



Item
Meeting2016 July 25

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2016 July 20
FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: Rez# 15-40
**SUBJECT: REZONING REFERENCE #15-40
MULTIPLE FAMILY HIGH RISE DEVELOPMENT
RESPONSE TO PUBLIC HEARING ISSUES**

PURPOSE: To respond to issues raised at the Public Hearing for Rezoning Reference #15-40.

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 #15-40.

REPORT

1.0 BACKGROUND

On 2016 June 28, a Public Hearing was held for Rezoning Reference #15-40. The subject rezoning application proposes two towers, 26 and 32 stories on a podium with 3 storeys of above grade parking and one level of underground parking. The above grade parking structure is screened by eight ground oriented townhouses and other building elements fronting Douglas Road and Goring Street. This site is located within the Council adopted Brentwood Town Centre Development Plan (see *attached* Sketches #1 and #2).

At the Public Hearing, one written and oral submission was received from Boffo Developments, owner of the parcels north of the site. The submission expressed concerns related to the design of the proposed development and potential impacts to future development of the parcels north of the subject site. The concerns raised included: the design review completed by the Planning Department, proposed building siting and setbacks, form and character of the above grade parking structure, and solar exposure. A further written submission was received requesting that the streets be "more bike friendly". At the Public Hearing, Council requested that a staff report be submitted to provide information on the issues raised. The following report addresses Council's request.

2.0 ISSUES RAISED

As indicated, the delegation expressed specific concerns related to the proposed design for the subject development in relation to future impacts and development potential of lands held by Boffo Developments to the north of the subject site.

The following addresses the issues raised.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #15-40
Response to Public Hearing Issues
2016 July 20 Page 2

Issue #1 – Building Siting and Setbacks

Concerns were raised regarding the siting and setbacks of the development, and the potential impact upon the future apartment tower layout of the adjacent lands to the north.

Response:

The proposed project has three components: a three storey podium with parking and town houses fronting Douglas Road and Goring Street; a 26 storey apartment tower on the western side of the site; and a 32 storey apartment tower on the eastern side of the site.

The proposed three storey podium is located toward the rear of the site away from the intersection of Douglas Road and Goring Street, with the townhouses facing Douglas Road and Goring Street to screen the above grade parking. The building face with the street fronting townhouses is setback from Douglas Road and Goring Street by 5.25 m (17.21 ft.), which is considered to be the minimum acceptable setback for townhousing facing a busy street.

The above grade parking podium observes a nil setback from the west lane, the north property line, and the eastern property line. The purpose and intent of this setback is planned with the full expectation, and development requirement, for future development on adjacent lands to abut this above grade parking structure, which will complete a landscaped roof top podium level across the variable developments. The matching of the above grade podium parking structures of the subject development with future development will address all design integration considerations, and is in response to geotechnical and ground water conditions in this area. These conditions limit the feasibility of achieving full underground parking, and as such, this design response is planned for and made available to the current and future developments in this area, and will apply to, and benefit, the future development of the Boffo property to the north. This approach is being successfully applied to a number of rezonings in the area including: Rezoning References #14-11, #15-30 and #15-31 on Alpha and Beta Avenues.

The proposed development is on a site comprised of three lots: two fronting Douglas Road and one on Goring Street. The site is large enough to be developed as two separate developments: one on the Douglas Road site and one on the Goring Street site, each with its own podium and high rise building. On review of the site development options, staff and the applicant choose to pursue a single, phased development site approach, still with podium development and two high rise buildings. This approach serves to improve site access and provided for a stronger urban treatment and interface to the public Douglas-Goring intersection, with a more efficient road network, and safer conditions for pedestrians and cyclists.

