



TO: CITY MANAGER DATE: 2014 April 09

FROM: DIRECTOR PLANNING AND BUILDING FILE: 49500 20
Reference: Rez#12-45

SUBJECT: REZONING REFERENCE #12-45
BRENTWOOD PHASE I – TOWER I
RESPONSE TO PUBLIC HEARING SUBMISSIONS
BRENTWOOD TOWN CENTRE DEVELOPMENT PLAN

PURPOSE: To respond to questions raised at the Public Hearing for Rezoning Reference #12-45.

RECOMMENDATION:

1. THAT a copy of this report be sent to the applicant and to those who spoke at, or submitted correspondence to, the Public Hearing for Rezoning Reference #12-45.

REPORT

1.0 BACKGROUND

On 2014 February 25, a Public Hearing was held for Rezoning Reference #12-45. The subject rezoning application proposes a 53 storey (591 units) residential apartment building, with 291 market strata units and 300 purpose-built residential rental units, with full underground parking. The subject site is located within the Council adopted Brentwood Town Centre Development Plan area (see *attached* Sketches #1 and #2).

A total of 50 written submissions were received at the Public Hearing, comprised of: 1 petition which represented eight concerned property owners, 8 letters expressing concern, 40 letters expressing support, and 1 letter requesting further information.

At the Public Hearing, 24 individuals made verbal submissions, with 9 expressing concern, 13 expressing support and 2 requesting further information.

The 53 written and verbal submissions expressing support identified the improved amenities, proposed rental housing, opportunities to age in place, creation of a key destination within the Brentwood Town Centre, and the value of transit oriented development, as being positive outcomes of the proposed development.

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The 28 written and verbal submissions expressing concerns or requesting further information were generally related to: public consultation, density and height, traffic, parking, transit, accessibility, emergency access, potential environmental impacts, infrastructure capacity, cycling and pedestrian infrastructure, and availability of park and school space.

At the Public Hearing, Council requested that a staff report be submitted to provide further information on the comments received. This report addresses Council's request.

2.0 GENERAL SUPPORT FOR THE DEVELOPMENT PROPOSAL

A majority of those who spoke at, and/or submitted correspondence to the Public Hearing for Rezoning Reference #12-45, supported the proposal.

At the Public Hearing, letters of support and positive verbal submissions were received regarding the proposed community amenities, the rental housing component, opportunities for the community to age in place, the effort to create a unique destination in Burnaby, and the development's pedestrian and transit orientation. A brief summary of the comments is provided below.

2.1 Community Amenities

Regarding community amenities, residents who spoke and submitted correspondence to the Public Hearing noted that the proposed commercial and plaza components would add vibrancy, a unique social space for residents and visitors to the area, and would create a place for people to meet, socialize and be entertained. The public plaza in particular was noted as a potentially unique public space in the region, that would give the town centre community a distinct character and identity.

2.2 Multiple-Family Strata and Rental Housing

With respect to the inclusion of 300 purpose-built rental housing units within the proposed tower, and the potential for additional rental units within a future second tower of Phase I (Rezoning Reference #12-46), the following points were raised. It was noted that the addition of purpose-built rental units will provide a greater range of housing types within the area. Speakers also supported the notion of multiple-family residential development on the subject site, and within the Brentwood Town Centre in general, as it provides opportunities for residents to remain in the community as their lifestyles change. They noted that the increased housing opportunities would allow the children of long-time area residents to live close to family, and remain in the community where they were raised. At the same time, the proposal would provide older residents with the option to downsize and remain in the community in which they have built lifelong social relationships.

2.3 Focal Point for Brentwood Town Centre

Many comments were received regarding the proposed development's potential to create a focal point for the Brentwood Town Centre, one that could attract new residents and businesses to the

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area. Many presenters noted that one of the primary destinations for Burnaby was Metrotown, while Brentwood currently lacked a distinct community focal point. The iconic architecture, the variety of public spaces and the commercial/leisure opportunities of the proposed development were noted as elements that would provide a much needed key destination for the Brentwood Town Centre area and for the City.

2.4 Transit Oriented Development

Many presenters noted that the proposed form and density of the development, directly adjacent to a SkyTrain station and associated bus service, was not only appropriate, but necessary to accommodate growth without having to sacrifice the values that help make the city more diverse and livable. It was noted that SkyTrain stations are regionally significant locations for high density development, and are important to the City and the region to meet growth demands, while reducing the development pressures on open space and agricultural lands. It is noted that growth in transit oriented locations also protects other lower density and single-family residential neighbourhoods from increased development pressures.

3.0 QUESTIONS RAISED AT THE PUBLIC HEARING

At the Public Hearing, a number of questions were raised, including: public consultation, density and height, traffic, parking, transit, accessibility, emergency access, potential environmental impacts, infrastructure capacity, cycling and pedestrian infrastructure, and available park and school space. The following section provides an overview of the questions and issues raised, and a response to each.

3.1 Public Consultation

Questions were raised regarding opportunities for public input and consultation on the proposed development framework.

Over the years, there has been continuing opportunities for public input on the Brentwood Town Centre development framework generally, and on the mall site more specifically. Key aspects of the early community consultations include the identification of planned areas for high-density multiple-family residential and mixed-use redevelopment within the Brentwood area beginning with the 1969 Apartment Study Area D Plan.

