



Item
Meeting 2017 May 01

COUNCIL REPORT

TO: CITY MANAGER 2017 April 26

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #16-25**
Two High Rise Apartment Towers
Brentwood Town Centre Plan

ADDRESS: 4828, 4874 Lougheed Highway and 2099 Delta Avenue (see *attached* Sketches #1 and #2)

LEGAL: Lot 124, DL 124, Group 1, NWD Plan 36610; Lot 8, Block 84, DL 124, Group 1, NWD Plan 1543; That Part of DL 124, Group 1, NWD Shown on Plan EPP56449 as Parcel 2

FROM: CD Comprehensive Development District (based on RM4s and RM5s Multiple Family District)

TO: Amended CD Comprehensive Development District (based on RM4s and RM5s Multiple Family Residential District and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "Concord Brentwood Phase 1B" prepared by Francl Architecture)

APPLICANT: Concord Pacific Holdings Ltd.
 9th Floor – 1095 West Pender Street
 Vancouver, BC V6E 2M6
 (Attn: Matt Meehan)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2017 May 30.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2017 May 15 and to a Public Hearing on 2017 May 30 at 7:00 p.m.
2. **THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site, in accordance with the terms outlined in Section 3.5 of this report, and subject to the applicant pursuing the rezoning proposal to completion.

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3. **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 utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 3.3 of this report.
 - e. The completion of the sale of City property.
 - f. The dedication of any rights-of-way deemed requisite.
 - g. The consolidation and re-subdivision of the net site into two legal lots.
 - h. The granting of any necessary Covenants, including, but not necessarily limited to, Section 219 Covenants:
 - restricting enclosure of balconies;
 - indicating that project surface driveway access will not be restricted by gates;
 - guaranteeing provision and maintenance of public art;
 - guaranteeing the provision and continued operation of stormwater management facilities;
 - ensuring compliance with the approved acoustical study;
 - for the provision and ongoing maintenance of the Stickleback Creek Streamside Protection and Enhancement Area;
 - ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;

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- ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations;
 - for the provision and ongoing maintenance of on-site car share vehicles and parking stalls;
 - ensuring the protection of suitable trees on-site during construction; and,
 - ensuring that the site can be used safely in accordance with the approved geotechnical report, and that the project does not draw down the water table.
- i. The execution of an indemnity agreement by the developer saving the City harmless from all liability associated with this development in relation to its geotechnical and hydrological (including any potential contaminated groundwater) impacts to surrounding infrastructure and other nearby development.
 - j. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.
 - k. Compliance with the Council-adopted sound criteria.
 - l. Submission of a Site Profile and resolution of any arising requirements.
 - m. The provision of covered car wash stalls and adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
 - n. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
 - o. The review of on-site residential loading facilities by the Director Engineering.
 - p. The provision of facilities for cyclists in accordance with this report.
 - q. The review of a detailed Sediment Control System by the Director Engineering.
 - r. Compliance with the guidelines for underground parking for visitors.
 - s. 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.

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- t. The deposit of the applicable Parkland Acquisition Charge.
- u. The deposit of the applicable GVS & DD Sewerage Charge.
- v. The deposit of the applicable School Site Acquisition Charge.
- w. 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 two high-rise buildings atop underground and structured parking.

2.0 BACKGROUND

- 2.1 On 2016 June 13, Council gave Final Adoption to Rezoning Reference #13-20, which established a Conceptual Master Plan framework and companion Design Guidelines and a detailed first phase of development for the subject site. The intent of the Master Rezoning was to guide site specific rezoning applications for the development of a multi-phased, mixed-use, high-rise apartment development, with ground-oriented townhousing, street-fronting commercial uses on Dawson Street and a neighbourhood park south of Dawson and east of Beta Avenue to serve the Brentwood Town Centre.
- 2.2 On 2016 May 25, Council received the report of the Planning and Building Department regarding the rezoning of the subject site, and authorized the Department to continue to work with the applicant towards the preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.
- 2.3 The site is comprised of portions of three lots (see Sketch #1 *attached*) and is currently vacant. Directly to the west is Phase Ia of the Woodlands Site Master Plan, which has been approved for the development of two high-rise multiple-family buildings (Rezoning Reference #13-20). To the east and west of the subject site are recent high-rise and low-rise multiple-family buildings developed under Rezoning References #04-19, #06-40 and

