

**TO:** CITY MANAGER

2004 September 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** REZONING REFERENCE #04-19  
**High-Rise Residential Towers with Low-Rise Buildings  
Brentwood Town Centre Development Plan**

**ADDRESS:** 2150 Beta Avenue (see attached Sketches #1, #2 & #3)

**LEGAL:** Lot 123, D.L. 124 Group 1, NWD Plan 36610

**FROM:** M2 General Industrial District

**TO:** CD Comprehensive Development District (based on RM2, RM3 and RM5 Multiple Family Residential District, P3 Park and Public Use District and Brentwood Town Centre Development Plan as guidelines and in accordance with the development plan entitled "Brentwood - Trailmobile Site" prepared by Ramsay Worden Architects)

**APPLICANT:** Polygon Development 62 Ltd.  
900 - 1333 West Broadway  
Vancouver, B.C. V6H 4C2  
(Attention: John Northey)

**PURPOSE:** To seek Council authority to forward this application to a Public Hearing on 2004 October 26.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2004 October 04, and to a Public Hearing on 2004 October 26 at 7:30 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.

- 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) The submission of an undertaking to remove all existing improvements from the site within six months of the rezoning being effected but not prior to Third Reading of the Bylaw. In the event that existing improvements on the site are vacant and considered to be unsafe, unstable and a hazard to life, the Fire Prevention Division may recommend immediate demolition of such improvements and removal of the resultant debris prior to Third Reading.
- e) The utilization of an amenity bonus through the provision of a childcare centre/preschool facility owned by the City and established through the creation of an airspace parcel and protected by a 219 Covenant in accordance with Section 3.2 of this report.
- f) The utilization of an amenity bonus through the provision of a public plaza/gateway feature at the corner of Beta Avenue and Dawson Street protected by both a public access easement and 219 Covenant in accordance with Section 3.2 of this report .
- g) The granting of any necessary easements and covenants, including, but not necessarily limited to, Section 219 Covenants restricting the enclosure of balconies, restricting maximum development densities, pertaining to the public plaza's design and maintenance, indicating that project surface driveway accesses will not be restricted by gates, agreeing that any liability due to flooding is to remain with the property owner, and assuring that the water table in the area will not be drawn down during or after construction.
- h) The provision of a 3.0 m. urban trail along the south side of the proposed Dawson Street extension.
- i) The provision of a statutory right-of-way guaranteeing public access to the east-west walkway along the northern portion of the site. Maintenance of the walkway is to remain with the property owner.
- j) The provision of a public access easement guaranteeing public access over the plaza at the southeast corner of Beta Avenue and Dawson Street.
- k) The dedication of any rights-of-way deemed requisite.
- l) The completion of the City's purchase of an identified portion of the site (approximately 21,994 sq. ft.) for future school use purposes.

- m) The provision of covered car wash stalls and adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering within the residential portions of the development and a commitment to implement the recycling provisions.
- n) The design and provision of 5% of the units adaptable to the disabled (the provision of special hardware and cabinet work being subject to the sale/lease of the unit to a disabled person) with allocated disabled parking spaces.
- o) 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.
- p) The deposit of the applicable GVS & DD Sewerage Charge.
- q) The deposit of the applicable Parkland Acquisition Charge.
- r) The deposit of the applicable School Site Acquisition Charge.
- s) The provision of facilities for cyclists in accordance with this report.
- t) Compliance with the Council-adopted sound criteria.
- u) The submission of a Site Profile and resolution of any arising requirements.
- v) 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 development of three low-rise apartment buildings, one high-rise apartment tower and a community use facility.

## 2.0 BACKGROUND

- 2.1 On 2004 May 17 Council received the report of the Planning and Building Department concerning 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 subject site (see Sketch #1 **attached**) is located within the Brentwood Town Centre Development Plan area. The site is designated for both high and medium density multiple-family residential, in addition to a portion of a future school site south of the proposed Dawson Street extension (see Sketches #2, and #3 **attached**).

The subject site, formerly occupied by the Trailmobile facility, is currently developed with a large storage structure and administrative office, both of which are presently vacant. North of the subject site across Sumas Street (unconstructed) are two used car dealerships and an automotive repair facility. Further north, beyond the Lougheed Highway and Millennium SkyTrain line is a large development site, the subject of Rezoning Reference #03-69, which proposes multiple family development. To the east, northeast and south are large properties known as the "Woodlands" lands - the southern portion developed with large industrial sheds and buildings and the northern portion undeveloped and heavily treed. The BNR rail line runs east-west immediately south of the Woodlands site.

