

TO: MAYOR & COUNCILLORS

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: **REZ #23-11 – 5502 LOUGHEED HIGHWAY – MIXED USE MULTI-FAMILY RESIDENTIAL DEVELOPMENT WITH COMMERCIAL – BRENTWOOD TOWN CENTRE PLAN**

PURPOSE: To seek Council authorization to forward REZ #23-11 to First and Second Reading at a future Council meeting.

REFERENCES

Address: 5502 Lougheed Highway
Legal: PID: 002-789-906
Lot 102 District Lot 125 Group 1 New Westminster District Plan 56065

Applicant: Keltic Canada Development,
2338-666 Burrard St., Vancouver, BC V6C 2X8
Attention: Leo Zeng

Current Zoning: M2 General Industrial District, P2 Administration and Assembly District, and CD Comprehensive Development District (based on M2 General Industrial District and R2 Residential District as guidelines)

Proposed Zoning: Amended CD Comprehensive Development District (based on C2 Community Commercial District, RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, and Brentwood Town Centre Plan as guidelines, and in accordance with the development plan entitled “5502 Lougheed Highway Development” prepared by Chris Dikeakos Architects)

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #23-11 be prepared and advanced to First and Second Reading at a future Council meeting;

THAT the amendment to the Brentwood Town Centre Development Plan, as outlined in Sections 2.5 and 3.3 of the report titled “REZ #23-11 – 5502 Lougheed Highway – Mixed Use Multi-Family Residential Development with Commercial – Brentwood Town Centre Plan” dated January 28, 2025, be approved, to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site;

THAT a Housing Agreement be authorized according to the terms outlined in Section 3.6 of the report titled “REZ #23-11 – 5502 Lougheed Highway – Mixed Use

Multi-Family Residential Development With Commercial – Brentwood Town Centre Plan” dated January 28, 2025, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw for Final Adoption; and

THAT the items listed in **Attachment 3** to the report be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #23-11.

EXECUTIVE SUMMARY

A rezoning application has been received to allow for high-density mixed-use development on the subject site. The development is comprised of approximately 1,667 residential units (1,190 market strata units, 242 market rental units, and 235 affordable rental units), along with commercial space fronting Lougheed Highway. The proposed built form includes three residential towers above a common underground parkade, with building heights of 46, 54, and 60 storeys. The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw be brought forward for First and Second Reading at a future date of Council.

1.0 POLICY SECTION

The proposed rezoning application is consistent with the following policies and plans adopted by Council:

- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy (2021)
- Rental Use Zoning Policy (2020), and
- Brentwood Town Centre Development Plan (1996).

2.0 BACKGROUND

2.1 The subject development site is located between Lougheed Highway to the north and Goring Street to the south and is designated for High Density Multiple Family Residential within the Brentwood Town Centre Development Plan, and in the Official Community Plan (see **Attachment 1**). The subject site is comprised of a single lot which is improved with a large two-storey commercial building occupied by a bowling alley, fitness and racquetball centre also known as REVS Bowling Centre, along with surface parking. Beecher Creek (Class A fish bearing stream) flows along the entire western property line.