As a result, the proposed high rise building setbacks from the west side yard and north rear yard well exceed required bylaw minimums, and the spatial separation between the proposed Douglas Road tower (Phase II), and the Goring Street tower (Phase I), exceeds minimum guidelines of 80ft. corner to corner. The Goring Street tower site is also deep enough to provide room for the street fronting townhouses with structured parking behind in a podium with the tower on the podium over the centre of the parking circulation below, which also sets it back from the Douglas-Goring intersection. The proposed building's setback from the east side yard well exceeds required bylaw minimums. The setback to the site to the north has been minimized to 5.78 m (18.96 ft.) as a result of the need to

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #15-40
Response to Public Hearing Issues
2016 July 20 Page 3

accommodate the above grade structure parking, and to establish a positive residential relationship to Goring Street and Douglas Road.

Specifically, the proposed 26 storey apartment tower is identified to be located on the western portion of the podium on Douglas Road. The building is setback from Douglas Road by 11.65m (38.21 ft.), from the west lane by 14.68 m (48.17 ft.), from the north property line by 23.22 m (76.17 ft.) and from the proposed 32 storey apartment tower by 29.25 m (95.96 ft.).

The proposed 32 storey apartment tower is identified to be located on the eastern portion of the podium on Goring Street. The building is setback from Goring Street by 14.94 m (49.00 ft.), from the eastern property line by 14.82m (48.63 ft.), and from the northern property line by 5.78 m (18.96 ft.) (see Sketch #3 *attached*).

A detailed review of the proposed building setbacks and siting was undertaken during the design development stage of the rezoning, with consideration to the north property line setback. This review was completed by staff and the subject development architect, which at the time, represented the subject property and the property to the north. The proposed setbacks on the subject site will permit the efficient layout of a four tower development on the adjacent site to the north, while meeting minimum tower separation requirements. Other options considered, however, resulted in increased impacts to the community, public streetscape and adjacent lands through increased shadowing, and impactful and unacceptable building height and mass, particularly when a single building option was considered.

At the Public Hearing, the delegation representing Boffo Developments shared with Council, a site plan from their files, showing a preferred development plan for their site. This site plan had not been provided to City staff prior to completion of the development plan for the subject site and submission of the development for consideration at Public Hearing. Nor has this proposal presented by the delegation, been reviewed or accepted by planning staff, as being acceptable to guide development in the area. No consideration of adjacent lands, servicing, development form, allocation of density, access and parking accommodation, geotechnical conditions or other matters, has been given by the Planning Department. Further, this plan has never been a part of the subject rezoning application, or any other application or enquiry within the area.

Staff, have however, given full and due care to considering the subject development's design in context with other adjacent lands, and is of the view that a suitable design has been achieved, that supports the subject development, as well as facilitates and supports the suitable development of adjacent lands that will advance to consideration of rezoning and development in future.

Issue #2 – Form and Character of Above Grade Structured Parking.

Issues were raised regarding the use of above grade structured parking to meet the minimum parking requirements.

Response:

Projects on Goring Street from Douglas Road to Holdom Avenue are sited on lowland peat soils common in the Central Valley area. To the northwest, on the Boffo sites, these underlying soils transition to glacial till as the land slopes up along both Lougheed Highway and Springer Avenue.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #15-40
Response to Public Hearing Issues

2016 July 20 Page 4

The elevation on Loughheed Highway is about 12 m. (39 ft.) above the intersection of Douglas Road and Goring Street where the subject site is located. To accommodate required parking for multi-family residential development on lowland sites, parking is accommodated 'above grade' rather than underground in response to groundwater and geotechnical conditions.

This was successfully achieved in the immediate area to the east through Rezoning Reference #03-38 (the Legacy at Holdom Station) by placing the above grade structured parking behind street fronting work-live townhouses on Goring and the western mews, and behind retail units on Holdom and in the station area. On the subject site, a single level of underground parking and three levels of above grade parking are proposed in the podium with street fronting live-work townhouses on Douglas Road and Goring Street. As noted, the above grade parking structure abut neighbouring sites to the east, west and north. The structure will be similar to those required on neighbouring sites to accommodate parking, and as noted, the structures will abut to create a similar development podium elevation.