- 2.3 Council, at its meeting of 2003 August 25, approved, in principle, a revised land use framework from the previously adopted Plan for the Woodlands/Manulife lands which resulted in a smaller school (4.8 acres) and park (3.4 acres) site and which indicates a new potential development site (4.9 acres) along Beta Avenue, south of the Dawson Street extension (see **attached** Sketch #3). An additional 1.7 acres was also added as conservation area to the east of the development site. Under the revised land use framework, the subject development site south of Dawson Street Extension would have a gross RM2-type density (0.9 FAR with full underground parking). The portion of the site north of the Dawson Street extension continues to be designated for high-density residential development utilizing the RM5 District as guidelines and for medium density residential utilizing the RM3 District as guidelines. This revised land use framework is utilized in reviewing the redevelopment potential for the subject site.

As discussed, the subject 3.61 ha/8.9 acre site is in line with the adopted Plan as revised and comprises the following land use allocations:

RM5 High-Rise	3,548.8 m <sup>2</sup> / 38,200 sq. ft.
RM3 Low-Rise (north of Dawson St. Extension)	15,575.9 m <sup>2</sup> /167,663 sq. ft.
RM2 Low-Rise (south of Dawson St. Extension)	7,784.7 m <sup>2</sup> / 65,373 sq. ft.
Juneau Street Road Right-of-Way	1,711.7m <sup>2</sup> / 18,425 sq.ft.
School Site Portion	2,043.2 m <sup>2</sup> / 21,994 sq. ft.
Road Dedications	7,164.4 m <sup>2</sup> / 77,120 sq. ft.
Total Site Area	36,117.2 m <sup>2</sup> / 388,775 sq. ft.

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

### 3.0 GENERAL COMMENTS

- 3.1 The development proposal consists of three low-rise apartment buildings with ground-oriented entires, and one high-rise apartment tower. As indicated above, the proposed development will be pursued in line with revised guidelines as shown on Sketch #3. It is noted that the cul-de-sac road is proposed to be oriented along the site's east property line. The interior portion of this site north of the Dawson Street extension is designated for high-density residential development utilizing the RM5 District as guidelines with the remainder of this northern area designated for medium-density residential development at RM3 District densities. The southwest area of the site south of the Dawson Street extension is designated for multiple-family residential development at RM2 District densities and a small portion of a future school site to be zoned to the P3 District.

It is proposed that the medium and high-density components north of the Dawson Street Extension be combined in order to achieve a more fully integrated and open development form and to provide further separation from future proposed apartment towers to the north and northeast of the subject site. City acquisition and rezoning of approximately 21,994 sq.ft. of land area for a portion of the future school site is also indicated with its eventual acquisition from the City by the School Board. Achievement of the remainder of the park/school site is to occur in line with the future rezoning and subdivision of the Woodlands properties, as indicated in the land use framework for this portion of the Brentwood Town Centre Development Plan (see Sketch #3).

- 3.2 The applicant is proposing to utilize the density bonusing provisions indicated within the Zoning Bylaw. The applicant is pursuing the full Floor Area Ratio amenity bonus totalling approximately 48,817 sq.ft., which the City Solicitor estimates at a value of \$1,974,963 based on \$25 per sq.ft. of buildable area for the RM5 portion (15,280 sq. ft.), \$45 per sq. ft. of buildable area for the RM3 portion (25,157 sq. ft.), and \$55 per sq. ft. of buildable area for the RM2 portion (8,380 sq. ft.) of the site. Given the relatively large size of the overall site, an on-site community amenity is considered to be appropriate. As such, a hybrid child care facility, consisting of a licensed group child care centre and a school-aged/preschool centre (see description and rationale below in Sections 3.2.1 and 3.2.2) is being proposed for the interior portion of the site, with parking and appropriate play areas being provided in accordance with provincial regulations. Access to the childcare centre would be from the cul-de-sac road, with appropriate pick-up and drop-off areas also being provided. Ownership of the childcare centre, parking spaces and outdoor play areas would be transferred to the City via an airspace parcel. An initial review of the value of the proposed childcare centre and associated parking to be provided by the developer (approximately \$1,850,000) indicate that their value is less than the value of the overall density bonus, with approximately \$124,936 remaining. More detailed development guidelines and specifications for the proposed hybrid child care facility will be prepared before the rezoning is given Third

Reading, which will allow for the finishing and furnishings to be specified to the required standard.

