

Item	•••••
Meeting	2022 March 21

COUNCIL REPORT

TO:

CHIEF ADMINISTRATIVE OFFICER

2022 March 16

FROM:

GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT:

REZONING REFERENCE #21-22

High-Rise Apartment Building with Street-Fronting Live/Work Townhouses

Brentwood Town Centre Development Plan

ADDRESS:

2330 Douglas Road and 2230, 2252, 2270 Springer Avenue, and Ptn. Springer Avenue

and Ptn. lane (Sketches #1 and #2 attached)

LEGAL:

Lots 2 -5 District Lot 125 Group 1 New Westminster District Plan 12069

FROM:

M2 General Industrial District

TO:

CD Comprehensive Development District (based on RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, C1 Neighbourhood Commercial District and the Brentwood Town Centre Development Plan as guidelines and in accordance with the development plan entitled "Millennium Springer

Development" prepared by Chris Dikeakos Architects Inc.)

APPLICANT: Chris Dikeakos Architects Inc.

1635 West Broadway Vancouver, BC V6J 1W9 Attn: Richard Bernstein

PURPOSE:

To seek Council authorization to forward this application to a Public Hearing on 2022

April 26.

RECOMMENDATIONS:

- 1. THAT the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 4.10 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
- 2. THAT the sale be approved in principle of City-owned property for inclusion within the subject development site in accordance with the terms outlined in Section 4.10 of this report, and subject to the applicant pursuing the rezoning proposal to completion.
- 3. THAT a Rezoning Bylaw be prepared and advanced to First Reading on 2022 April 04 and to a Public Hearing on 2022 April 26 at 5:00 p.m.

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4. **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 Administration 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.
- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development (as well as underground switching and transformer/service boxes in town centre locations), and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The undergrounding of existing overhead wiring abutting the site.
- e) The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 4.3 of this report.
- f) The consolidation of the net project site into one legal parcel.
- g) The completion of the Highway Closure Bylaw and sale of City property as described in Section 4.10 of this report.
- h) The completion of the sale of City property.
- i) The dedication of any rights-of-way deemed requisite.
- j) The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 4.11 of this report.
- k) The registration of a Housing Covenant and Housing Agreement.
- 1) The submission of a suitable on-site stormwater management system, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- m) The submission of an undertaking to remove all improvements on the development site within 12 months of Final Adoption of the Rezoning Bylaw.

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- n) Compliance with the City's Groundwater Management for Multi-Family Development guidelines.
- o) The submission of a geotechnical and groundwater study.
- p) 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.
- q) The submission of a detailed Sediment Control System.
- r) The submission of a suitable Solid Waste and Recycling plan.
- s) The review of on-site residential loading facilities.
- t) The provision of car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
- u) The provision of facilities for cyclists in accordance with this report.
- v) The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person and with allocated disabled parking spaces.
- w) Compliance with Council-adopted sound criteria.
- x) Compliance with the guidelines for underground parking for visitors.
- y) The submission of a Public Art Plan.
- z) The submission of a Green Building Plan and Energy Benchmarking.
- aa) The submission of a detailed Comprehensive Sign Plan.
- bb) The submission of a Site Disclosure Statement and resolution of any resultant conditions.
- cc) The deposit of the applicable Parkland Acquisition Charge.
- dd) The deposit of the applicable School Site Acquisition Charge.

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- ee) The deposit of the applicable GVS & DD Sewerage Charge.
- ff) The deposit of the applicable Regional Transportation Development Cost Charge.
- gg) 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 the proposed rezoning bylaw amendment is to permit the construction of a mixed tenure high-rise apartment building with street-fronting live/work townhouses along Douglas Street.