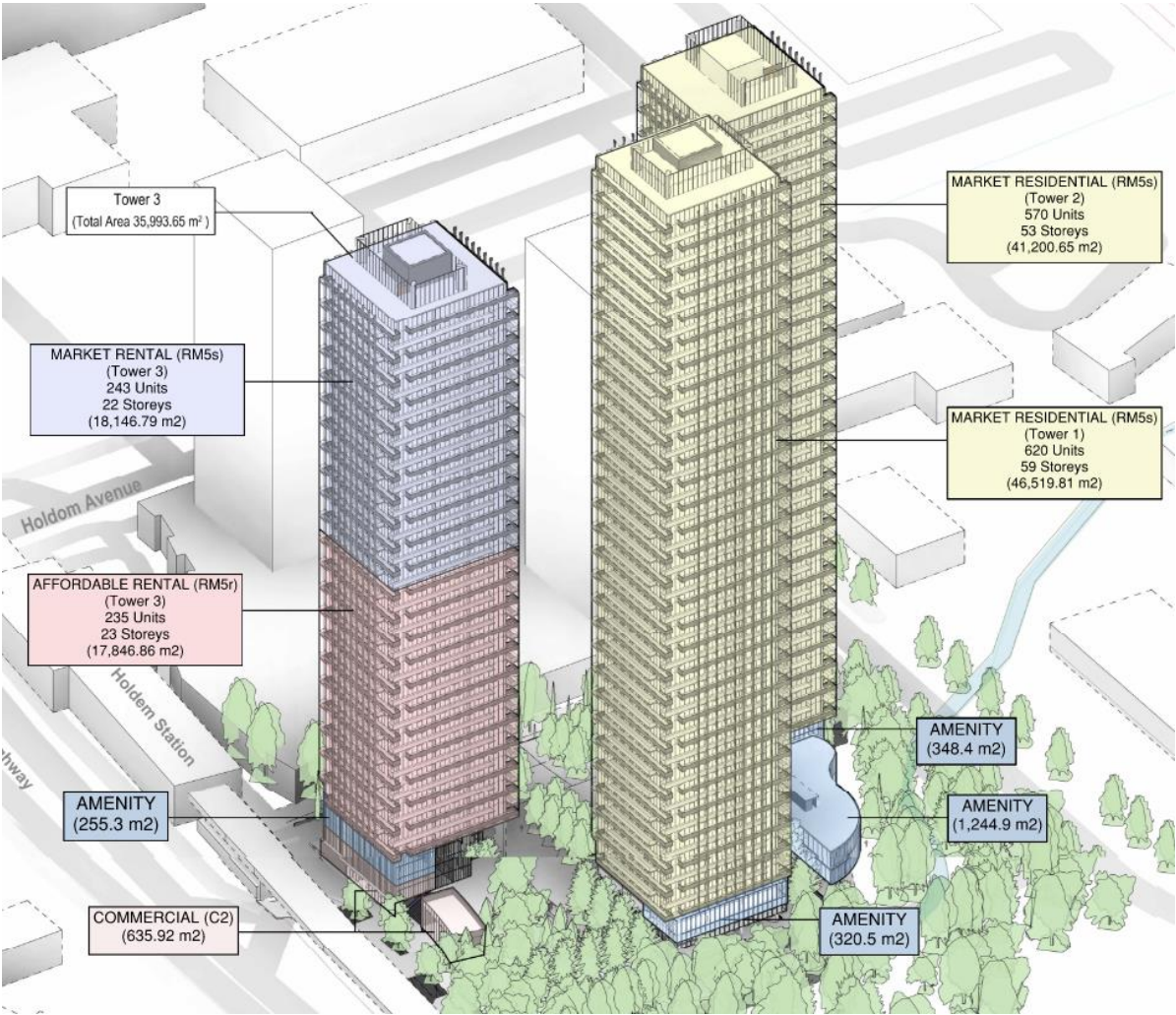
- 2.2 The subject site is currently zoned M2 General Industrial District, P2 Administration and Assembly District, and CD Comprehensive Development District (based on M2 General Industrial District and R2 Residential District as guidelines). Vehicular access to the site is currently taken from Lougheed Highway and Goring Street. The subject site measures approximately 17,355.40 m² and is currently being used for commercial/recreational purposes.
- 2.3 On October 16, 2023, Council received an initial rezoning report which proposed to rezone the subject property to the Amended CD Comprehensive Development District (based on C2 Community Commercial District, RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, and Brentwood Town Centre Plan as guidelines). Council authorized staff to work with the applicant towards the preparation of a suitable plan.
- 2.4 On November 18, 2024, Council received a report for the subject site that proposed to rezone the site to an amended CD Comprehensive Development District (based on C2 Community Commercial District, RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, and Brentwood Town Centre Plan as guidelines). After further review, the applicant voluntarily requested to submit a revised plan of development for three towers with a significantly redesigned and improved public realm. The revised proposal also includes a significant proportion of market rental units. The revised suitable plan of development is suitable for introduction to Council and advancement to First and Second Reading.
- 2.5 The Brentwood Town Centre Plan envisions commercial on the subject site along Goring Street. In discussions with the applicant, it was proposed that a small commercial use (approximately 636 m²) be provided along the development's frontage on Lougheed Highway to serve the daily needs of residents in the neighbourhood. The addition of local commercial uses along Lougheed Highway requires a minor amendment to the Brentwood Town Centre Development Plan, which if approved would take effect upon Council granting Second Reading to the Rezoning Amendment Bylaw for the subject site. Further details of the proposed Community Plan Amendment are outlined in Section 3.3 of this report.