- 3.2.1 The hybrid child care facility would be located in a stand-alone building of either one or two floors. It would consist of two separate, but related components as follows.

The facility would house a 4,500 sq. ft. licensed group child care centre, which would serve 40 children (infants, toddlers, and 3 - 5 year olds). The centre would be fully finished, furnished and equipped by the developer. A fully equipped, fenced and landscaped outdoor playground area of approximately 3,000 sq. ft. would also be provided.

The child care facility would also house a fully finished, furnished and equipped 1,000 sq. ft. school-aged care centre, with a separate entrance, and a separate fenced playground area of approximately 1,900 sq. ft. The school-aged centre would provide care for 25 children, aged 5 to 12 years, before and after school, on professional development days, and during school holidays. To maximize use of the space, a preschool program (which children attend for half of the day) for children aged 30 months to 5 years, would be operated in this space when the centre is not being used for school-aged care.

Approximately eleven dedicated parking spaces would be provided for the hybrid child care facility, as well as a surface pick-up and drop-off area.

- 3.2.2 The Brentwood Town Centre is very under-served with regards to child care. At present, there are only 40 licensed group spaces for infants, toddlers, and 3-5 year olds (the City-owned Madison Children's Centre) and 20 licensed preschool spaces. There are no licensed family day care spaces, and no licensed school-aged spaces. 2001 Census data suggests that there were 240 children in the 0-5 year age group in Brentwood Town Centre, and 240 children in the 6-12 year age group. The labour force participation of women in the area was 62%, and 17% of families were lone-parent families. The need for child care spaces will increase with new residential development in the Brentwood Town Centre - it is estimated that new development in the area since 2001 and developments now in the rezoning process or under construction will result in an additional 300 children in the 0 - 4 year age group and an additional 400 children in the 5-12 year age group over the next few years.

It is proposed that the remainder of the funds from the community amenity bonus (\$124,936) be used for extraordinary public realm improvements through development of a public plaza and gateway feature, which is to include a major public art component, at the southeast corner of Beta Avenue and Dawson Street. This is considered supportable in light of the area's current industrial character and the need to establish immediate and extraordinary public realm improvements which are reflective of its transition to a residential

neighbourhood. These proposed public realm improvements would be considered beyond that which the applicant would otherwise provide in the absence of the density bonus.

It is noted that the applicant would be financially responsible for the development of the child care facility and the extraordinary public realm improvements including any potential costs which exceed the allotted \$1,850,000 related to the construction and finishing of the proposed child care centre.

Since the applicant wishes to advance this rezoning to a Public Hearing on 2004 October 26, the Chair of the Housing Committee has agreed to forward the recommendation for the use of these funds directly to Council as the Housing Committee's next meeting is not until 2004 September 28. In this regard, it is recommended that the density bonus funds be applied as outlined in the foregoing discussion. The members of the Housing Committee have concurred with this approach.

- 3.3 It is noted that the development site encompasses a portion of the revised future school site, as discussed above. In accordance with the approved revised school site layout, it is proposed that 21,994 sq. ft. of land be purchased from the developer in order to secure this key portion of this site, with the remainder of the site to be acquired at the time of the surrounding Woodlands site's eventual redevelopment. A report which specifically addresses City acquisition of the school site from the developer will be submitted separately in due course. It is proposed that the interim treatment of the school site include grassing, which is to be maintained by the City. It is noted that the school portion is proposed to be rezoned to P3 Park and Public Use at this time in recognition of its eventual future use.
- 3.4 Road widening dedications are required on the Beta Avenue frontage of approximately 1.5m for separated sidewalks. Road dedications are also required for the provision of a portion of the Dawson Street Extension (approximately 23m. wide) and the north/south cul-de-sac road (approximately 20 m. wide).