A similar condition occurs north of Alaska between Willingdon and Beta. Three adjacent projects (Rezoning References #14-11, #15-30 and #15-31) propose structured above grade parking that is concealed by street fronting townhouses along property lines facing the street (Alaska Way, Alfa and Beta Avenues) and utilizes structured above grade parking on neighbouring sites to obscure above grade parking along the abutting property lines.

Staff will work with the property owners of sites adjacent to the subject site, to ensure that the proposed structured parking is integrated with future structured above grade parking. In the case of the sites to the north of the subject site, it is anticipated that there will be structured parking on the southern property line, and as soils improve to the northwest, the parking will transition to underground parking at Loughheed Highway and Springer Avenue given the increase in property elevation towards Loughheed Highway. This will address concerns about the height, setbacks and aesthetics of the proposed structured parking on the subject site.

Issue #3 – Solar Exposure

Concerns were raised regarding the impact of shadows on future development of the Boffo sites.

Response:

Shadow analysis prepared for the Public Hearing drawings indicate shadows from the podium and two towers. The future development of the sites to the north will result in construction of above grade parking structures that will eliminate shadows from the podium, by raising the effective ground plane to match the subject site. Due to the orientation of the streets and properties in this block, shadows from the two towers have the least impact upon the site to the east, greatest impact upon the sites to the west on Springer Avenue and moderate impact upon the sites to the north. This is an expected result for development in this area, with the spacing of the towers providing for access and light penetration through the development sites.

Issue #4 – Bike Friendly Streets

Concern was raised that the street design for the subject site includes safe off-site bicycle facilities.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #15-40
Response to Public Hearing Issues
2016 July 20 Page 5

Response:

Located in the Brentwood Town Centre, the proposed off-site frontages on Douglas Road and Goring Street will be rebuilt to the Town Centre standard including wider sidewalks, raingardens, street trees, separated bicycle facilities and street furniture. The intersection of Douglas Road and Goring Street is proposed to be reconstructed to create safer crossings for pedestrians and cyclists; and better sightlines and more efficient movements for motor vehicles.

3.0 CONCLUSION

The development proposal for the subject rezoning application (Rezoning Reference #15-40) is for two apartment towers with ground oriented townhouses fronting Goring Street and Douglas Road within the Brentwood Town Centre Development Plan area. The proposal is considered supportable given its consistency with the adopted Plan, in its pursuance of quality architecture and a progressive landscaping treatment and location proximate to area amenities and transit services.