2.0 POLICY FRAMEWORK

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Brentwood Town Centre Development Plan (1996), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

3.0 BACKGROUND

- 3.1 The subject development site is located at the northeast corner of Douglas Road and Springer Avenue, within the Council adopted Brentwood Town Centre Development Plan, and is designated for high-density multiple family residential development with a mixed-use component under the CD Comprehensive Development District, utilizing the RM5s, RM5r Multiple Family Residential Districts, and the C1 Neighbourhood Commercial District as guidelines (see Sketch #2 attached). The development site comprises four lots, which are currently improved with older industrial buildings and single-family homes, as well as two road closure areas, which include a portion of the City lane and a portion of Springer Avenue abutting the four lots.
- 3.2 On 2021 August 30, Council received an initial rezoning report which proposed to rezone the subject development site from its prevailing M2 General Industrial District to the CD Comprehensive Development District, utilizing the RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, C1 Neighbourhood Commercial District and the Brentwood Town Centre Development Plan as guidelines.

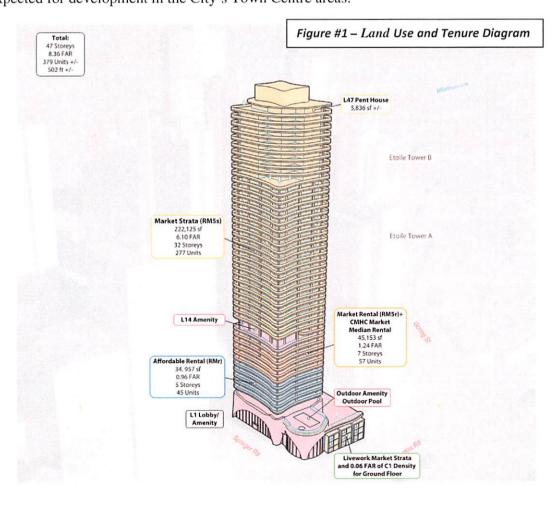
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3.3 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

4.0 GENERAL COMMENTS

4.1 The proposed development plan, as shown in Figure #1, is for a single 47 storey residential apartment building with live/work townhouses fronting Douglas Road. A total of 379 residential dwelling units are proposed, comprised of 277 market strata units (227 RM5s + 50 Offset), 28 market rental units, 29 CMHC median non-market rental, and 45 20% below CMHC median non-market rental units. The development form provides a strong streetoriented relationship to Springer Avenue and Douglas Road, as well as a strong contextual relationship to surrounding, existing and planned development. The development includes a diversity of housing forms and tenures in order to accommodate a range of incomes and age cohorts, as well as a generous amenity package including a variety of meeting and recreation rooms, a fitness centre, and an outdoor terrace. Resident access to the development is provided from Springer Avenue via a large shared lobby. All parking is provided underground with vehicular access also taken from 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 development in the City's Town Centre areas.



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4.2 The maximum potential density may be up to 9.3 FAR for an RM5s, RM5r, and C1 zoned site, comprised of: 2.2 FAR base, 0.4 FAR base bonus, 1.2 FAR supplementary base, and 1.2 FAR supplementary bonus RM5s density, 1.1 FAR offset, 2.2 FAR RM5r density, and 1.0 FAR C1 density. The proposed total density for the subject site is 8.36 FAR, as outlined in Table 1 below:

Zoning: CD (RM5s, RM5r, C1)

Site Size: 3,382.97 m²

			Propose
	Permitted (m ²)	Proposed (m ²)	d Units
RM5s Base Density	2.20	2.20	100
GFA	7,442.53	7,442.53	100
RM5s Bonus Density	0.40	0.40	10
GFA	1,353.19	1,353.19	19
RM5s Suppl. Base Density	1.20	1.20	54
GFA	4,059.56	4,059.56	34
RM5s Suppl. Bonus Density	1.20	1.20	54
GFA	4,059.56	4,059.56	24
RM5r Density	2.20	2.20	102
GFA	7,442.53	7,442.53	102
RM5s Density Offset	1.10	1.10	50
GFA	3,721.27	3,721.27	30
C1 Commercial Density	1.00	0.06	_
GFA	3,382.97	216.74	<u>-</u>
TOTAL Density	9.30	8.36	379
TOTAL GFA	31,461.62	28,295.38	317

Table 1

- As noted above in Table 1, the applicant is proposing to use the amenity density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.6 FAR in amenity density bonus, which translates into 5,412.75 m² (58,262 sq. ft.) of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Department of Lands and Facilities will initiate discussions with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.
- 4.4 With respect to the rental component of the project, this application is proposed to be processed in accordance with the City's Rental Use Zoning Policy, utilizing Stream 2 Inclusionary Rental. The applicant is proposing to utilize the full 2.20 FAR of RM5r density to provide a total of 102 rental dwelling units, of which 45 units will be provided at 20% below CMHC

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median market rates, 29 units at CMHC market median rates, and 28 units at market rates. It is noted that the proposal meets the requirements of the Rental Use Zoning Policy.

