranging from 30 to 45 storeys high along the North Road frontage, could result in excessive shadowing of sidewalks, lower-floor and ground-floor building faces (where retail, restaurants and patios are located) on both sides of North Road, in the afternoon and evening periods and particularly during the 'shoulder' (ie. spring, fall) months of the year.

In comparison, recently-approved developments on the Coquitlam side of North Road involve 28 storey high-rises set upon 2 to 3 storey podiums (i.e., podium heights of 30 to 45 feet). These buildings will also front substantial sidewalk and public realm areas that implement Coquitlam's vision for an enhanced North Road streetscape associated with the Evergreen Line. Noting that the City and private developers have and will be making significant capital investments in creating this enhanced streetscape, it is important that adequate access to sunlight is maintained and new development involves more human-scaled buildings that step down to the street, so the public realm on both sides of North Road is attractive and usable.

Staff suggests that Burnaby review and consider lower/different podium building approaches that minimize potential shadowing impacts on the Coquitlam side of North Road, as a part of specific site rezonings along North Road.

The proposed rezoning also includes the possibility of very tall high-rises (up to 65 storeys or 700+ feet). While it is appreciated that the master plan shows these buildings located away from the North Road frontage, staff suggests that Burnaby

Discussion/Analysis: cont'd/

orient and locate these very tall buildings, as a part of specific rezonings, to reduce shadowing impacts on Coquitlam neighbourhoods to the east.

Transportation and Servicing

In addition to the request to have the traffic and servicing master plan results communicated to Coquitlam, Engineering staff note further comments for Burnaby's consideration for site-specific rezonings on the Lougheed Mall site:

- North Road, Austin Avenue and Lougheed Highway are part of the Major Road Network (MRN) and Burnaby or Coquitlam are not able to reduce the current carrying capacity on these roads;
- the draft North Road Maintenance Agreement between Coquitlam and Burnaby requires each City to get approval from the other City for any works that impact North Road within the other City (for example, if Burnaby adds a new North Road intersection, they need Coquitlam's approval, unless this intersection is restricted to right in/right out movements); and
- the proposed pedestrian crossing across North Road near Brookmere Avenue requires works on the Coquitlam side of North Road and a pedestrian signal, and staff note that further consultation between Coquitlam and Burnaby on this will be necessary.

It is also expected that the Lougheed master plan servicing requirements (water, stormwater, sewer) are all fulfilled without any impacts to Coquitlam's ability to service new development in Coquitlam and the BLNP area.

Planned Community Amenities

The rezoning report indicates that the existing Cameron Recreation Centre and Library are to be replaced at some point in the future, through the use of density bonus funds generated by new development in the Lougheed Town Centre core area.

Noting that the build out of the Town Centre area could yield an additional 25,000 residents over 30 years, this approach has likely been pursued by Burnaby to meet the recreational needs of existing and future Lougheed Town Centre residents, which are likely under-served. It also appears that the Cameron replacement is decades away, relative to the approach that Coquitlam is taking to facilitate the development of a new YMCA recreation centre in Burnaby, to meet a much-needed community need, within the next 5 years. It is also important to note that the Coquitlam YMCA project will provide necessary services anticipated to serve Coquitlam, and this project has considered existing facilities in the area in determining need and programming through the aquatic infrastructure strategy, which is in final draft and awaiting the PRC Master Plan adoption.

The City will be updating the final Aquatic services strategy to confirm the inclusion of aquatics in the replacement of Cameron, which was expected but not confirmed. Overall, no impact on the City's planned recreation or aquatic infrastructure investments should arise from the replacement of Cameron recreation centre in the long-term.

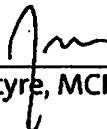
Financial Implications:

There are no direct financial implications associated with this report at this time.

Conclusion:

The proposed Lougheed Town Centre Core Area Master Plan rezoning application is being considered at Burnaby's February 23, 2016 Public Hearing. If approved, it will guide high-density redevelopment on the applicant's properties (including Lougheed Mall) over the next 30 years. While Coquitlam Council and staff are aware of this process, this rezoning application was not referred to Coquitlam for comment. This is a regrettable situation, given the significant scale, its adjacency and location along a shared major road.

In addition to the staff comments on the proposed rezoning in this report, staff recommend that the outcomes of the forthcoming development, traffic and servicing plans be communicated to Coquitlam for information, so the findings can be considered as a part of the completion of the BLNP process and future development applications. Staff also recommend that Burnaby notify Coquitlam regarding future, significant site specific rezonings on the Lougheed Mall site, particularly for locations directly adjacent to North Road, where the first phases are anticipated to be constructed. Coquitlam also requests that Burnaby consult with Coquitlam on related North Road transportation improvements.



J.L. McIntyre, MCIP, RPP

CJ/ms

Attachments:

1. Rezoning Application Site (within Lougheed Town Centre 'core area')
2. City of Burnaby Rezoning Application Report (Rezoning Reference #15-23)

This report was prepared by Carl Johannsen, Manager Community Planning and reviewed by Development Planning, Engineering and Public Works, Parks, Recreation and Culture and Strategic Initiatives staff.

Attachment 1: Master Plan Rezoning - Lougheed Town Centre

