

## COUNCIL REPORT

**TO:** CITY MANAGER 2014 December 03

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #13-14**  
**High Rise Apartment Tower and Ground Oriented Townhouses**

**ADDRESS:** 6592/6650 Dunblane Avenue and 6579/6611 Marlborough Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 44, DL 152, Group 1, NWD Plan 27166; Lot 17, DL 152, Group 1, NWD Plan 1292; Lot 18, DL 152, Group 1, NWD Plan 1292; Lot 40, DL 152, Group 1, NWD Plan 25465; Lot 24, DL 152, Group 1, NWD Plan 24406

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on the RM5s Multiple Family Residential District and Metrotown Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "Dunblane" prepared by DYS Architecture)

**APPLICANT:** Polygon Development 307 Ltd.  
900 – 1333 West Broadway  
Vancouver, BC V6H 4C2  
(*Attention: Brian Ellis*)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2015 January 27.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2014 December 08 and to a Public Hearing on 2015 January 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. 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 \$10,302,627 cash in-lieu contribution in accordance with Section 3.2 of this report.
- f. The consolidation of the net project site into one legal parcel.
- g. The granting of any necessary Covenants, including, but not necessarily 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 the provision and ongoing maintenance of electric vehicles and EV plug-in stations; providing that all disabled parking to remain as common property; and ensuring compliance with the submitted acoustical analysis.
- h. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.
- i. The undergrounding of existing overhead wiring abutting the site.
- j. Compliance with the Council-adopted sound criteria.
- k. 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.
- l. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- m. The review of on-site residential loading facilities by the Director Engineering.

- n. The provision of facilities for cyclists in accordance with this report.
- o. The review of a detailed Sediment Control System by the Director Engineering.
- p. Compliance with the guidelines for underground parking for visitors.
- q. 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.
- r. The deposit of the applicable Parkland Acquisition Charge.
- s. The deposit of the applicable GVS & DD Sewerage Charge.
- t. The deposit of the applicable School Site Acquisition Charge.
- u. 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.

## **R E P O R T**

### **1.0 REZONING PURPOSE**

The purpose of this rezoning amendment is to permit the construction of a 37 storey apartment building with ground oriented townhouses and full underground parking.

### **2.0 BACKGROUND**

- 2.1 On 2013 May 27, 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 site is comprised of five lots including 6592, 6650 Dunblane Avenue (two lots) and, 6579 and 6611 Marlborough Avenue (see *attached* Sketches #1 and #2), all of which are zoned RM3 Multiple Family Residential District. The site is currently occupied by four

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older apartment buildings, each 2 ½ storeys in height, constructed in the early 1960s, and in fair condition, but in need of repair. Directly to the north of the site are an older 2 ½ storey apartment building and a row of R6 zoned rowhouses fronting Grimmer Street, with Lobley Park and Fire Hall #3 beyond. To the east across Marlborough Avenue are older two-storey apartment buildings and an older single family dwelling. An older 2 ½ storey apartment building fronting Marlborough Avenue and a newer four-unit infill development fronting Dunblane Avenue are located directly to the south of the subject site. To the west across Dunblane Avenue are an older three-storey apartment building and the “Met I” development, a 35-storey apartment tower with townhouses fronting Nelson and Dunblane Avenues, which was approved under Rezoning Reference #10-29 and is currently under construction. To the northwest of the subject site and directly north of the “Met I” is the “Met II”, a proposed 38-storey apartment tower with townhouses fronting Nelson Avenue under Rezoning Reference #12-15, which is also currently under construction.

- 2.3 The Metrotown Town Centre Development Plan designates the subject site for high-density multiple-family development (RM5s). 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 derived from the project. This site is also considered suitable for the proposed development given its strategic location in relation to the Expo SkyTrain line and the nearby Metrotown and Royal Oak SkyTrain stations.

In terms of the governing allowable density for the site, the maximum allowable 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,

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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 a single 37-storey apartment tower above and adjacent to ground oriented townhousing fronting both Dunblane Avenue and Marlborough Avenue. The development form provides a strong street-oriented relationship to its two bounding street frontages, as well as a strong contextual relationship to surrounding, existing and planned development.