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#06-60. Across Lougheed Highway to the north is the Brentwood Gate multiple-family development (Rezoning Reference #03-69) and to the northwest is Brentwood Mall which is advancing under a Master Plan for mixed-use high-rise development under rezoning references #11-22, #12-44, #12-45, #12-46, #15-05 and #16-31. To the south are future phases of the Woodlands Site, including a new City-owned park, with the Burlington Northern Santa Fe (BNSF) Rail Tracks and the Still Creek Works Yard beyond. Vehicular access to the site is from both Lougheed Highway and Yukon Crescent.

2.4 The Brentwood Town Centre Development Plan designates the overall site for high density multiple-family development under the adopted master plan, and permits a blended average residential floor area ratio (FAR) of 3.0 for the overall site which permits concentrations of FAR on specific sites, as anticipated by the master plan. The subject site has a FAR of 6.43. This site is also considered suitable for the available 's' category parking standard of 1.1 spaces per unit given its strategic location in relation to the nearby Metrotown SkyTrain station, as well as the provision of an acceptable Transportation Demand Management (TDM) strategy for the site.

2.5 Burnaby has and continues to benefit from some very sound planning principles established early on in the City's development. Key to these is the Official Community Plan's designation of four Town Centres areas within the City which have and are intended to continue to accommodate a significant portion of the City's population and job growth, and which provide locations for the provision of community amenities going forward.

The creation of Town Centres at Metrotown, Brentwood, Edmonds and Lougheed have served the City well in protecting single- and two-family residential neighbourhoods from pressures to accommodate new growth, and have also allowed the City to preserve a significant component of its land base for park and open space. At the same time, they contribute to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. Within Burnaby, and other neighbouring cities, Town Centres are helping to meet regional goals to reduce pressures for development of habitat and agricultural lands; to focus jobs, people and services in walkable neighbourhoods that are and can be efficiently served by transit; and to reduce overall demands for travel by car with direct benefits to the environment, economy and the quality of life in the Region.

Further, Burnaby's Economic Development and Social Sustainability Strategies, in addition to the Town Centre Plan, encourage: a varied range of housing options (including ground orientation); improved neighborhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as green building policies. The subject rezoning application is consistent with these regional and municipal plans and policies.

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

3.0 GENERAL COMMENTS

3.1 "Phase Ib" is the second phase of Woodlands Master Plan development, and is located within the Hillside character area. The site measures approximately 11,268.1 m² (121,289 sq.ft.) in area (subject to detailed survey) and fronts Lougheed Highway with a secondary access via the Yukon Crescent cul-de-sac to the southwest. Phase Ib consists of two of the four residential high-rise apartment buildings within the Hillside character area, with Phase Ia approved under Rezoning Reference #13-20 comprising Tower 1 and Tower 2. Under the subject application, Tower 3 (west) measures 55 floors in height, and Tower 4 (east) measures 45 floors in height.

Overall, the subject proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing, pedestrian orientation and materiality; thus meeting the high standard for such development in the City's town centre areas. As noted, the proposed development plan is for two high-rise apartment towers of 55 and 45 storeys. Both buildings are elevated three storeys above Lougheed Highway grade on elegant Y-shaped columns, with a one storey glass lobby connecting the two buildings at ground level. In the background of the site connecting the two towers is a glazed amenity podium, while in the foreground is an arrival court and central lobby that are accessed from a right-in / right-out driveway off Lougheed Highway. In line with the intent of the Master Plan, the elevated towers and amenity podium enables residents and passers-by at street level to have clear views of the Metrotown Skyline to the south.