- 4.5 The development is providing 78 adaptable units with 45 accessible parking stalls, which is in line with the 20% minimum requirement of the Council-adopted Adaptable Housing policy. The accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation and rental housing operator.
- 4.6 It is intended that the overall project would accommodate a broader spectrum of housing needs. To support this, a portion of the market strata one bedroom unit sizes are generally based on the Zoning Bylaw minimum rental unit sizes, which requires a minimum area of 50m² (538.21 sq.ft.). Smaller one bedroom units 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 are proposed.
- 4.7 A parking ratio of 1.1 spaces per market strata unit and 0.6 spaces per rental unit is proposed for the development. Of these ratios, 0.1 spaces per unit is for visitor parking, which will also operate as commercial visitor parking for the live/work units. All residential spaces will be equipped with an individually metered energized outlet capable of providing a Level 2 or higher charging level for an electric vehicle, in accordance with the Burnaby Zoning Bylaw. To support alternative modes of transportation to and from the development site, the applicant will be providing a comprehensive Transportation Demand Management strategy including:
 - a transit pass subsidy equivalent to a two-zone pass for 15% of the strata units for two years;
 - 3 car share parking spaces for use by a public car share provider;
 - a car share subsidy equivalent to a one year car share membership for each strata unit;
 - two bike parking spaces for each residential (strata and rental) unit;
 - bike repair facilities including a bike stand and tools:
 - a parcel storage room; and,
 - a communications strategy that provides the owners, strata, renters, rental management company and strata management company an understanding of how to best use each of the alternative transportation options.

A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision of these measures.

- 4.8 The Engineering Department will assess the need for any further required services to the site, including, but not necessarily limited to:
 - construction of Douglas Road to the Town Centre two-lane collector standard, including a new bus stop and shelter, and full signalization of the Springer and Douglas intersection;
 - construction of Springer Avenue to the Town Centre two-lane collector standard;
 - undergrounding of overhead lines across the development frontage;

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 proportionate contribution toward proposed Brentwood Town Centre pedestrian and cycling overpasses; and,

- storm, sanitary sewer and water main upgrades as required.
- 4.9 To support the foregoing servicing requirements, a road dedication measuring 37.7 m² (406 sq. ft.) in area, subject to final civil drawings, is required along the Douglas Road frontage.
- 4.10 The proposed development site includes the closure of a portion of Springer Avenue measuring 240.5 m² (2,589 sq. ft.), and a portion of the lane abutting the site measuring 437.9 m² (4,713 sq. ft.), which will be achieved through a Highway Closure Bylaw. The respective areas of the road closures are subject to final civil drawings. The Realty and Lands Division of the Department of Lands and Facilities will forward a separate report detailing the value of the land sale for Council's consideration and approval prior to the subject amendment bylaw receiving Third Reading. The report will be prepared once the Realty and Lands Division has concluded negotiations with the applicant. Council approval of the land sale is a prerequisite condition of the rezoning.
- 4.11 Any necessary easements and 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 ensuring compliance with the approved acoustical study;
 - Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
 - Section 219 Covenant regulating the use of the live/work units:
 - Section 219 Covenant to ensure a Housing Agreement is completed prior to Occupancy Permit being issued and that the non-market rental units meet and maintain the affordability criteria:
 - Section 219 Covenant ensuring that accessible parking stalls are held in common property to be administered by the Strata Corporation and rental housing operator;
 - Section 219 Covenant ensuring that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
 - Section 219 Covenant guaranteeing the provision and ongoing maintenance of public art;
 - Section 219 Covenant ensuring compliance with the Green Building Plan for the site (Step 2 of Step Code, Energy System, and Energy/GHG Model) as well as a commitment for the property owner/representative to submit the necessary information to NRCAN.
 - Section 219 Covenant to ensure alternative transportation provisions for the development;
 - Section 219 Covenant ensuring that the water table will not be drawn down during and after development;
 - Section 219 Covenant ensuring that the lighting features can be turned on and off by the strata, and that the architectural LED lighting will be turned off by the strata, at the City's request, in the event that the lighting results in any adverse neighbourhood and/or environmental impacts; and,

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 Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical study.