A total of 253 apartment units are proposed, with 245 units located within the high-rise apartment building (20% of which are adaptable units) and 8 townhouses. All required parking is proposed to be located underground, with some additional surface convenience stalls provided. Vehicular access is to be taken from a private lane connecting Dunblane Avenue and Marlborough 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. The low-rise buildings engage adjacent streets and their public realm through individual unit accesses on the ground level, extensive use of brick and metal panel detailing 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 interior courtyard and bounding streets, including broad separated sidewalks on Dunblane and Marlborough Avenues complete with Rainwater Management Amenities (RMAs) within curb bulges to help soften the urban environment. Substantial on-site landscaping is also proposed including a treed entry court with water features, an outdoor amenity area for leisure, outdoor fitness and children's play area. A significant public art piece will be provided along the Dunblane Avenue frontage, acting as a strong visual reference to the proposed development.

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The applicant has submitted a Transportation Study to support the proposed development. The construction of a private lane, protected by Statutory Right-of-Way for public access between Dunblane and Marlborough Avenues is consistent with the City's objectives for the site. Through the site's servicing, upgraded pedestrian and on-street parking facilities on Dunblane and Marlborough Avenues will be undertaken, including the provision 3.0m sidewalks, street trees and pedestrian lighting.

A parking ratio of 1.2 spaces per unit (0.1 of which is for visitor parking) is proposed, which exceeds the Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit (0.1 of which is for visitor parking). The developer has also provided for transportation alternatives. First, given the subject site's proximity to the Metrotown and Royal Oak SkyTrain stations, 39 (15% of total units provided) transit passes (two zones) will be provided for a minimum of two years, to be administered by the strata, and be made available to residents seeking an alternative to car use and ownership. Second, the proposed development is providing twice the required secured bicycle parking. The development will provide 3 electric vehicles (EV) and charging stations (1/100 units) for use and administration by the strata corporation. Finally, the development will provide an additional 34 Electric Vehicle (EV) plug-in stations (10% of the residential parking) including all necessary wiring, electrical transformer and mechanical ventilation modifications. 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 co-op cars and EV Plug-in stations

The developer has also agreed to pursue green building practices by committing to achieve a Silver (equivalency) rating under the Leadership in Energy and Environmental Design (LEED) program.

- 3.2 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 87,083 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Legal and Lands Department has established the value of the density bonus to be \$118 per sq.ft. buildable for a total value of \$10,302,627 (subject to legal survey). In accordance with Council's adopted Community Benefit Bonus Policy it is recommended that the community benefit funds be received as an undesignated cash contribution-in-lieu for the future use provision of a community benefit.



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Under the Priority Amenity Program, the community benefit funds received will be directed into the Metrotown Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council, including a new Metrotown Performance / Events Centre. This centre would include facilities for the performing arts and a broad range of community events and occasions. It would be capable of hosting installations, performances and significant gatherings, and would be intended to be a local community and civic oriented centre that is highly accessible to citizens in Metrotown and Burnaby as a whole.

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. Of the \$10,302,627 associated with the subject amenity bonus, \$8,242,102 (80%) would be allocated to the Metrotown Town Centre Financial Account. The remaining \$2,060,525 (20%) would be directed to the City-wide Housing Fund.

3.3 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 Dunblane Avenue frontage to its final standard with concrete curb and gutter, separated sidewalks, street trees, enhanced boulevards, street and pedestrian lighting across the development frontage;
- construction of Marlborough Avenue frontage to its final standard with concrete curb and gutter on both sides, separated sidewalks, street trees, enhanced boulevards, street and pedestrian lighting across the development frontage;
- construction of the Dunblane Avenue – Marlborough Avenue through lane with sidewalks, street trees and pedestrian lighting on the north side;
- undergrounding of overhead lines across the development frontage on Dunblane Avenue; and,
- storm, sanitary sewer and water main upgrades as required.

3.4 In accordance with the City's policy for adaptable units, a total of 51 units (20% of the total number of residential units) have been provided meeting adaptable standards. As permitted under the adopted policy, 20 sq.ft. for each adaptable unit is exempt from F.A.R., resulting in a total adaptable unit F.A.R. exemption of 1,020 sq.ft. As required by the Burnaby Zoning Bylaw and BC Building Code, two accessible parking stalls are to be provided (one handicapped 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.