To maximize the setbacks to the future multiple-family development in Phase II to the south, a naturalized planting area adjacent to the parkade is proposed with an active play area and pedestrian connection between Yukon Crescent and the Stickleback Creek walkway. To animate the southern facade, the exposed parkade is treated as an architectural feature with sculpted concrete panels that blend into the whimsical roofline of the amenity podium above. To the west of the site is the proposed grand stair, which provides access from Lougheed Highway to Yukon Crescent. Set within the middle of the stair feature is a cantilevered belvedere, which provides overlook to the future park to the south and unobstructed vistas of Metrotown. At its end is a glass elevator that provides universal access to Yukon Crescent, Dawson Street and the future park to the south.

The towers themselves, designed by Franc Architecture, are provided with unique details and features. The orientation and scale of the buildings are as prescribed in the Woodlands Master Plan, but as juxtaposition to the rectilinear nature of Towers 1 and 2,

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the subject Tower 3 and 4 are curvilinear in nature with undulating balcony slabs of varying sizes. To express this building form at the pedestrian level along the Lougheed Parkway, large reflective pools under the towers coupled with reflective metal panels on the underside of the towers allow light to react to changing light levels, intensities and sources throughout the day and time of year.

- 3.2 A total of 900 apartment units are proposed for Phase Ib. Due to the slope of the site, 3 levels of parking are to be located below Lougheed Highway grade, but above Yukon Crescent grade (cut into the hillside). The remaining 5 levels of parking are proposed to be located underground. Resident and visitors parking access is provided off of Lougheed Highway, and resident only access is provided from Yukon Crescent.

The development proposal meets the required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per residential unit (0.1 of which is for visitor parking). To support the residential and commercial parking ratio, the developer has also provided for transportation alternatives. First, given the subject site's proximity to the Brentwood SkyTrain Station, the developer is providing 135 (15% of total residential units provided) transit passes (two zones) for two years to be made available to residents seeking an alternative to car use and ownership. Second, the proposed development is providing twice the required secured bicycle parking. Finally, the development will provide a minimum of 997 Electric Vehicle (EV) plug-in stations (100% of off street residential and visitor parking) including all necessary wiring, electrical transformer and mechanical ventilation modifications, as well as 9 electric vehicles to be owned, operated and maintained by the future strata corporation. This arrangement would provide greater access to alternative transportation for a greater number of residents in that the cars would be for the exclusive use of the development's residents, with ownership resting with the strata corporation. Moreover, by providing EV plug-ins for every parking spot, electric vehicle ownership in a multi-family context is facilitated, thus further enabling sustainable transportation choices. A Section 219 Covenant and sufficient security will be required to guarantee the provision and ongoing maintenance of Electric Vehicles (EV) and EV Plug-in stations.

The developer is also proposing to pursue green building design by committing to achieve a Leadership in Energy and Environmental Design (LEED-ND) Gold rating or equivalent for the site as a whole, and LEED Silver rating or equivalent for the two proposed towers.

- 3.3 Given the site's Town Centre location, the applicant is proposing to utilize the allowable supplemental density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 140,342 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Public Safety and Community Services Department has initiated discussion with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject.

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amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.

Under the Priority Amenity Program, the community benefit funds received will be directed into the Brentwood Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council, including a proposed Brentwood Community Centre, and the Willingdon Parkway.

In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the appropriate Town Centre Financial Account and 20% to the City-wide Housing Fund.

3.4 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:

- construction of Lougheed Highway across the development frontage to its final Town Centre arterial standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of the Douglas Road and Lougheed Highway intersection to improve vehicular sightlines and pedestrian and cyclist safety;
- construction of Yukon Crescent to Town Centre local road standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
- construction of a new public pedestrian walkway with cycling provisions adjacent Stickleback Creek and between Phase Ib and Phase 2;
- storm, sanitary sewer and water main upgrades as required;
- site design and proportionate contribution toward replacement of the Beta Avenue sanitary pump station; and,
- proportionate contribution toward proposed Beta Avenue pedestrian and cycling overpass.

To support the foregoing servicing requirements of Phase Ib, an approximate 8.5 m (28ft.) dedication from 4874 Lougheed Highway will be required as part of the subject rezoning application.