Further, the inclusion of specific commercial, and medium to high density residential designations for the Brentwood Mall site, was determined as part of the Brentwood Town Centre Development Plan, adopted by Council on 1996 June 10. The development of this plan involved extensive community consultations with:

- community notices sent to all properties within a block of the Town Centre boundary;
- mall displays held at Brentwood Mall on 1996 March 22 and 23;
- public open houses held at the Executive Inn on 1996 March 28; and,
- a further public meeting held at City Hall on 1996 April 02.

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Since that time, the City's established community plan designations for the Brentwood Town Centre, and the Brentwood Mall site itself, have been presented to the public as part of further community consultation processes that included:

- an amendment to the Brentwood Town Centre Development Plan in 2000 for a number of individual sites; and
- a further amendment to the Brentwood Town Centre Development Plan in 2002 December to add the Holdom Station Area Guide Plan area.

The consultation process for these amendments reflected the prevailing designations for the Brentwood Mall site and the broader Town Centre, and included distribution of community notices, newspaper advertisements, and hosting of open house events.

Since the adoption of the Brentwood Town Centre Plan in 1996, implementation of the Plan has also been pursued with individual Public Hearings for each development site undergoing the rezoning process. These Public Hearings provide the community with an opportunity to comment on the specific aspects of each development for each designated site within the Town Centre.

Also since the adoption of the Plan, there have been over 30 Comprehensive Development rezoning applications within the Brentwood Town Centre area. Each of these applications has reflected the Plan's adopted commercial and medium to high density designations for the subject site. Each of these rezoning applications required a Public Hearing, posting of Public Hearing notice signs, advertisements in local newspapers, and distribution of notices to adjacent properties within 30m of the site. These notification measures meet City bylaws and policies and exceed the requirements of the Provincial Local Government Act.

For the Brentwood Mall site, since its acquisition by the current owners (Shape Properties Corp.) in 2010, five individual rezoning applications have been advanced, including:

- Rezoning Reference #11-22 (Brentwood Site Master Plan)
- Rezoning Reference #12-44 (Phase I – Commercial & Plaza)
- Rezoning Reference #12-45 (Phase I – Residential Tower I)
- Rezoning Reference #12-46 (Phase I – Residential Tower II)
- Rezoning Reference #13-21 (Tenant Relocation/Mall Renovation)

The Brentwood Site Master Plan rezoning application (Rezoning Reference #11-22) was based on, and is consistent with, the site's prevailing mixed-use, multiple-family residential and commercial designations of the Council adopted Brentwood Town Centre Plan. This application resulted in the definition of the specific form of development, based on a comprehensive Conceptual Master Plan document and associated Design Guidelines for the entire 28 acre site. This Master Plan approach is consistent with the Brentwood Town Centre Plan. It is noted that no development rights were sought or obtained through this Master Plan application.

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In 2012, as part of this master planning process, further public consultation was undertaken. This included two public open houses hosted by the developer at Brentwood Mall. These were advertised in local and regional newspapers, with invitations mailed to local residents within the Brentwood Town Centre and adjacent areas. Approximately 200 participants were present at each open house. City staff attended the open houses, and received the input that resulted. This input was reflected in a draft Conceptual Master Plan that was prepared, which was advanced for further public comment at a Public Hearing on 2012 August 28.

Subsequent to the Master Plan application, additional, more detailed site specific rezoning applications, (Rezoning References #12-44, #12-45 and #12-46) were received by the City. These further refined the specific aspects of the Phase I development of the site. In relation to the new rezoning applications, an additional open house specific to Phase I was hosted by the developer at the Mall, with City staff in attendance, to present the refined concepts for community input. This Open House was also promoted in local and regional newspapers, with notices sent to area residents. Attendance for this open house was higher than at previous open houses, with approximately 300 attendees. The input received was incorporated into the detailed rezoning submissions being prepared for the commercial and residential components of Phase I. The input was presented at the Public Hearings held for Rezoning Reference #12-44 and the subject rezoning application, Rezoning Reference #12-45.

The following is a summary of the public consultation processes associated with the Brentwood Mall Site since 2010:

- Brentwood Master Plan: Open House #1 - 2012 January 09
- Brentwood Master Plan: Open House #2 – 2012 June 07
- REZ #11-22 Public Hearing (Brentwood Site Master Plan): Public Hearing on 2012 August 28
- Brentwood Phase I: Open House – 2013 June 26
- REZ #13-21 Public Hearing (Brentwood Tenant Relocation): Public Hearing on 2013 November 04
- REZ #12-44 Public Hearing (Brentwood Phase I - Commercial): Public Hearing on 2013 December 10
- REZ #12-45 Public Hearing (Brentwood Phase I - Residential Tower I): Public Hearing on 2014 February 25

A future Public Hearing will be held for a second residential tower in Phase I (Rezoning Reference # 12-46), once a suitable plan of development is accepted by the City. As well, further public open houses and Public Hearings will be held for each phase of development as they proceed, with notices being provided to residents and businesses, with the opportunity to provide comments at these future public open houses and Public Hearings.

In summary, the subject rezoning application is based on consultation processes, both long term and more recent, consistent with the City established bylaws, policies and practices.

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3.2 Density and Height

Questions were raised regarding the basis of the density and height of the proposed building.

The subject site is located within the Brentwood Town Centre Development Plan area. The Brentwood Town Centre is designated as a Municipal Town Centre under the current Metro Vancouver Regional Growth Strategy and its predecessor plan, the Livable Region Strategic Plan. Consistent with this regional designation, the Brentwood Town Centre Development Plan was adopted by Council in 1996, following the noted community consultation process.