- 3.5 Any necessary easements and covenants for the site are to be provided, including, but not necessarily limited to:
- Section 219 Covenant restricting enclosure of balconies;
  - Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;
  - 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 provision and ongoing maintenance of 3 electric vehicles and 34 EV plug-in stations;
  - Section 219 Covenant ensuring the provision of a minimum of 3 handicap accessible parking stalls in the resident parking area for the sole use of the required 51 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; and,
  - Statutory Right-of-Way granting public access to the east west lane connecting Dunblane Avenue to Marlborough Avenue.
- 3.6 Due to the proximity of the subject site to Nelson Avenue, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.7 A very large portion of the site will be excavated for development. As such, an arborist's report and tree survey will be required prior to Final Adoption to identify trees to be removed. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter.
- 3.8 Provision of an adequately sized and sited garbage handling and recycling material holding space, as well, separate car wash stalls are required.
- 3.9 The developer is responsible for the undergrounding of the overhead wiring abutting the site on Dunblane Avenue.



- 3.10 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.
- 3.11 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.12 Bicycle storage space and surface parking racks are to be provided for the residential tenants and visitors of the development.
- 3.13
  - 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 \$590.00 per apartment unit

#### 4.0 DEVELOPMENT PROPOSAL

##### 4.1 Site Area

Site Area:	-	5,059.78 m <sup>2</sup> (54,463 sq.ft.) (subject to detailed survey)
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##### 4.2 Density

FAR Permitted and Provided:	-	5.0 F.A.R (inclusive of 1.6 FAR amenity bonus)
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Gross Floor Area Permitted and Provided	-	25,298.80 m <sup>2</sup> (272,314 sq.ft.) (inclusive of 87,083 sq.ft. amenity bonus)
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Residential Amenity Space	-	(3,169 sq.ft. of residential amenity space exempted from FAR calculations)
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Adaptable Unit exemption (20 sq.ft./unit)	-	94.76 m <sup>2</sup> (1,020 sq.ft.)
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Site Coverage:	-	23%
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4.3 <u>Height</u> (all above grade)	-	3 storeys for ground-oriented townhouses fronting Dunblane Avenue
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- 3 storeys for ground-oriented townhouses fronting Marlborough Avenue
- 37 storeys for the high-rise apartments fronting Dunblane Avenue

#### 4.4 Residential Unit Mix

##### Unit Type

##### Unit Size

##### **Townhouse Units**

6 – Two Bedroom  
 2 – Three Bedroom Units

136.3 - 139.2 m<sup>2</sup> (1,467 - 1,498 sq.ft.)  
 157.7 - 163.9 m<sup>2</sup> (1,697 - 1,764 sq.ft.)

##### **High Rise Apartment Units**

245 – 2 Bedroom

77.2 - 108.5 m<sup>2</sup> (831 - 1,168 sq.ft.)

**TOTAL UNITS: 253 UNITS**

#### 4.5 Parking

##### **Vehicle Parking**

##### Required

##### Provided Spaces

253 Units  
 (Required 1.1 spaces/unit)  
 (Provided 1.2 spaces/unit)

- 279 339  
 (inclusive of 26 visitor spaces  
 and 34 EV plug-in stations)

##### **Car Wash Stalls**

- 3 3

##### **Electric Vehicles**

- 3 3

##### **Residential Loading**

- 1 1

##### **Bicycle Parking**

##### Required and Provided Spaces

Resident - 2/unit @ 595 units  
 Visitor - 0.1/unit @ 595 units

- 253 in storage lockers  
 - 28 in racks (throughout site)