3.5 The consolidation of the proposed development site includes two City-owned properties at 4874 Lougheed Highway and 2099 Delta Avenue (former road right-of-way). Given that the dedications for Lougheed Highway, Yukon Crescent and Dawson Street, measuring 8,718 m² (93,839 sq.ft.), exceeds the road closure area within the Woodlands Site, measuring 8,485 m² (91,332 sq.ft.), Council in a report dated 2015 June 30 approved the transfer of road closure areas to the applicant at no cost through each site specific rezoning application. Based on this, 2099 Delta Avenue will be transferred to the

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applicant at no cost, with the exception of document and registration fees, and Provincial Property Transfer Tax. The City property at 4874 Lougheed Highway will be sold, net of required dedication, to the applicant at market value to be determined by the Realty and Lands Division of the Department of Public Safety and Community Services. The net area of 4874 Lougheed Highway measures approximately 260.0 m² (2,798 sq.ft.) (subject to detailed survey). A separate report detailing the value of the City property will be forwarded to Council for consideration. Council approval of the sale of City land is a prerequisite condition of the rezoning.

3.6 The developer is providing 184 adaptable units (20% of total number of single-level residential units), in line with the Council-adopted Adaptable Housing policy. A total of 10 handicapped parking stalls have been provided in relation to the residential components of the development. All of the handicapped stalls are located within the underground residential parking areas. Residential handicap parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

3.7 Any necessary easements and covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:

- Section 219 Covenant restricting enclosure of balconies;
- Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;
- Section 219 Covenant guaranteeing the provision and maintenance of public art;
- Section 219 Covenant ensuring compliance with the approved acoustical study;
- Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
- Section 219 Covenant ensuring the provision and ongoing maintenance of Electric Vehicles (EV) and EV plug-in stations, and to ensure that they remain common property;
- Section 219 Covenant to protect existing on-site trees;
- Section 219 Covenant ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
- Section 219 Covenant for the provision and ongoing maintenance of on-site car share vehicles and parking stalls;
- Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical report, and that the project does not draw down the water table;
- Section 219 Covenant for the protection and enhancement of the Stickleback Creek Streamside Protection and Enhancement Area (SPEA); and,

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- Statutory right-of-way guaranteeing public pedestrian access to the proposed staircase and trail along Stickleback Creek, and between Phase 1b and II, connecting Lougheed Highway and Yukon Crescent.
- 3.8 Due to the proximity of the subject site to the Millennium SkyTrain Line and Lougheed Highway, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
 - 3.9 Provision of nine separate car wash stalls is required.
 - 3.10 As the site will be extensively excavated for the proposed development and site remediation, an arbourist's report and tree survey will be required prior to Final Adoption identifying on-site trees to be removed or retained. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. Any trees to be retained will be protected by Section 219 Covenant. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
 - 3.11 A suitable engineered design to the approval of the Director Engineering will be required for a site specific on-site stormwater management system in line with the approved master storm water management plan, 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.
 - 3.12 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System for Phase 1b prior to Final Adoption. The proposed Sediment Control System will then be the basis, after Final Adoption, for the necessary Preliminary Plan Approval and Building Permit.
 - 3.13 The review of a site profile application and resolution of any resultant conditions is required.
 - 3.14 Bicycle storage space and surface parking racks are to be provided for the residential tenants and visitors of the Phase 1b development.
 - 3.15 The submission of a suitable Solid Waste and Recycling Plan for Phase 1b to the approval of the Director Engineering is required.
 - 3.16 The submission of a detailed residential loading management plan for Phase 1b to the approval of the Director Engineering is required.
 - 3.17 The review of a site profile application and resolution of any resultant conditions is required.