The City's Town Centre concept was first introduced in the 1980s under a Residential Growth Management Study for Burnaby. At that time, the Town Centre concept for the City was further developed, with Brentwood forming one of four Town Centres within Burnaby. The Town Centre concept was formally reflected within Burnaby's Official Community Plan (OCP) in 1987, and reaffirmed in the updated 1998 Official Community Plan. Under these city-wide and regional planning policies, Town Centres are intended to accommodate a broad spectrum of uses, including higher density residential, commercial and institutional uses, all served by a range of transportation options, including SkyTrain rapid transit. The directions contained in the City's 1987 and 1998 OCP's were also established through specific community consultation processes.

As noted, the subject site is designated for commercial and medium to high density mixed use development under the Council adopted Brentwood Town Centre Development Plan. These designations utilize the RM4s Multiple-Family Residential District, the RM5s Multiple-Family Residential District, and the C3 General Commercial District of the Burnaby Zoning Bylaw, as guidelines.

The specific land area for each designation on the Brentwood Mall site was calculated by way of site survey in reference to the adopted community plan. This site area, together with the density of development available under the Burnaby Zoning Bylaw, resulted in a calculated aggregate residential and commercial density over the entire site.

Through the Master Plan process, consideration was given to the most appropriate means of distributing the allowable density on the site in terms of development forms and heights. This was reviewed by the City in relation to the site's location with the surrounding single-family neighbourhood to the north and north-east, and the proposed high-rise, high density designated sites to the west, east and south. The resulting Master Plan and associated Design Guidelines identified that building height and density should be accommodated in a more limited number of residential towers (11), and office towers (2), with the most intensive uses being nearest the Brentwood SkyTrain Station. This approach provides an opportunity to terrace building heights downward from the Lougheed Highway and Willingdon Avenue intersection towards the lower density interface with single family neighbourhoods to the north and north-east. This building distribution also helps to provide sightlines and open space across a redeveloped mall site, and to reduce potential shadow impacts off-site.

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The Master Plan provides an opportunity for two proposed towers within Phase I to be developed to a maximum height of 70 storeys, based on available density. The proposal submitted to Public Hearing is for a residential building of 53 storeys above a 3 storey commercial podium. As proposed, the subject residential building is not only within, but lower than the guidelines approved under the adopted Master Plan.

With respect to the allowable residential density, the aggregate residential density for the entire site is a Floor Area Ratio (FAR) of 3.4. FAR is the ratio of the development's Gross Floor Area to the net land area for the Brentwood Mall site, or the specific development site, as determined by the development plan and the site survey.

The subject residential building has a net residential density of 2.88 FAR. This density is consistent with the adopted Brentwood Town Centre Plan, the Burnaby Zoning Bylaw, and the adopted Master Plan for the Brentwood Mall site. As a point of comparison, the community plan designations to the south and southwest across Lougheed Highway, including the "SOLO District" site on the southwest corner of Lougheed Highway and Willingdon Avenue, have a designated residential density of 5.0 FAR. As such, the proposed residential development's form and character is fully consistent with the adjacent development that is under construction, and with future development to the south.

A question was raised at the Public Hearing with regard to the projected pace of population growth in the Town Centre. The concern related to projections made at the time of adoption of the Town Centre Plan in 1996, and more recent projections.

For information, the adopted 1996 Brentwood Town Centre Plan, Section 8.0, contains a 20 year development projection to 2016. This was not reflective of the total build out of the Town Centre. At that time, it was anticipated that the Town Centre would grow to accommodate a population of about 16,500 persons, achieved over a 20 year period to 2016. Growth in the Town Centre has been largely consistent with this anticipated projection, with a Census Canada population count of 10,521 people, based on 2011 census figures. It is noted that there is not specific Census Canada population information available for 2016.

Based on current growth trends, the census population figure of 10,521 for 2011 is expected to increase to a population of about 38,800, over the next 20 year period to 2031. The revised projection is based on the growth projections contained in the adopted Regional Growth Strategy. This would represent an estimated population growth of approximately 28,280 people by 2031.

3.3 Traffic and Transportation

Questions were raised regarding traffic generated from the proposed development and the suitability of identified parking.

Transportation facilities and related infrastructure for the City are identified within the Burnaby Transportation Plan, initially adopted by Council in 1995. The Transportation Plan provides the guidelines for determining road classifications, identifying desired transit facilities, and outlining

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standards for cycling and pedestrian infrastructure. The Brentwood Town Centre Development Plan further refines the concepts identified within the Transportation Plan. The Burnaby Zoning Bylaw determines the required parking and loading spaces for each specific use and/or development. In the Brentwood Town Centre, a Traffic Impact and Transportation Analysis is required for each major rezoning application in order to review requirements related to vehicle access, parking, loading, and cycling and pedestrian facilities for a site, as well as any necessary traffic signal or roadway upgrades.

In relation to issues of traffic and parking, specific reports to Council have been advanced under the Master Plan rezoning (Rezoning Reference #11-22) and the Phase I commercial rezoning (Rezoning Reference #12-44) applications. Copies of these reports are available on the City's website and at the Burnaby Planning Department. It is noted that a comprehensive review of traffic and transportation issues was undertaken by traffic engineering consultants and City staff for the Brentwood Mall site, with specific recommendations made in relation to pedestrian facilities, cycle facilities, transit access, road capacity, signalization, site access, parking and off-site traffic mitigation. The following submissions have been made in regard to traffic and transportation issues related to the site:

- Master Traffic and Transportation Study;
- Transit Access and Integration Study;
- Commercial Parking Study;
- Master Fire Truck Access Plan;
- Phase I Traffic and Transportation Study;
- Phase I Commercial Loading and Solid Waste Access Plan;
- Phase I Residential Parking Analysis;
- Phase I Residential Transportation Demand Management Strategy;
- Phase I Residential Loading and Solid Waste Access Plan; and
- Phase I Fire Truck Access Plan.