Regarding the Dawson Street Extension, it is proposed that the road be constructed to a 14 m. pavement standard, thus allowing for one travel lane and one parking lane in each direction, in addition to provision of sufficient opportunities for fire truck access and on-street cycle lanes. However, in recognition of concerns over the potential for the Dawson Street Extension to be a future bypass route to the Lougheed Highway once it connects with Douglas Road, it is proposed that Dawson Street be traffic calmed east of Beta Avenue. Traffic calming measures could include corner bulges, a pedestrian controlled traffic signal at the Dawson Street – cul-de-sac road intersection and special pavement treatments at intersections. These traffic calming measures, combined with the proposed street improvements – separated sidewalks along the north side of Dawson Street, a 3.0 m. urban trail along the south side of Dawson Street, front boulevards with street trees and pedestrian lighting – should ensure Dawson Street reflects its future residential character.

- 3.5 Vehicular access to the low-rise buildings north of the Dawson Street Extension is proposed to be taken off of the Dawson Street Extension via a single shared driveway, while vehicular access to the low-rise building south of the Dawson Street Extension is to be taken from Beta Avenue. Vehicular access to the high-rise apartment tower and to the proposed child care centre and preschool facility is to be taken from the public cul-de-sac road.
- 3.6 The City Engineer will assess the need for any further required services to the site, including, but not necessarily limited to:
- Dedication and construction of the Dawson Street Extension to a full standard to the east property line, with a separated sidewalk along the north side and a 3.0 m. urban trail along the south side, street trees, street lighting, pedestrian lighting, and preducting for the new road at the Dawson Street extension intersection.
  - Dedication and construction of the north-south cul-de-sac road to the full standard along the eastern portion of the site, including boulevard works, separated sidewalks, street trees, and street and pedestrian lighting along the west side. The boulevard works on the east side of the cul-de-sac road are to be constructed at the time the neighbouring Woodlands site redevelops.
  - Provision of a pedestrian activated traffic signal of the intersection of Dawson Street and the cul-de-sac road. This intersection is also to have special surface treatments as a traffic calming measure.
  - Road widening dedications on the Beta Avenue frontage of approximately 1.5m. Construction of a concrete curb and separated sidewalk on the east side of Beta Avenue.
  - Storm and sanitary sewer and water main upgrades as required.
  - Due to potential geotechnical conditions in the area, the applicant will be required to ensure City infrastructure abutting the site is protected.
  - The overhead hydro lines along the east side of Beta Avenue are transmission lines, and as such are undergrounded only in very rare circumstances. Given the line's major status, and the relatively short section the applicant would be required to underground in connection with the subject rezoning application, it is not considered practical that the lines be undergrounded at this time, although the possibility of preducting for future undergrounding will be pursued in connection with the subject rezoning application. Notwithstanding the foregoing, the applicant will be responsible for any necessary pole relocations resulting from required road works on Beta Avenue.
- 3.7 A statutory right-of-way guaranteeing public access to an east-west public trail through the northern portion of the site connecting the cul-de-sac road to Beta Avenue is required. An



- access easement and Section 219 Covenant are required to guarantee public access over the plaza at the southeast corner of the intersection of Beta Avenue and the proposed Dawson Street Extension. Maintenance of both the trail and public plaza is to be the responsibility of the property owner, according to maintenance guidelines to be established.
- 3.8 Any necessary easements and covenants for the site are to be provided, including, but not necessarily limited to, Section 219 Covenants restricting enclosure of balconies, restricting maximum development densities, prohibiting gates from the project surface driveways, assuring that liability due to flooding is to remain with the property owner, and assuring that the water table in the area will not be drawn down during or after construction.
  - 3.9 Due to the proximity of the subject site to the Lougheed Highway, the SkyTrain guideway and the railway line to the south, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
  - 3.10 Provision of an adequately sized and sited garbage and recycling area for each building is required. As well, separate car wash stalls are required.
  - 3.11 The applicable GVS & DD Sewerage, Parkland Acquisition and School Site Acquisition Cost Charges will be required with this application.
  - 3.12 It has come to staff's attention that there are significant encroachments onto the city-owned Juneau Street road right-of-way (unopened) by neighbouring land uses to the south. These encroachments are also present on the portion of the Juneau Street road right-of-way proposed to be transferred to the applicant as a part of a road exchange arrangement. The encroachments include storage of materials and a building of significant size with a concrete foundation. It will be necessary for the issue of these encroachments to be adequately resolved as soon as possible, given the need to include these lands in the requisite site profile so that any arising requirements may be addressed. As such, staff have initiated the process of removing the illegal encroachments, and will report to Council on the matter independently of the subject rezoning application in due course.
  - 3.13 Due to the industrial history of the site, a site profile application and resolution of any resultant conditions is required. The requisite site profile application is to include the development site itself, the road right-of-way to be transferred to the developer and the school site to be transferred to the City.
  - 3.14 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.