3.0 GENERAL INFORMATION

- 3.1 The development proposal, as shown in **Figure 1**, is for three residential towers (Tower 1 – 60 storey, Tower 2 – 54 storey, Tower 3 – 46 storey) above a shared underground parkade, and commercial space on the ground floor of Tower 3. A two-storey amenity building is proposed in the southwest corner of the site. The development will be constructed in two phases. Phase 1 will include development of Tower 2 (Strata Residential), and Tower 3 (Market and Non-Market Rental), while Tower 1 (Strata Residential) and SPEA enhancements related to Beecher Creek would be delivered in Phase 2.
- 3.2 The development will include approximately 1,667 residential units (1,190 market strata units, 242 market rental units, and 235 affordable rental units). Primary vehicular access is provided along the southeast corner of the site from Goring Street, and a secondary single point vehicular egress is proposed off Lougheed Highway.

Pedestrian access is provided from Lougheed Highway to the north, the Holdom SkyTrain Station to the northeast, Goring Street to the south, and along a proposed north-south pedestrian trail adjacent to Beecher Creek on the western side of the site. A more detailed summary of the proposed development, including density, floor area, residential unit mix, amenity space, and parking and loading, is provided in **Attachment 2**.

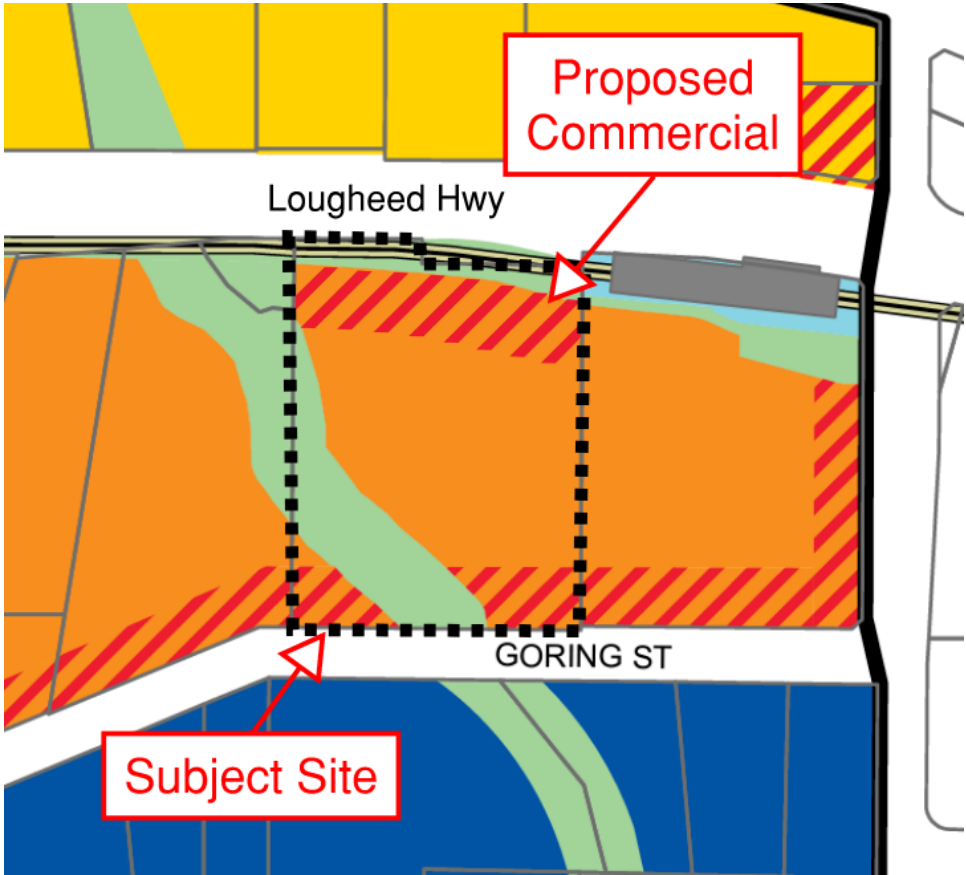
Figure 1: Land Use and Tenure



3.3 Given the site’s adjacency to Holdom SkyTrain Station, commercial use utilizing the C2 District as a guideline is proposed along the Lougheed Highway frontage, as shown in the **Figure 2**. This supports the objective of providing walkable opportunities for residents, employees, and transit passengers to meet their day to day and convenience shopping and service needs and encourages social interaction within the neighbourhood. The addition of commercial uses on Lougheed Highway requires a minor amendment to the Brentwood Town Centre Development Plan, which if approved would take effect upon Council granting Second Reading to the Rezoning

Amendment Bylaw for the subject site. Given the minor nature of this amendment, public consultation on the amendment is not proposed.