With respect to the subject multiple-family residential rezoning, it is noted that sufficient parking is located underground, consistent with Burnaby Zoning Bylaw requirements. Furthermore, the applicant has submitted a Transportation Demand Management Strategy for the subject rezoning, which requires the following to reduce residential vehicular traffic to the site:

- one car share vehicle for each 100 units (six vehicles);
- two-zone transit passes for 15% of the units for two years (89 units);
- 10% of off street parking to be equipped with Electric Vehicle (EV) plug in stations (45 EV stalls);
- minimum of two bicycle storage spaces per unit (1,182 spaces);
- visitor bike storage at 0.2 spaces per unit (118 spaces); and
- dedicated taxi stands within the commercial parking area.

A review of the proposed plan of development, in connection with the various traffic and transportation analyses that have been undertaken, has concluded that it is not anticipated that there will be a significant impact to traffic and street parking on adjacent residential streets to the

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north and northwest. To monitor this, over time, the applicant is required to undertake pre-occupancy and post-occupancy traffic analyses of surrounding roads and street parking to determine if any unforeseen impacts arise from the proposed and other future phases of development. The results of these analyses will be brought forward in further traffic studies, the developer would be required to respond to any issues, should they arise.

While new development on the subject site has yet to occur, residents have identified concerns regarding current on-street parking and traffic issues along local residential roads within the vicinity of Brentwood Mall site. The Burnaby Engineering – Traffic Division, through Council’s Traffic Committee, is reviewing these issues, and will be communicating with area residents on issues raised, which are related to current patterns of usage in the area.

3.4 Transit Integration

Questions were raised regarding the integration of the site with bus and SkyTrain service.

With respect to transit integration, it is noted that the Brentwood Mall site’s redevelopment is proposed to be a highly integrated, transit-oriented development. There will be direct linkages to the adjacent Brentwood SkyTrain station and on-street bus service, by way of an upper plaza connected to the SkyTrain concourse level, and a lower plaza connected to bus service on Willingdon Avenue and Lougheed Highway. All access to transit will be universally accessible and barrier free by means of accessible sidewalks, and elevators between the upper and lower plazas and the SkyTrain concourse level. Road frontages will also be improved with separated bicycle and pedestrian facilities, including enhanced boulevards to facilitate pedestrian, cycling and transit use throughout the Town Centre.

The former TransLink bus loop on the Brentwood Mall site was decommissioned on 2013 December 16, at which time on-street bus service was enacted by TransLink. The transition to curbside service was supported by a Transit Access and Relocation Study prepared by Bunt Transportation Engineers for TransLink. This provided an approach to appropriately facilitate the relocation of bus stops, previously accommodated in a bus loop, to on-street/curbside bus service.

The planned improvements to bus service include both interim and final bus service standards for the Town Centre at this location. As part of the interim standards, the applicant was required to construct the required bus stop locations, including any associated road and sidewalk improvements. It is acknowledged that many transit users were familiar with the approach to accessing transit at the former bus loop. As time passes, it is also anticipated that transit users will also become more accustomed to the new arrangements. To support this transition, signage was placed on the former bus loop site regarding the route changes and new stop locations. TransLink staff were also at the station to assist riders with wayfinding. Route changes were posted in local papers, and riders could obtain route information on TransLink’s website, by calling TransLink’s customer service line, via text at the transit stop, or by obtaining a new bus schedule.

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Shape Properties has provided funds to TransLink for the provision of a new elevator connecting the south side of Lougheed Highway to the SkyTrain concourse level/Lougheed Highway overpass. This will address the current need to use the signalized intersection at Lougheed Highway and Willingdon Avenue for passengers requiring accessible routes, and wanting to transfer between buses on the north and south sides of the Station.

It is also noted that for a majority of routes, curb-side service substantially reduces travel time and distance from buses to the SkyTrain Station for most passengers, and this will be further improved through the completion of the upper and lower plaza areas and pedestrian facilities obtained under the Phase I commercial rezoning application. In response to accessibility concerns, staff will continue to ensure that roadways and sidewalks remain in good condition and will address barriers for those with mobility issues, as development, servicing and roadworks continue in the Town Centre, over time. Through the completion of Phase I, new linkages between buses and SkyTrain will also be facilitated by a lower level transit plaza between Willingdon Avenue and Lougheed Highway, which includes new elevators and escalators to bring riders to the upper plaza/SkyTrain concourse level.

In the future, with the redevelopment of the four corners of the Willingdon Avenue and Lougheed Highway intersection, the final standard of pedestrian, cycling, road and crossing infrastructure will also be installed, providing further improvements to support access to SkyTrain and bus service within the area. Overall, it is felt that the transit improvements obtained through this and other rezoning applications within the area will result in considerably improved access to transit.

3.5 Emergency Access

Questions were raised with respect to adequate emergency access to the subject site.