3.15 An on-site sediment control system is a requirement of Preliminary Plan Approval and must be approved by the Environmental Services Division - Engineering Department.

**4.0 DEVELOPMENT PROPOSAL**

4.1 Site Area

Gross (includes Juneau Street R.O.W.)	-	3.61 ha/8.9 acres
Dedications	-	7,164.4 m <sup>2</sup> /77,120 sq.ft.
School/Park Site	-	2,043.2 m <sup>2</sup> /21,994 sq.ft.
Net	-	<u>26,908.6 m<sup>2</sup>/289,661 sq.ft.</u> (subject to detailed survey)

4.2 Density

Site Allocations	-	RM5 – 3,549 m <sup>2</sup> /38,200 sq. ft. RM3 – 15,576 m <sup>2</sup> /167,663 sq. ft. <u>RM2 – 7,785 m<sup>2</sup>/83,798 sq. ft.</u>
<b>TOTAL</b>	-	26,910 m <sup>2</sup> /289,661 sq.ft.

F.A.R. Permitted & Provided	-	2.2 F.A.R. on RM5 portion 0.4 FAR (additional) on RM5 portion for community amenity bonus
	-	1.1 F.A.R. on RM3 portion 0.15 FAR (additional) on RM3 portion for community amenity bonus
	-	0.9 FAR on RM2 portion 0.10 FAR (additional) on RM2 portion for community amenity bonus
<b>TOTAL</b>	-	<b>1.36 FAR (development site average)</b>

Gross Floor Area Permitted & Provided	-	9,227 m <sup>2</sup> /99,320 sq.ft. (RM5)
	-	19,470 m <sup>2</sup> /209,579 sq.ft. (RM3)
	-	7,785 m <sup>2</sup> /83,798 sq.ft. (RM2)
<b>TOTAL</b>	-	<b>36,482 m<sup>2</sup>/392,697 sq.ft</b> (excludes 548.1m <sup>2</sup> /5,900 sq.ft. of amenity space and the required 511 m <sup>2</sup> /5,500 sq. ft. of childcare centre space)

Site Coverage	-	26%
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4.3 Height

	-	4 storeys for low-rise buildings fronting Beta Avenue and Dawson Street
	-	26 storeys for the high-rise tower fronting Dawson Street

4.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
High-Rise:	
122 - 2 Bedroom	860 - 1,096 sq.ft.
<u>28 - 2 Bedroom + Den</u>	1,144 - 1,540 sq.ft.
Subtotal:	150 units
	*Includes 5% (8) of the units adaptable to the disabled with (12) allocated disabled parking spaces
Low-Rise:	
3 - 1 Bedroom	720 -725 sq.ft.
<u>211 - 2 Bedroom</u>	840 - 1,250 sq.ft.
Subtotal:	214 units
<b>TOTAL:</b>	<b>364 UNITS</b>

4.5 Parking

**Vehicle Parking**

Required and Provided Spaces

364 Apartment Units (1.6 spaces/unit)	590 spaces
5,500 sq. ft. childcare centre	11 spaces

<u>Car Wash Stalls</u>	6 stalls
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**Bicycle Parking**

Required and Provided Spaces

Residential

Resident - 1/unit @ 364 units	364 in storage
Visitor - 10% of required vehicle parking	59 in racks (throughout the site)

4.6 Communal Facilities

- Central green space, trails, plaza, internal amenity spaces and a major central recreation facility within a separate building.