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- 3.18 a) Parkland Acquisition Charge of \$3.55 per sq.ft. of residential gross floor area
- b) School Site Acquisition Charge of \$600.00 per unit
- c) GVS&DD Sewerage Charge of \$1,082 per apartment unit

4.0 DEVELOPMENT PROPOSAL – PHASE Ib

4.1 Site Area

Phase Ia - 11,300 m² (121,632 sq.ft.)
 (subject to detailed survey)

4.2 Density

Permitted and Provided

Residential Floor Area Ratio FAR - 6.43 FAR

Residential Gross Floor Area (GFA) - 72,434.64 m² (779,680 sq.ft.)
 (inclusive of 140,342 sq.ft. amenity bonus)

Residential Amenity Space - 1,217.68m² (13,107 sq.ft.)
 (exempted from FAR calculations)

Adaptable Unit Exemption (20 sq.ft. / unit) - 341.88m² (3,680 sq.ft.)
 Site Coverage: - 20%

4.3 Height (all above grade)

- 55 storey high-rise apartment fronting Lougheed Highway
- 45 storey high-rise apartment fronting Lougheed Highway
- 1 storey amenity/lobby

4.4 Residential Unit Mix

Unit Type

Unit Size

Tower 3

157	Studio	521 – 533 sq.ft.
51	Studio (Adaptable)	533 sq.ft.
42	1 Bedroom	563 sq.ft.
1	1 Bedroom + Den	714 sq.ft.
123	2 Bedroom	756 - 757 sq.ft.
51	2 Bedroom + Den	873 – 1037 sq.ft.
51	2 Bedroom + Den (Adaptable)	915 - 1037 sq.ft.
20	3 Bedroom	1,272 sq.ft.

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2	2 Bedroom Penthouse	1,645 sq.ft.
2	3 Bedroom Penthouse	2,067 sq.ft.

TOTAL: 500 High Rise Apartment Units

Tower 4

127	Studio	521 – 533 sq.ft.
41	Studio (Adaptable)	533 sq.ft.
32	1 Bedroom	563 sq.ft.
1	1 Bedroom + Den	714 sq.ft.
93	2 Bedroom	756 - 757 sq.ft.
41	2 Bedroom + Den	873 – 1037 sq.ft.
41	2 Bedroom + Den (Adaptable)	915 - 1037 sq.ft.
20	3 Bedroom	1,272 sq.ft.
2	2 Bedroom Penthouse	1,645 sq.ft.
2	3 Bedroom Penthouse	2,067 sq.ft.

TOTAL: 400 High Rise Apartment Units

TOTAL UNITS: 900 UNITS

4.5 Parking

Vehicle Parking

<u>Residential Parking</u>	<u>Required</u>	<u>Provided Spaces</u>
900 Units @ 1.1 spaces/unit	- 990	997
	(inclusive of 90 visitor spaces, 10 handicapped parking stalls and a minimum of 90 EV plug-in stations)	

Car Wash Stalls	- 9	9
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Electric Vehicles	- 9	9
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Residential Loading	- 4	4
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<u>Bicycle Parking</u>	<u>Required</u>	<u>Provided Spaces</u>
Resident – 2.0/unit @ 892 units	- 1800 lockers	905 double lockers
Visitor - 0.1/unit @892 units	- 90 spaces	90 spaces

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4.6 **Communal Facilities**
(Excluded from FAR Calculations)