In advance of a rezoning application being submitted to a Public Hearing, the proposed plan of development is reviewed by the Burnaby Fire Department – Fire Prevention Division to determine requirements for fire truck access, fire hydrant and stand pipe specifications and enunciator panel locations. The development’s plans are again circulated to the Fire Prevention Division for review and approval at the Preliminary Plan Approval and Building Permit stages. Fire exiting, sprinklers and firefighting elevators are determined by the BC Fire Code and BC Building Code, which are addressed through a Building Permit Application.

Under Rezoning Reference #11-22, a master fire truck access plan was submitted and approved for the site by the Burnaby Fire Department – Fire Prevention Division. All buildings will be equipped with sprinklers and all fire exiting will meet or exceed the BC Building Code and BC Fire Code requirements for such a development.

Further, fire truck access plans specific to Phase I have been submitted for the commercial component under Rezoning Reference #12-44, and for the residential Tower I under Rezoning Reference #12-45. Both are currently under review by the Burnaby Fire Department – Fire Prevention Division in relation to the master fire truck access plan, to ensure City requirements are addressed. In addition, a Building Code consultant’s report has been prepared to ensure that

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the proposed fire alarm system is interlinked between the various buildings within Phase I and the remaining mall site. Staff will continue to work with the Fire Department through the Preliminary Plan Approval process and the Building Permit process to ensure that all considerations of the Burnaby Fire Department are appropriately addressed.

3.6 Environmental Impacts

Questions were raised regarding the potential environmental impacts of the proposed development and the need for food security to support the increase in population resulting from such high density developments.

Urban development and its relationship to the environment is guided by a number of international, federal, provincial, regional and municipal policies. These generally set goals for the protection of wildlife habitat; watercourses and riparian areas; agricultural and forested land; water quality; waste and energy reduction; contaminated site standards; and green building development standards.

With respect to this site, the BC Contaminated Sites Regulation would apply, given the site's current commercial use and proposed future residential use. As such, the submission of a site profile, and Stage I and Stage II Preliminary Site Investigations are required with a commitment that the site will be remediated to residential standards to the approval of the BC Ministry of Environment. Under the Master Plan rezoning, a Certificate of Compliance (COC) has been obtained for the entire site from the Ministry of Environment. Therefore, any future development must meet the environmental compliance measures approved by the Ministry.

Regionally, the Regional Growth Strategy establishes growth boundaries for urban development to protect regionally significant agricultural, conservation and recreation areas, with the concentration of urban development within existing urbanized areas, especially those located near transit networks. The Urban Containment Boundary serves to protect agricultural, conservation and recreation lands from urban development pressures. The development proposal for the subject site is fully consistent with the directions of the Regional Growth Strategy, the City's OCP and the Brentwood Town Centre Plan.

In 1993, Council adopted the State of the Environment Report (SOER) to help address the environmental challenges of urban development. To complement and expand upon the SOER, the City is currently undertaking an Environmental Sustainability Strategy to define the City's role in this area for the coming decades. In this aspect, the proposed site specific development standards and associated green building principles are noted as exceeding the energy and water conservation measures by using international guidelines established under the Leadership in Energy and Environmental Design (LEED) standards. The overall site is pursuing Leadership in Energy and Environmental Design – Neighbourhood Design (LEED-ND) Certification for the entire site. The proposed building is being pursued under Leadership in Energy and Environmental Design (LEED) Silver Equivalency standards. A comprehensive landscape treatment is also proposed for the overall development.

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Currently, the Brentwood Mall site is comprised of a 3.4 hectare (8.5 acre) commercial footprint and 7.9 hectare (19.5 acre) surface parking area, with very modest perimeter landscaping. All rainwater on-site is currently directly conveyed to the City's storm sewer system, which is linked to various fish bearing creeks and streams within the immediate area. Under the Master Plan rezoning, required parking is to be located underground, with on-site stormwater managed through a comprehensive stormwater management system. The stormwater management plan will reduce current peak flows, and improve water quality of local creeks.

3.7 Infrastructure Capacity

Questions have been raised regarding the capacity of existing infrastructure to support the proposed development.

The provision of necessary infrastructure to serve a site is required to be provided by an applicant under rezoning, through both provincial regulations and municipal bylaws, consistent with the BC Local Government Act, Burnaby Subdivision Control Bylaw, Burnaby Building Bylaw, Burnaby Underground Wiring Bylaw, and Burnaby Zoning Bylaw. Cumulatively, these regulations and bylaws ensure that all necessary services, including, but not limited to water, sanitary sewer, storm sewer, hydro, gas, telephone, roadways, walkways and cycle facilities are designed and secured for the City, prior to the approval of a rezoning or subdivision application. All necessary services and improvements are typically installed prior to issuance of occupancy for a building. These requirements are being applied to the subject development.

Specifically, all services necessary to serve the development site, including, but not limited to, sanitary sewers, storm sewers, water service, walkways, cycle facilities and roads, will be obtained through an executed servicing agreement for the commercial component of the Phase I development of the mall site (Rezoning Reference #12-44), which must achieve Final Adoption prior to, or concurrent with, the subject rezoning application. The applicant is also required to execute agreements with non-City utilities including, BC Hydro, telephone, and gas. The City holds financial security provided by the developer, by way of certified cheque or letter of credit, until all services are completed to the satisfaction of the Director Engineering.

3.8 Cycling and Pedestrian Infrastructure

Questions were raised regarding the adequacy of current cycling and pedestrian infrastructure adjacent the development site.