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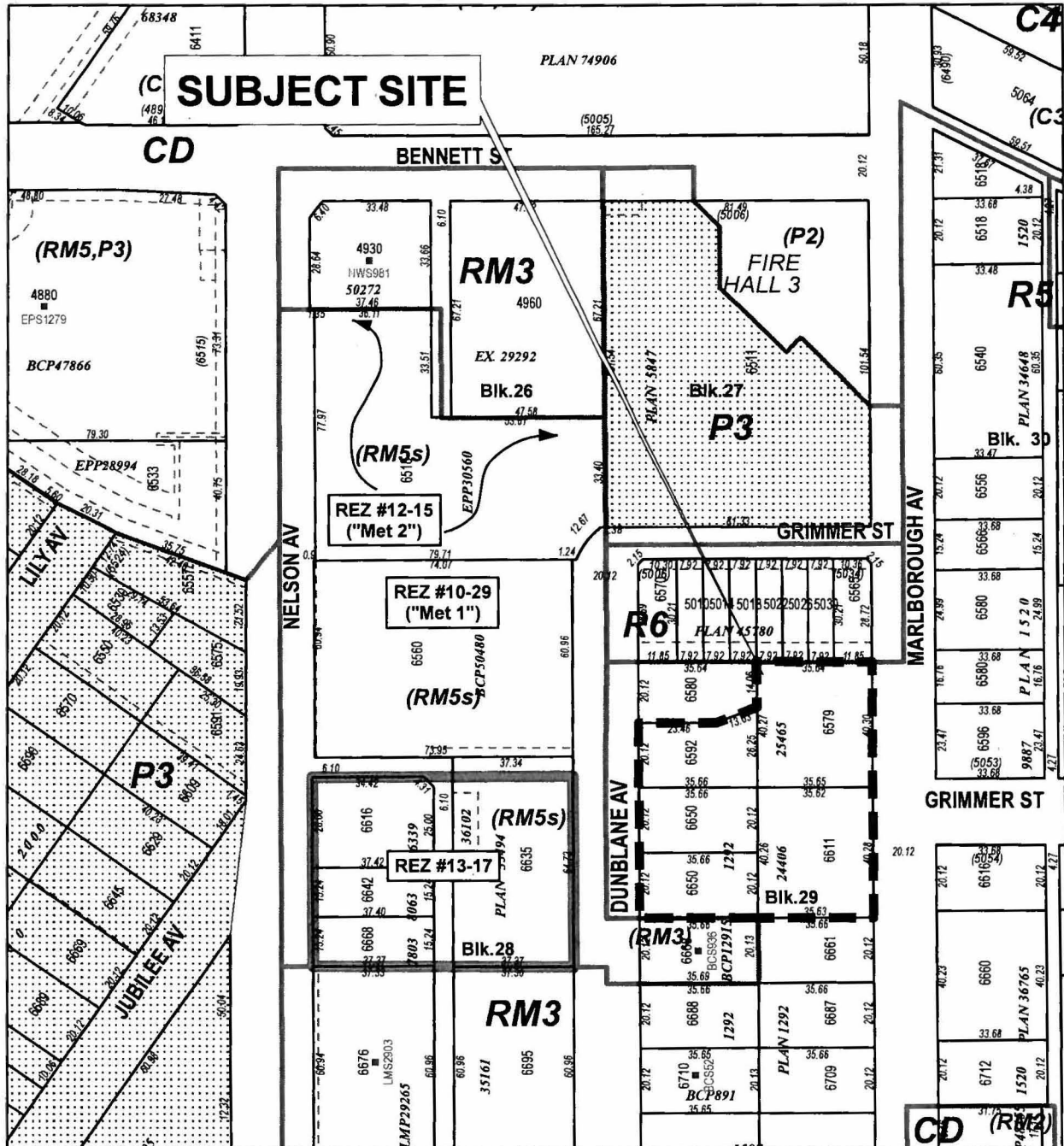
4.6 Communal Facilities  
(Excluded from FAR Calculations)

Primary communal facilities for residential tenants are located within the lower levels of the residential tower fronting Dunblane Avenue and the private lane, including an amenity lobby and lounge, multi-purpose meeting room, media room and fitness room. The amenity area amounts to 294.41 m<sup>2</sup> (3,169 sq.ft.), which is less than the permitted 5% (13,615 sq.ft.) exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided a central courtyard arrival court, water feature and landscape elements located throughout the site, as well as a signature public art installation to be located on the Dunblane Avenue frontage.