- 4.12 The registration of a Housing Covenant and a Housing Agreement will be required to protect and regulate affordability measures and tenure of the non-market rental units. Terms of the Housing Agreement are to be established prior to Final Adoption of the Rezoning Bylaw. Council consideration and approval of a Housing Agreement Bylaw will be required prior to occupancy.
- 4.13 Due to the proximity of the subject site to the BNSF Rail line, Lougheed Highway and Millennium SkyTrain Line, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.14 Given the site's current industrial uses, a Site Disclosure Statement and resolution of any resultant conditions is required.
- 4.15 A Comprehensive Sign Plan for the live/work component of the development, detailing sign numbers, locations, sizes and attachment details is required.
- 4.16 The developer is required to provide a geotechnical and groundwater study to ensure that the site can be used safely in line with its intended uses, and that the site's excavation will not draw down the water table or cause impact to adjacent properties and road rights-of-way.
- 4.17 As underground parking is requested for a site with known geotechnical and hydrological conditions, as well as the potential for groundwater contamination in the area, and given the site's proximity to civic and other major infrastructure, an indemnification agreement with the owner/developer will be required to hold the City harmless in the approval of the subject rezoning and all other subsequent permits.
- 4.18 As the site will be fully excavated for development, a tree survey will be required prior to Final Adoption identifying trees to be removed from the site. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter.
- 4.19 Provision of two car wash stalls is required for the residential development.
- 4.20 The submission of a groundwater and stormwater management plan is required. As well, a suitable engineered design 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.
- 4.21 The submission of a detailed plan of an engineered Sediment Control System is required.
- 4.22 The submission of a suitable Solid Waste and Recycling Plan is required.

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- 4.23 The submission of a detailed Residential Loading Management Plan is required.
- 4.24 The submission of a Public Art Plan detailing the concept, character, and location of public art on site as well as details of the budget, terms, and the artist selection process is required.
- 4.25 The submission of a Green Building Plan and energy benchmarking is required. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that the development will meet Step 2 of the BC Energy Step Code with Low Carbon Energy Systems.
- 4.26 The submission of a Communication Strategy Plan that provides the owners, strata, renters, rental management company and strata management company with an understanding and recommendations as to how best utilize the on-site amenities and alternative transportation provisions proposed for the development site is required.
- 4.27 Development Cost Charges applicable to this rezoning include:
 - Parkland Acquisition Charge;
 - GVS&DD Sewerage Charge;
 - School Site Acquisition Charge; and,
 - Regional Transportation Development Cost Charge.

5.0 DEVELOPMENT STATISTICS

5.1	Site Area (subject to detailed survey)	3,382.97 m ² (36,414 sq. ft.)
5.2	Site Coverage	49.47%
5.3	Density	8.36 FAR
	RM5s District Base Bonus Supplemental base Supplemental bonus Subtotal	2.20 FAR 0.40 FAR 1.20 FAR 1.20 FAR 5.00 FAR
	Density Offset	1.10 FAR
	RM5r District	2.20 FAR
	C1 District	0.06 FAR
5.4	Gross Floor Area	28,295.38 m ² (304,569 sq. ft.)

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5.5 Residential Unit Mix

Market Strata

42.09 m ² (453 sq. ft.)
50.08 m ² (539 sq. ft.)
51.84 m ² (558 sq. ft.)
56.58 m ² (609 sq. ft.)
70.05 m ² (754 sq. ft.)
77.95 - 103.03 m ² (839 - 1,109 sq. ft.)
77.95 m ² (839 sq. ft.)
89.37 m ² (962 sq. ft.)
89.37 m ² (962 sq. ft.)
110.74 - 113.06 m ² (1,192 - 1,217 sq. ft.)
177.54 - 189.43 m ² (1,911 - 2,039 sq. ft.)