Cycling and pedestrian infrastructure requirements for the site are determined by the Burnaby Official Community Plan (1998), the Burnaby Transportation Plan (1995) and the Brentwood Town Centre Plan (1996). At the time a rezoning application is made, specific design standards are established to meet or exceed the above noted policy guidelines, and are required as a necessary service for the site. As noted, these are then designed and secured financially prior to approval of a rezoning or subdivision application, and are typically installed prior to occupancy of a building as part of site servicing.

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In relation to pedestrian and cycling facilities adjacent to the site, all services necessary to serve the development site, including, but not limited to, planned sidewalks, pedestrian facilities, cycling facilities, and landscaped boulevards will be obtained through an executed servicing agreement for the commercial component (Rezoning Reference #12-44), which must achieve Final Adoption prior to, or concurrent with, the subject rezoning application.

The proposed final standard along Willingdon Avenue and Lougheed Highway is to include saw cut coloured concrete bus boarding and alighting areas, curb side street trees in grates, pedestrian lighting, street lighting, a separated asphalt bicycle facility, rainwater management amenities (with native landscaping and specimen trees) and a widened saw cut concrete sidewalk standard. In addition to off-site pedestrian and cycling facilities, on-site pedestrian only pathways are to be provided, connecting the proposed public plaza to a new “High Street” road connection between Halifax Street and Alpha Avenue. This new road will provide for vehicle, bus, bicycle and pedestrian access. The existing condition of the adjacent sidewalk and bicycle facilities are in an interim condition and are reflective of the current use of the site prior to rezoning. These new services and facilities will be constructed to City standards, concurrently with the site’s redevelopment.

3.9 Community Amenities and Institutional Uses

Questions were raised regarding the provision of community amenities and institutional uses.

The potential community amenities obtained through the City’s Amenity Density Bonus program are outlined in Section 6.22 of the Burnaby Zoning Bylaw. Amenity Bonusing applies to the RM1, RM2, RM3, RM3s, RM4, RM4s, RM5, RM5s Zoning Districts within Town Centre locations. Through the Amenity Bonus Program, specific density bonuses are available by district with the value of the bonus determined by the City’s Legal and Lands Department, and confirmed by the Community Development Committee and Council.

Specific Amenities are determined by Committee and Council, and can include on-site amenities within the development, off-site amenities to be developed concurrent with the development, or cash-in-lieu contributions to be used toward future amenities within the town centre. There are a wide range of potential amenities that can be achieved, with past amenities obtained by the City including not-for-profit office or community flex space, non-profit housing units, childcare facilities, seniors’ centres, recreation and cultural centre improvements, and park and environmental enhancements.

Within the Brentwood Town Centre area, since the adoption of the Amenity Bonus program in 1997, the City has achieved approximately 20,700 sq.ft. of community non-profit office space, 19 units of affordable housing, and 2 non-profit childcare facilities which offer 102 child care spaces. Funds have also been taken for improvements to local amenities, including upgrades to Willingdon Heights Park and Community Centre. Of the funds received for future amenities within the Town Centre, 20% are allocated to the City-wide housing account, which is intended to assist with the development of not-for-profit housing, including seniors housing.

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The applicant has chosen to pursue density bonusing through the subject rezoning. Under the subject application, the proposed bonused floor area is 55,366 sq.ft., which, at a value of \$95.00 per sq.ft. buildable, provides a total cash-in-lieu contribution of \$5,259,770 to the City to be put towards future amenities in the Town Centre, of which \$1,051,954 (20%) is to be allocated to the City-wide housing account. It is anticipated that amenity density bonusing would also be pursued for future phases of development.

With respect to the integration of institutional uses within the Brentwood Mall site, it is noted that the adopted Community Plan and the Brentwood Conceptual Master Plan can accommodate institutional uses as part of a plan of development. Staff would work with applicants requesting institutional uses and the integration of such uses within the proposed commercial component of Phase I, or as part of a future phase of development for the Brentwood Mall Site, should they be brought forward for consideration.

3.10 Parks and School Facilities

Questions were raised regarding the sufficiency of park and school facilities within the area.

Parklands through the City are identified within the Parkland Acquisition Program, adopted by Council in 1980. The Burnaby Official Community Plan and individual Area Plans specifically note the park facilities to be provided and maintained. School facilities are determined by the Burnaby School District and the BC Ministry of Education based on current student enrolment figures.

The subject development is strategically located near some of the City's most significant open space, park, recreation and cultural facilities. West of the site, at Gilmore Avenue and Douglas Road, is the 5.9 hectare (14.5 acre) Willingdon Heights Park and Community Centre. North of the site, at Willingdon Avenue and Albert Street, is the 22.3 hectare (55 acre) Confederation Park, Eileen Dailly Pool, Confederation Centre and McGill Library complex. Northeast of the site, on Delta Avenue between Northlawn Drive and Southlawn Drive, is the 5.7 hectare (14 acre) Brentwood Park and School Site. To the southwest, on Gilmore Avenue south of Dawson Street, is the 3.2 hectare (8.0 acre) Jim Lorimer Park and the Creek Conservation Area. To the southeast is a planned school/park site east of Beta Avenue and south of Dawson Street. Further to the southeast is the 405 hectare (1,000 acre) Burnaby Lake Sports Complex, CG Brown Pool, Bill Copeland Ice Rink and Burnaby Lake Park. Together, these community amenities, connected to the site by sidewalk and urban trail linkages, serve to integrate the Brentwood Town Centre with the City's park and open space network and related facilities. As noted, the density bonus program will further contribute to future amenities in the Town Centre.