Figure 2: Proposed Plan Amendment to the Brentwood Town Centre Development Plan to allow commercial uses fronting Lougheed Highway



- Medium Density Multiple Family Residential
- High Density Multiple Family Residential
- Medium Density Mixed Use
- High Density Mixed Use
- Commercial
- Institutional
- Business Centre
- Park and Public Use/Public School

A key design change from the previous proposal is the creation of plaza at the northwest corner of the site, creating a pedestrian-oriented gateway into the site fronting Lougheed Highway. The plaza, amongst other amenities, will be near commercial space, seating, public art, children’s play area, and the streamside pathway. A Statutory Right-of Way will be required for public access within the plaza.

The Pedestrian and Bicycle Linkages Plan in the Brentwood Town Centre Plan includes a pedestrian link from Roy Street to Lougheed Highway. The proposed 2 m wide pedestrian gravel pathway within the SPEA area from Goring Street to Lougheed Highway will complete a major portion of this linkage. The viability of a future mid-

block pedestrian signal will be explored for Lougheed Highway near the gravel trail, mid-way between Springer Avenue and Holdom Avenue. Any future pedestrian crossing across Lougheed Highway would be subject to further review and approval by the Engineering Department and Translink.

3.4 Density is determined based on the gross site area and the permitted Floor Area Ratio (FAR). The maximum permitted and proposed density for the subject site is outlined in **Table 1**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 1** as a result of design refinements or detailed surveys, subject to the density (FAR) not being exceeded.

Table 1:

Zoning: CD (RM5s, RM5r, C2)			
Site Area (subject to survey): 17,355.40 m²			
	Permitted Density (FAR) and GFA (m²)	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM5s Base	2.20	2.20	516
GFA (m ²)	38,181.88	38,181.88	
RM5s Bonus	0.40	0.40	94
GFA (m ²)	6,942.16	6,942.16	
RM5s Suppl. Base	1.20	1.20	282
GFA (m ²)	20,826.48	20,826.48	
RM5s Suppl. Bonus	1.20	1.20	282
GFA (m ²)	20,826.48	20,826.48	
RM5r	2.20	1.03	235
GFA (m ²)	38,181.88	17,846.86	
RM5s Density Offset	1.10	1.10	258
GFA (m ²)	19,090.94	19,090.94	
C2	1.30	0.04	0
GFA (m ²)	22,562.02	635.92	
Total Density	9.6	7.17	1,667
Total GFA (m²)	166,611.84	124,350.72	

3.5 As noted in **Table 1**, the applicant is proposing to use the density bonus provisions in the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.60 FAR in density bonus, which translates into 27,768.64 m² of bonused gross floor area (GFA) included in the development proposal. The Lands and Facilities Department will initiate discussions with the applicant on the density bonus value. A separate report detailing the amount and 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.

As an alternative option to the above, the applicant may negotiate the density bonus value prior to Final Adoption and defer payment to issuance of Preliminary Plan Approval, with an annual interest of 2% over the posted RBC Prime rate to be remitted quarterly to the City on the unpaid balance of the density bonus amount beginning at Final Adoption.

3.6 In accordance with the Council adopted Rental Use Zoning Policy (RUZP), Stream 2 – Inclusionary Rental applies to the subject rezoning application. In this regard, the applicant is required to provide rental units equivalent to 20% of the proposed strata units, excluding units achieved using density offset. The proposal includes 235 inclusionary units. To ensure affordability, the rents permitted to be charged for the required inclusionary rental units are to be set at 20% below Canada Mortgage and Housing Corporation (CMHC) median rents in compliance with the RUZP. To assist with the provision of affordable housing, a density offset is available.

All the required inclusionary units will be delivered within Phase 1. The registration of a Housing Covenant and Housing Agreement will be required to protect and regulate affordability measures of the required inclusionary rental units.

3.7 As noted above, Beecher Creek runs along the west side of the site in an open channel. The development of this site brings a unique opportunity to daylight and relocation of a portion of Beecher Creek to improve circulation for the fish habitat, as identified in the Brentwood Town Centre Plan. After considerable design development the applicant has now submitted a conceptual plan that incorporates the relocation of Beecher Creek.

An Environmental Review Committee (ERC) application requesting relaxations to SPEA setbacks associated with Beecher Creek was made in July 2023. Following considerable review and design iterations, ERC supported the reduction of SPEA setbacks to 15 m from the top of bank, with the condition that the applicant enhance the entire 15 m SPEA with native species, and in accordance with the Brentwood Town Centre Plan, provide a 2 m wide pedestrian pathway within the identified SPEA setback (15 m). In keeping with the Brentwood Town Centre Plan, the re-alignment of Beecher Creek requires a *Water Sustainability Act* Section 11 approval from the Province. The provincial approval will be required prior to Final Occupancy.