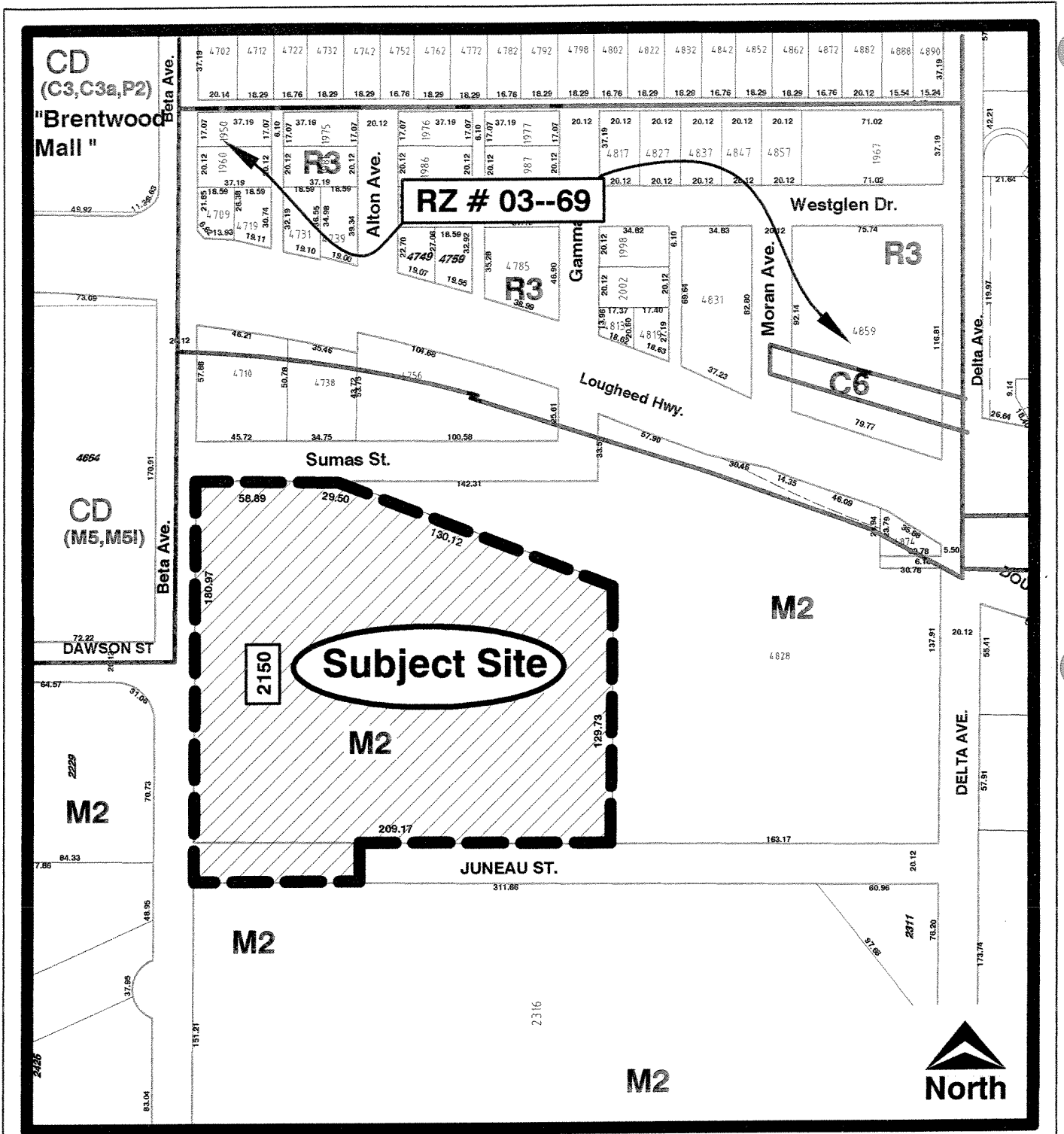


J. S. Belhouse  
 Director Planning and Building

EK: gk

**Attachments**

- CC: Director Parks, Recreation and Cultural Services  
 Director Engineering  
 City Solicitor  
 City Clerk