In regard to local school availability, the nearest elementary school to the site is Brentwood Park Elementary, which is within an 800m walking distance from the site. Kitchener Elementary is within a 1.2 km walking distance from the site. Alpha Secondary School is within a 1.1 km walking distance from the site. Moscrop Secondary is also within a 2.7 km travel distance from the site.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #12-45
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A planned new elementary school site south of Dawson Street, east of Beta Avenue is within a 700m walking distance from the site. The School District is mandated by the Provincial government to provide spaces to meet enrollment demands. The Burnaby School District has noted that local schools, including Brentwood Park Elementary, Kitchener Elementary and Alpha Secondary, and if required Moscrop Secondary, are currently able to accommodate the children from the new families that would choose to locate in the proposed development. The acquisition of the Dawson school/park site is anticipated in the near future, with the school's construction to be pursued by the Ministry of Education and Burnaby School District based on enrolment demand. The School District has also noted that enrolment fluctuates year to year, with some years higher than others, within individual schools. The Burnaby School District has noted that it has been able to accommodate new enrolment in Burnaby, and expects to continue to do so in the future.

4.0 CONCLUSION AND RECOMMENDATION

The development proposal for the subject rezoning application (Rezoning Reference #12-45) is for a 591-unit, strata and rental, high-rise apartment development within the Council adopted Brentwood Town Centre Development Plan area. The proposal is considered supportable given its consistency with the adopted Plan and master rezoning, as well as its pursuance of high-quality architecture and a progressive landscaping treatment, which sets a new high standard for multiple-family mixed-use development in Burnaby.

This report presents information responding to questions raised at the Public Hearing, including those related to public consultation; density and height; traffic, parking and transit; accessibility; emergency access; potential environmental impacts; infrastructure capacity; cycling and pedestrian infrastructure; and available park and school space. As a condition of Final Adoption of the rezoning, the developer will be required to complete the required prerequisites of the subject rezoning application, as well as obtain the necessary City approvals and permits, which will ensure that matters reviewed at Public Hearing are appropriately addressed. In view of the above, staff considers that the development proposal remains supportable.

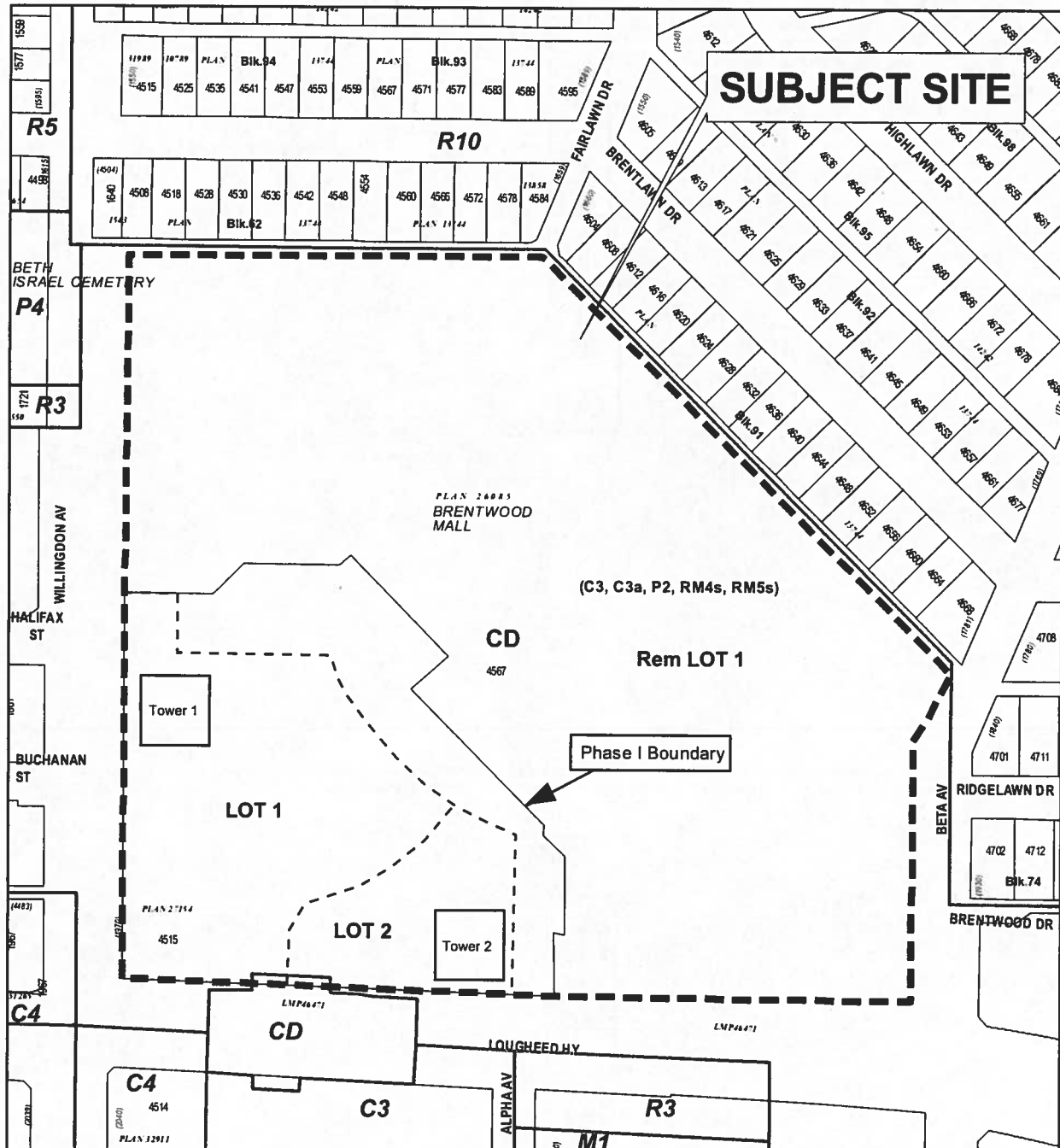
It is recommended that a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to the Public Hearing for Rezoning #12-45.