  
Lou Pelletier, Director  
PLANNING AND BUILDING

JBS:spf  
**Attachment**

cc: Director Finance  
Director Parks, Recreation and Cultural Services  
Director Engineering  
City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT




DATE:  
DEC 02 2014

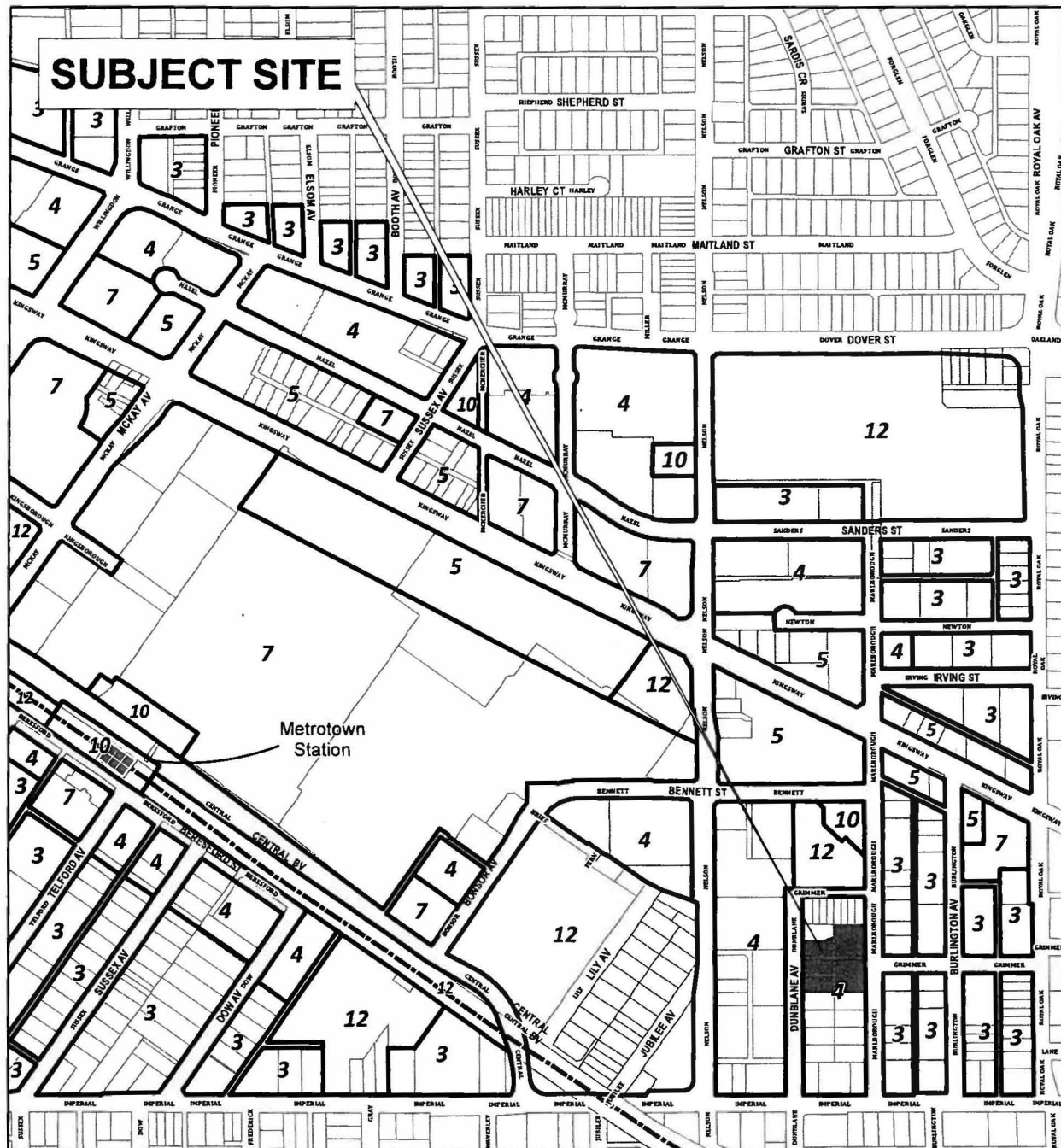
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REZONING REFERENCE #13-14  
6592 AND 6650 DUNBLANE AVENUE  
6579 AND 6611 MARLBOROUGH AVENUE

 Subject Site

Sketch #1

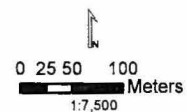


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|--|--------------------------------------|
| 2 Low Density Multiple Family Residential    | 7 High Density Mixed Use             |
| 3 Medium Density Multiple Family Residential | 10 Institutional                     |
| 4 High Density Multiple Family Residential   | 12 Park and Public Use/Public School |
| 5 Commercial                                 |                                      |
| 6 Medium Density Mixed Use                   |                                      |



Planning and Building Dept  
Printed on December 2, 2014

## Metrotown Plan



Sketch #2