Market Rental

7 – Studio	42.09 m ² (453 sq. ft.)
4 – One Bedroom	50.08 m ² (539 sq. ft.)
3 – One Bedroom (adapt.)	51.84 m ² (558 sq. ft.)
2 – One Bedroom + Den	56.58 m ² (609 sq. ft.)
7 – Two Bedroom	70.05 m ² (754 sq. ft.)
2 – Two Bedroom + Den	77.95 m ² (839 sq. ft.)
3 - Two Bedroom + Den (adapt.)	77.95 m ² (839 sq. ft.)

28 units

Non-Market Rental (CMHC Market Median Rates)

7 – Studio	42.09 m ² (453 sq. ft.)
3 – One Bedroom	50.08 m ² (539 sq. ft.)
4 – One Bedroom (adapt.)	51.84 m ² (558 sq. ft.)
3 – One Bedroom + Den	56.58 m ² (609 sq. ft.)
7 – Two Bedroom	$70.05 \text{ m}^2 (754 \text{ sq. ft.})$
3 – Two Bedroom + Den	77.95 m ² (839 sq. ft.)
2 - Two Bedroom + Den (adapt.)	$77.95 \text{ m}^2 (839 \text{ sq. ft.})$

29 units

Non-Market Rental (20% Below CMHC Market Median Rates)

7 – Studio	34.28 - 40.41 m ² (369 - 435 sq. ft.)
10 – One Bedroom	50.08 m ² (539 sq. ft.)
5 – One Bedroom (adapt.)	51.84 m ² (558 sq. ft.)

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3 – One Bedroom + Den	56.58 m ² (609 sq. ft.)
10 – Two Bedroom	70.05 m ² (754 sq. ft.)
3 – Two Bedroom + Den	77.95 m ² (839 sq. ft.)
5 – Two Bedroom + Den (adapt.)	77.95 m ² (839 sq. ft.)
2 – Three Bedroom	$94.02 \text{ m}^2 (1.012 \text{ sq. ft.})$

45 units

TOTAL NUMBER OF UNITS:

357 units

5.7 Vehicle Parking

Total Required and Provided:

Strata residential

(1.1 spaces per unit)

305 spaces (including 28 visitor spaces and 33

,012 sq. ft.)

accessible spaces)

Rental residential (0.6 spaces per unit) 63 spaces (including 11 visitor spaces and 12

accessible spaces)

Commercial

5 spaces (2 spaces shared with visitor parking)

(1 space per 495.16 sq. ft.)

Car Share

3 spaces

Car Wash

2 spaces

5.8 **Bicycle Parking**

Total Required and Provided:

Secured Residential

758 spaces (double lockers)

(2 spaces per unit)

Visitor

76 spaces (bike racks)

(0.2 spaces per unit)

5.9 Loading

Total Required and Provided

2 bays

5.10 Communal Facilities

Communal facilitates for building residents include a spacious, double height amenity lobby with rental office and concierge, a kitchen and lounge with adjoining roof terrace at L2, a fitness centre, swimming pool, and meeting rooms at L3, as well as an additional kitchen and lounge room at L14. The outdoor amenity area includes outdoor seating, children's play, garden plots, dining area and kitchen, a pet run,

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as well as extensive rooftop landscaping. The internal amenity area amounts to 1,403.95 m² (15,112 sq.ft.), which is permitted to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw. The applicant will also provide a feature art contribution, to be selected and installed prior to occupancy of the development. Amenities are proposed to be shared between all residents, subject to approval of the non-market housing operator.

E.W Kozak, General Manager

PLANNING AND DEVELOPMENT

MN:tn

Attachments

cc: General Manager Community Safety

City Solicitor City Clerk

P:\49500 Rezoning\20 Applications\2021\21-22 2230.52.70 Springer Ave and 2330 Douglas Rd\Council Reports\Public Hearing\PH Report\Rezoning Reference 21-22 PH Report 2022.03.21.docx