Lou Pelletier, Director
PLANNING AND BUILDING

JBS:spf/tn

Attachments

cc: Director Engineering
Director Finance
Fire Chief
City Clerk
Director Parks, Recreation and Cultural Services
Chief Building Inspector
Secretary Treasurer – Burnaby School District



SUBJECT SITE



PLANNING & BUILDING DEPARTMENT



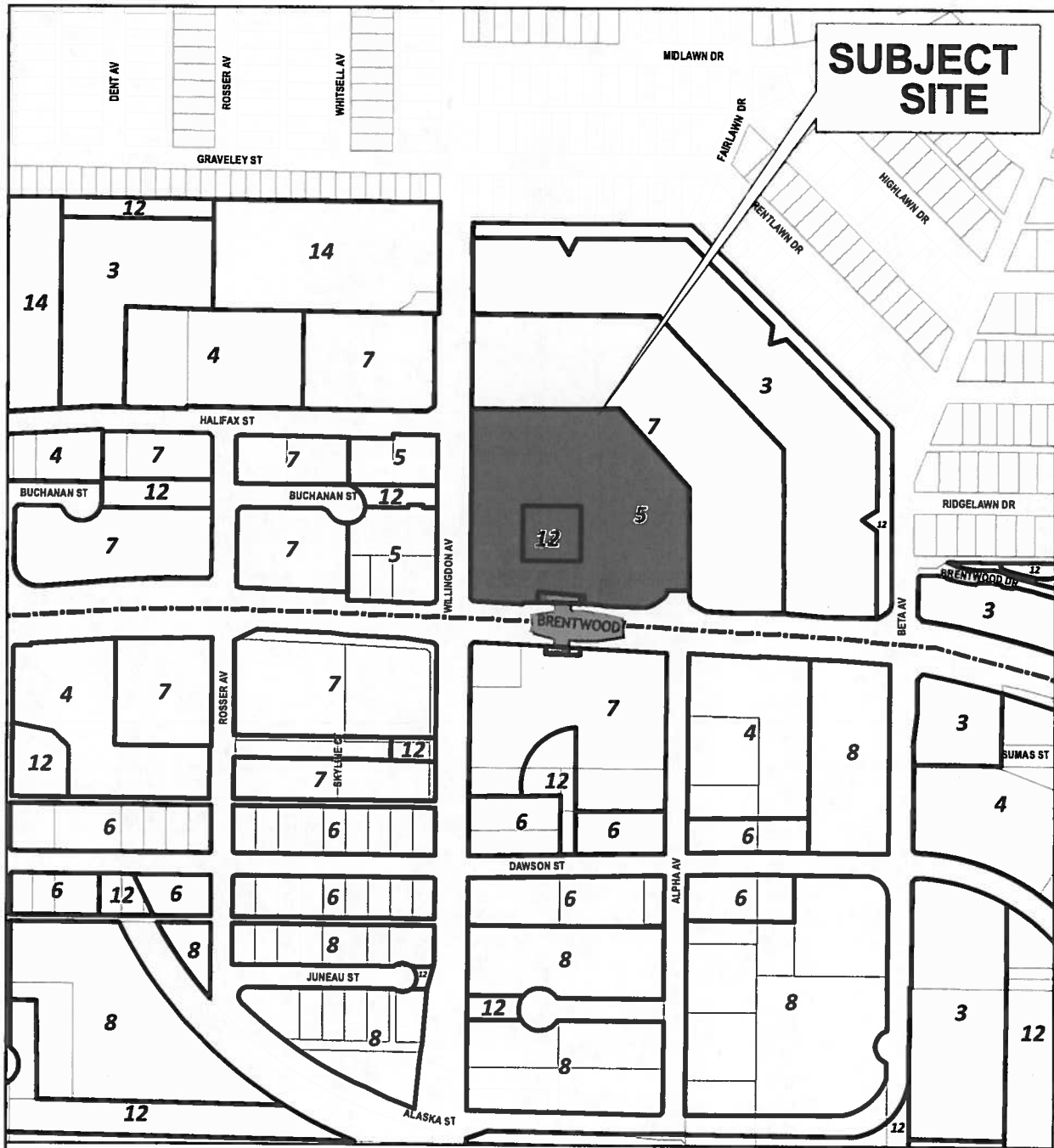
DATE: OCT 10 2013

SCALE: 1:3,000

DRAWN BY: AY

**REZONING REFERENCE #12-45
4567 LOUGHEED HIGHWAY**

 Subject Site



- | | |
|--|---|
| 2 Low Density Multiple Family Residential | 7 High Density Mixed Use |
| 3 Medium Density Multiple Family Residential | 8 Medium or High Density Multi Family Residential |
| 4 High Density Multiple Family Residential | 10 Institutional |
| 5 Commercial | 11 Business Centre |
| 6 Medium Density Mixed Use | 12 Park and Public Use/Public School |
| | 14 Cemetery |



Planning and Building Dept

Brentwood Plan