It is important to note that developing outside of the SPEA presents a significant challenge in providing a reasonably sized development footprint while maintaining the integrity of the riparian area. It is noted that the height of the towers is influenced by the area of the land being enhanced for riparian protection (almost 28% of the site area).

3.8 The applicant is proposing a residential parking ratio of 0.70 per residential unit with 0.79 spaces per market strata, 0.46 spaces per market rental unit, and 0.46 spaces per non-market rental unit. The proposed commercial parking ratio is 1 space per 55 m² of floor area. Vehicle parking rates may be varied prior to the issuance of a Preliminary Plan Approval in line with the rates set out in this paragraph or the then-current requirements in the Burnaby Zoning Bylaw, subject to any necessary changes to the transportation demand management (TDM) strategy for the site to be in line with Council adopted guidelines or standards. Bicycle parking provisions are outlined in **Attachment 2**. Further, the applicant is providing a comprehensive transportation demand management strategy for both rental and strata residents, which includes:

- a transit subsidy fund equal to \$2,850 per dwelling unit to reimburse a portion of transit pass fees for each dwelling unit;
- provision of \$1,500 in car share vehicle driving credits per dwelling unit;
- provision of ten parking spaces for car share vehicles on-site with Level 2 or higher charging level;
- provision of bicycle repair and maintenance stations on-site; and,
- a Communications Strategy that provides the building owners, tenants and employees of the residential and commercial uses with an understanding of how to best use each of the alternative transportation options.

The final transportation demand management strategy measures may be varied prior to Final Reading in line with adopted City policy or bylaw regulations, as amended from time to time.

3.9 Transportation and servicing improvements include, but are not limited to:

- construction of Lougheed Highway to a final Six-Lane Arterial Town Centre Standard across the frontage of the lot, complete with separated pedestrian and cycling facilities, rain gardens, street trees, street and pedestrian lighting;
- construction of Goring Street to a final Two-Lane Local Town Centre Standard across the frontage of the lot, complete with separated pedestrian and cycling facilities, rain gardens, street trees, street and pedestrian lighting, and any required signals;
- construction of a 2 m wide pedestrian trail with a Statutory Right-of Way for public access within the riparian area of Beecher Creek; and,
- any required storm, sanitary and water services.

The proposed egress to Lougheed Highway and / or the potential for a mid-block pedestrian signal to cross Lougheed Highway will be further assessed as potential improvements and be subject to the approval of the Engineering Department and any necessary Translink approvals.

- 3.10 The provision of public art is a prerequisite of this rezoning. In accordance with the City’s Public Art Policy, the applicant may satisfy the public art requirement through one of two options: Option 1 is to provide public art on the subject site, and Option 2 is to provide a cash-in-lieu contribution to public art. A final determination of which option applies will be made prior to Final Adoption of the rezoning, with all necessary covenants secured to ensure delivery of the artwork or cash in lieu payment.
- 3.11 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3**. In part, the prerequisites include the necessary fees, financial securities, professional reports, legal and servicing agreements, easements, covenants, and statutory rights-of-way to facilitate the servicing and development of the proposed site.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

As of November 30, 2023, the *Housing Statutes (Residential Development) Amendment Act, 2023* amended Section 464 of the *Local Government Act* to prohibit local governments from holding a Public Hearing for rezoning applications that are all or predominantly (greater than 50%) residential, where the proposed rezoning is consistent with the City’s Official Community Plan. As such, a Public Hearing is prohibited from being held for this rezoning application.

Public notice of the Rezoning Bylaw for REZ #23-11 will be completed prior to bringing forward the Rezoning Bylaw for First Reading, in accordance with section 467 of the *Local Government Act*, the City’s Public Notice Bylaw and Council policy. City staff will mail a notice to those properties that are within a 30 m radius of the subject site. A public notice will also be published on the City’s website, distributed as part of the City’s online newsletter, and a sign regarding the proposal will be posted on the site.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposal.

Respectfully submitted,

Ed Kozak, General Manager Planning and Development

ATTACHMENTS

- Attachment 1 – Sketch #1 and Sketch #2
- Attachment 2 – Development Statistics
- Attachment 3 – Rezoning Prerequisites

REPORT CONTRIBUTORS

This report was prepared by Rushi Gadoya, Planner 2, and reviewed by Mark Norton, Manager Development, Jennifer Wong, Assistant City Solicitor, Carl Isaak, Director Neighbourhood Planning and Urban Design, and Jesse Dill, Director Development.