**Planning and Building Department**

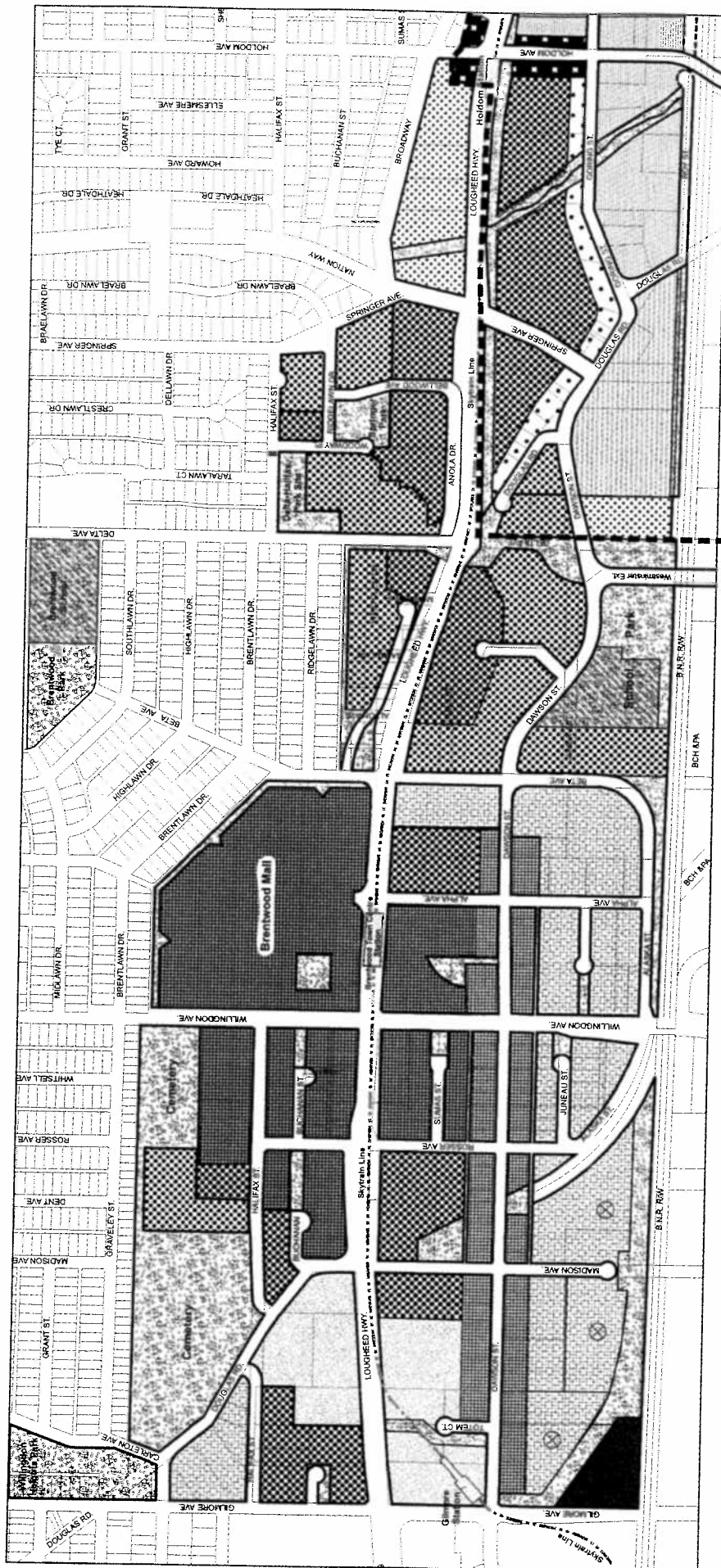
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Drawn By: J.P.C.