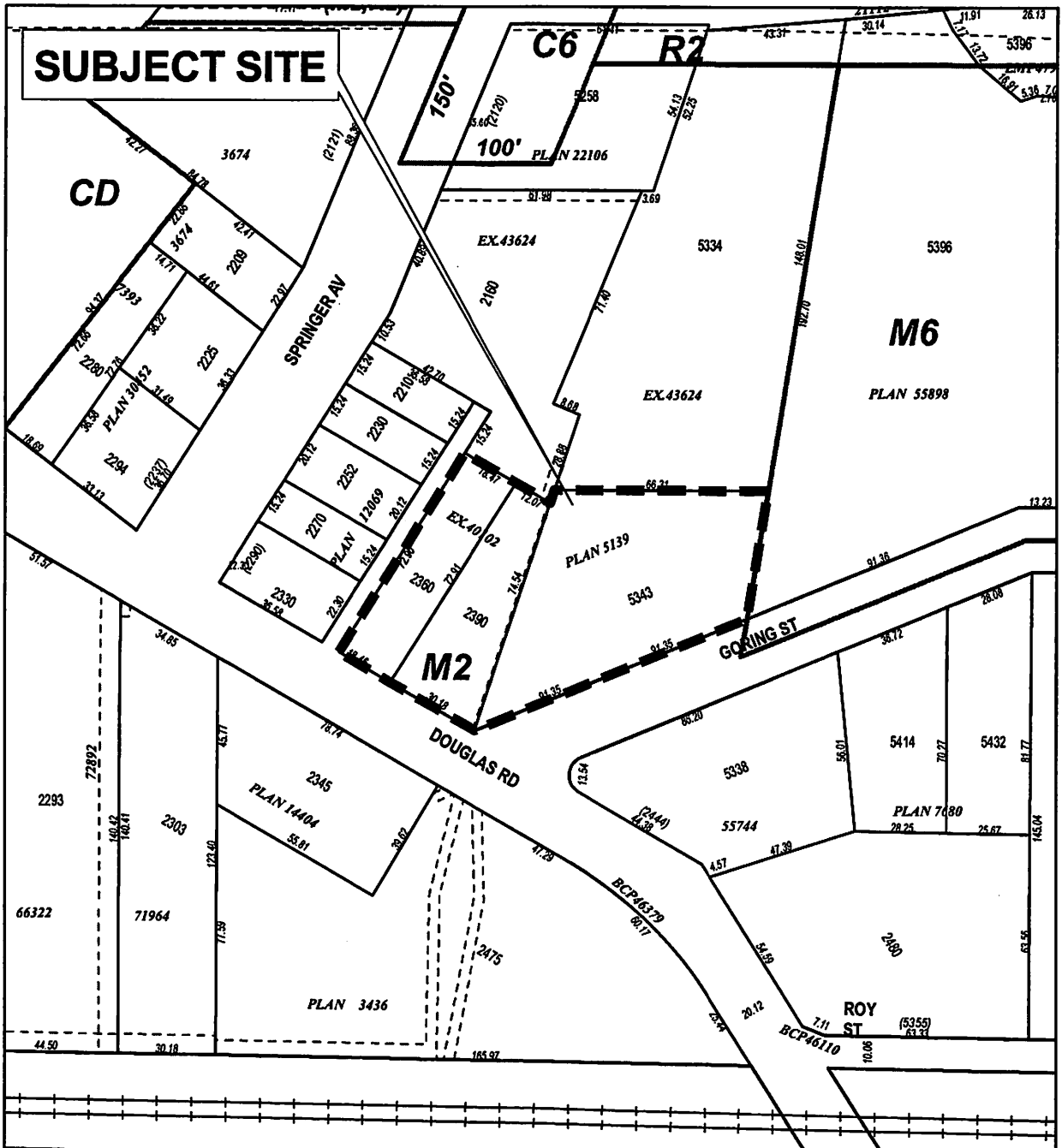
This report provides information responding to questions raised at the Public Hearing, including those related to the site's proposed building siting, above grade parking, solar exposure, and off-site bicycle facilities. As a condition of Final Adoption of the rezoning, the developer will be required to complete the required prerequisites of the subject rezoning application, as well as obtain the necessary City approvals and permits. As noted above, the development proposal for the subject site has been reviewed in context with neighbouring lands and the future expected development pattern in the area, and is considered to be appropriate and supportable.

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 #15-40.


Lou Pelletier, Director
PLANNING AND BUILDING

IW:spf
Attachments

cc: Director Engineering
Chief Building Inspector
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:
NOV 02 2015

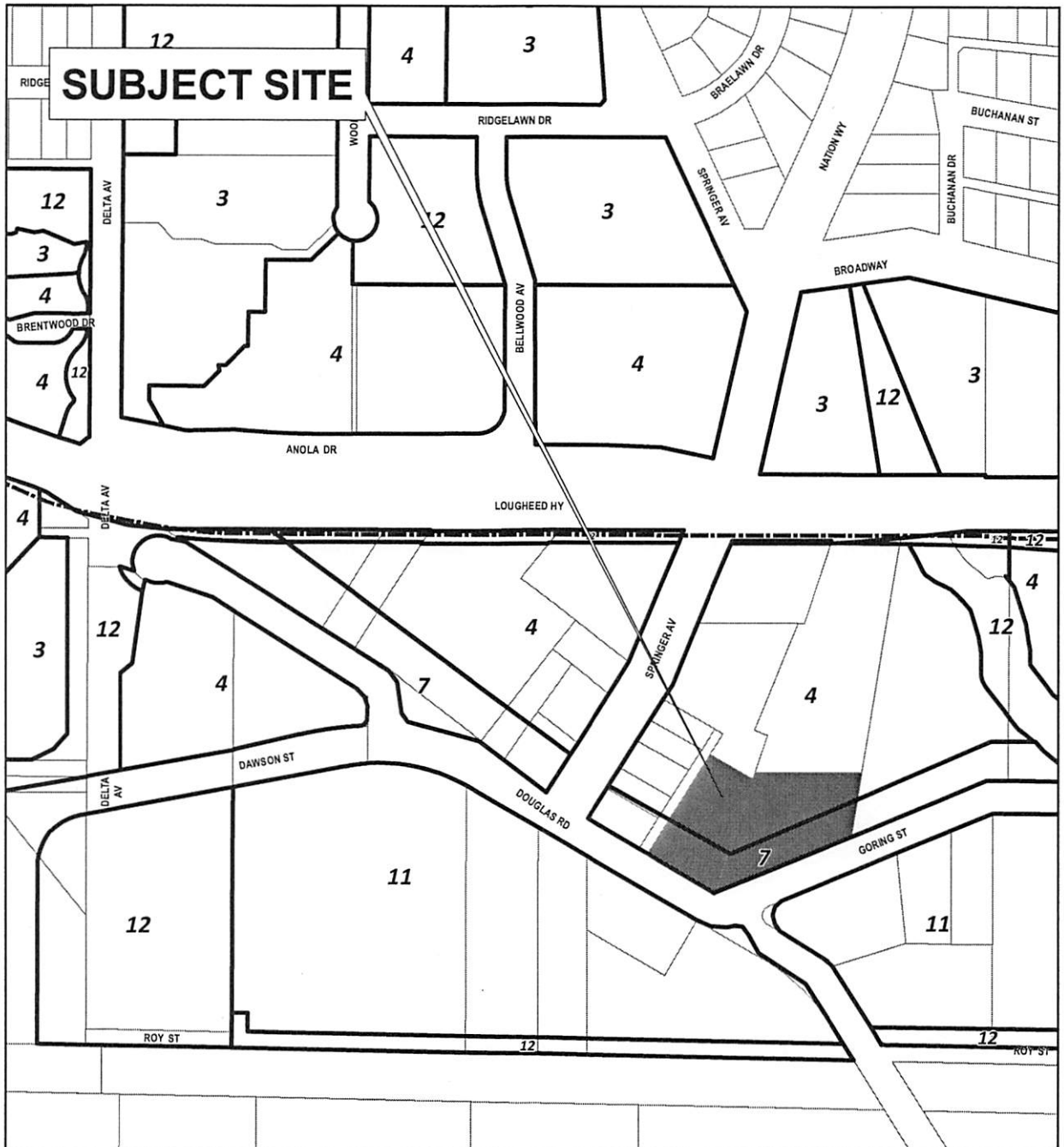
SCALE:
1:2,000

DRAWN BY:
AY

REZONING REFERENCE #15-40
2360 AND 2390 DOUGLAS ROAD
5343 AND 5345 GORING STREET

 Subject Site

Sketch #1

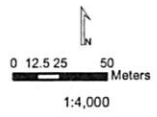


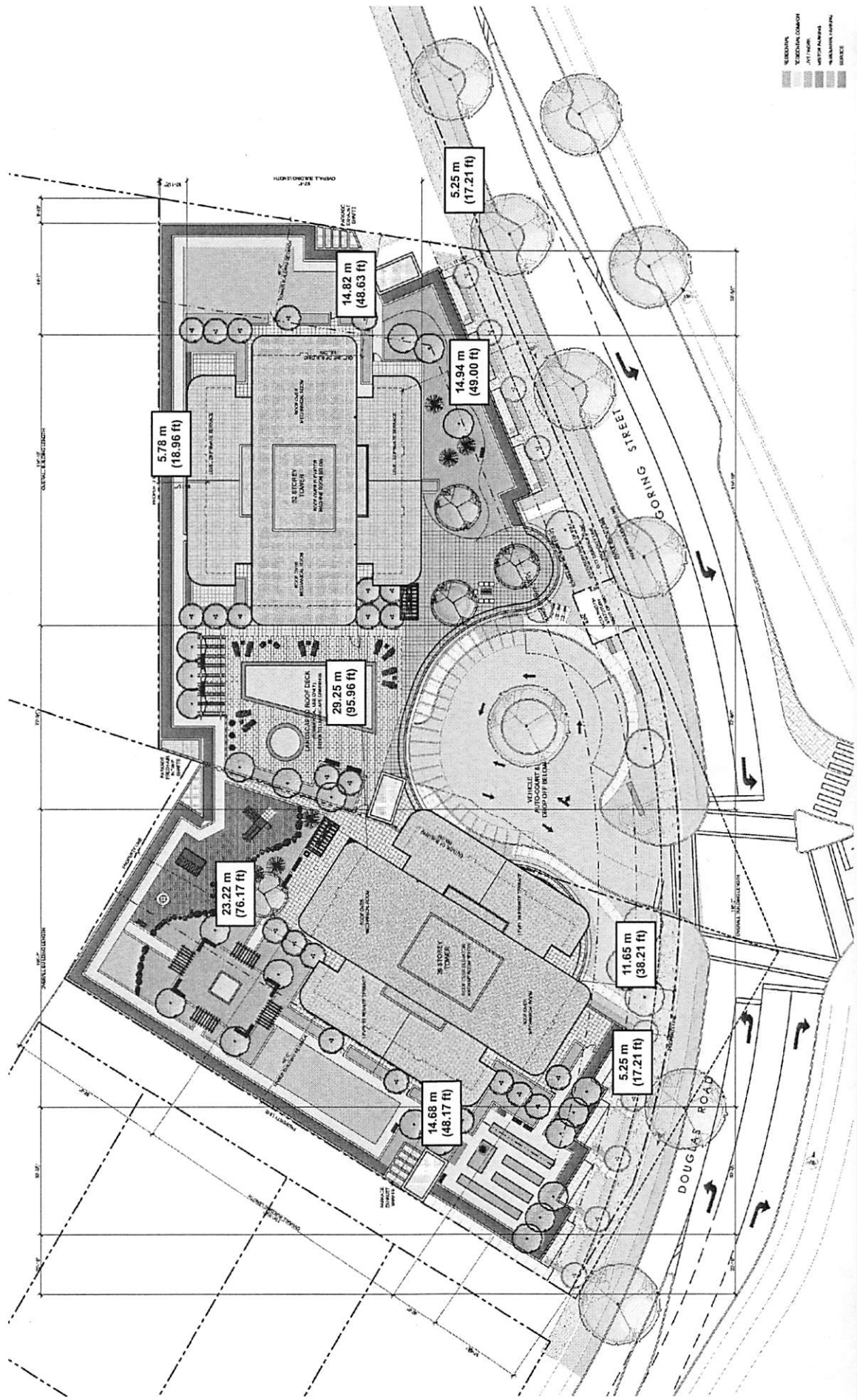
- | | |
|---|---|
| 3 Medium Density Multiple Family Residential | 8 Medium or High Density Multi Family Residential |
| 4 High Density Multiple Family Residential | 10 Institutional |
| 5 Commercial | 11 Business Centre |
| 6 Medium Density Mixed Use | 12 Park and Public Use/Public School |
| 7 High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



City of Burnaby
Planning and Building Dept

Brentwood Plan





Multi-Family Development
 5345 Goring Street & 2360/2390 Douglas Road
 Burnaby, BC



Chris Jikeakos
 ARCHITECTS INC.

Site Plan
 Scale: 1/16" = 1'-0"

Issued for Rezoning
 July 15, 2016



A101