Date: September 2004

**REZONING REFERENCE 04 -- 19**  
**2150 Beta Ave.**

**Sketch # 1**



**SKETCH 2**  
**Brentwood Town Centre**  
**Development Plan**  
**Land Use Concept**



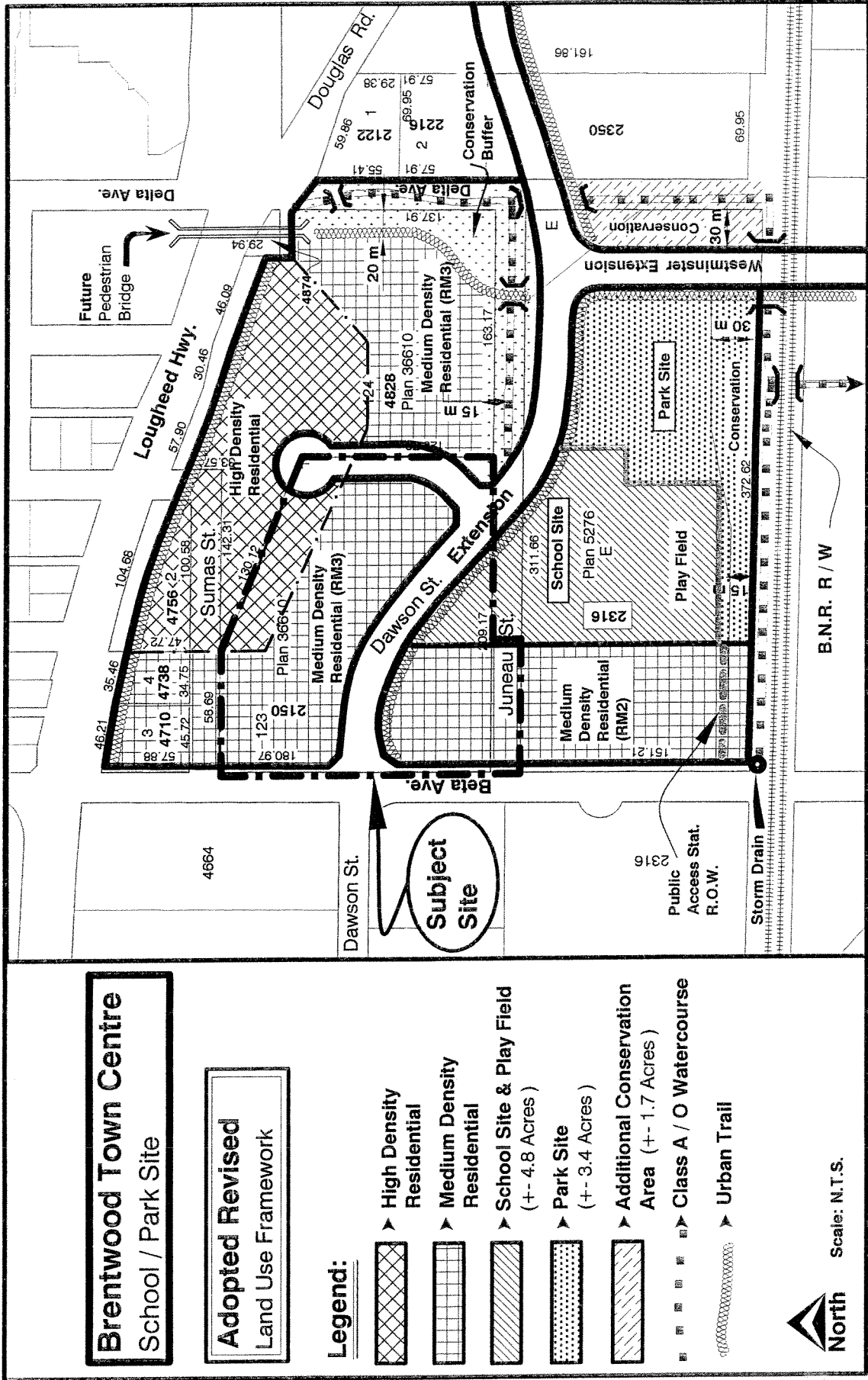
North

Updated to September, 2004

- ▲ Core Development
  - ▲ Village Street
  - ▲ Residential (High Density)
  - ▲ Residential (Medium Density)
  - ▲ Residential (Low - Density Townhousing)
  - ▲ Succession (Industrial to Medium Density Residential)
  - ▲ Secondary Commercial
  - ▲ Industrial
- ▲ Public Open Space
  - ▲ School
  - ▲ Suburban Business Centre (B1)
  - ▲ Urban Business Centre (B2)
  - ▲ Live/Work or Townhouse Development
  - ▲ Street Front Commercial Mixed Use
  - ▲ Site may include Tower Forms

See Holdom Station Area Plan

**NOTE: This sketch is subject to updating on a continuous basis.**



**Brentwood Town Centre**  
School / Park Site

**Adopted Revised**  
Land Use Framework

- Legend:**
- ▶ High Density Residential
  - ▶ Medium Density Residential
  - ▶ School Site & Play Field (+- 4.8 Acres)
  - ▶ Park Site (+- 3.4 Acres)
  - ▶ Additional Conservation Area (+- 1.7 Acres)
  - ▶ Class A / O Watercourse
  - ▶ Urban Trail

**North** Scale: N.T.S.

Sketch # 3