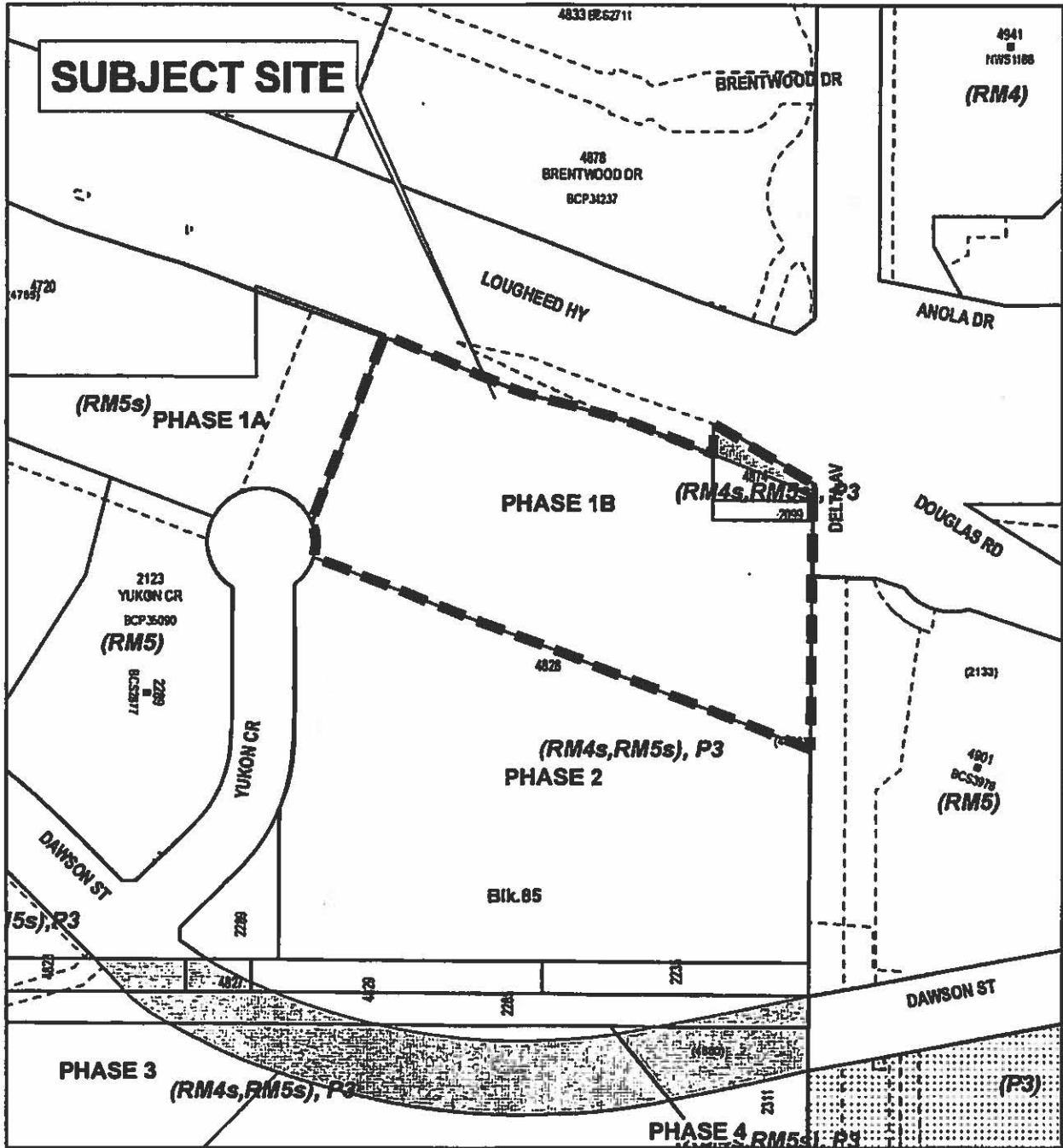
Communal facilities are located on the ground floor connecting both buildings. Amenities include amenity lobbies with seating area and concierge; multi-purpose lounge with kitchen facilities; games room; media/music rooms; and fitness rooms. There are also two outdoor amenity areas, one on the terrace off the amenity lobby area including covered seating, and fire pits with access to the lounge kitchen; and the other at ground level between Phase Ib and Phase II with a spray park, climbing mounds, unstructured play field, walking track and ping pong tables. The total internal amenity area measures 1,217.68m² (13,107 sq.ft.), which is less than the permitted 5% or 38,984 sq.ft. (3,621.73 m²) to be excluded from Gross Floor Area (GFA) by the Zoning Bylaw.


Lou Pelletier, Director
PLANNING AND BUILDING

IW/JBS:spf
Attachments

cc: Director Engineering
City Solicitor
City Clerk

P:\REZONING\Applications\2016\16-25 4828, 4874 Loughheed & 2099 Delta Ph 1B\Council Reports\Rezoning Reference 16-25 PH Report 20170501.Docx



PLANNING & BUILDING DEPARTMENT



DATE: APR 25 2017

SCALE: 1:2,000

DRAWN BY: AY

REZONING REFERENCE #16-25
 PORTION OF 4828 AND 4874 LOUGHEED HIGHWAY

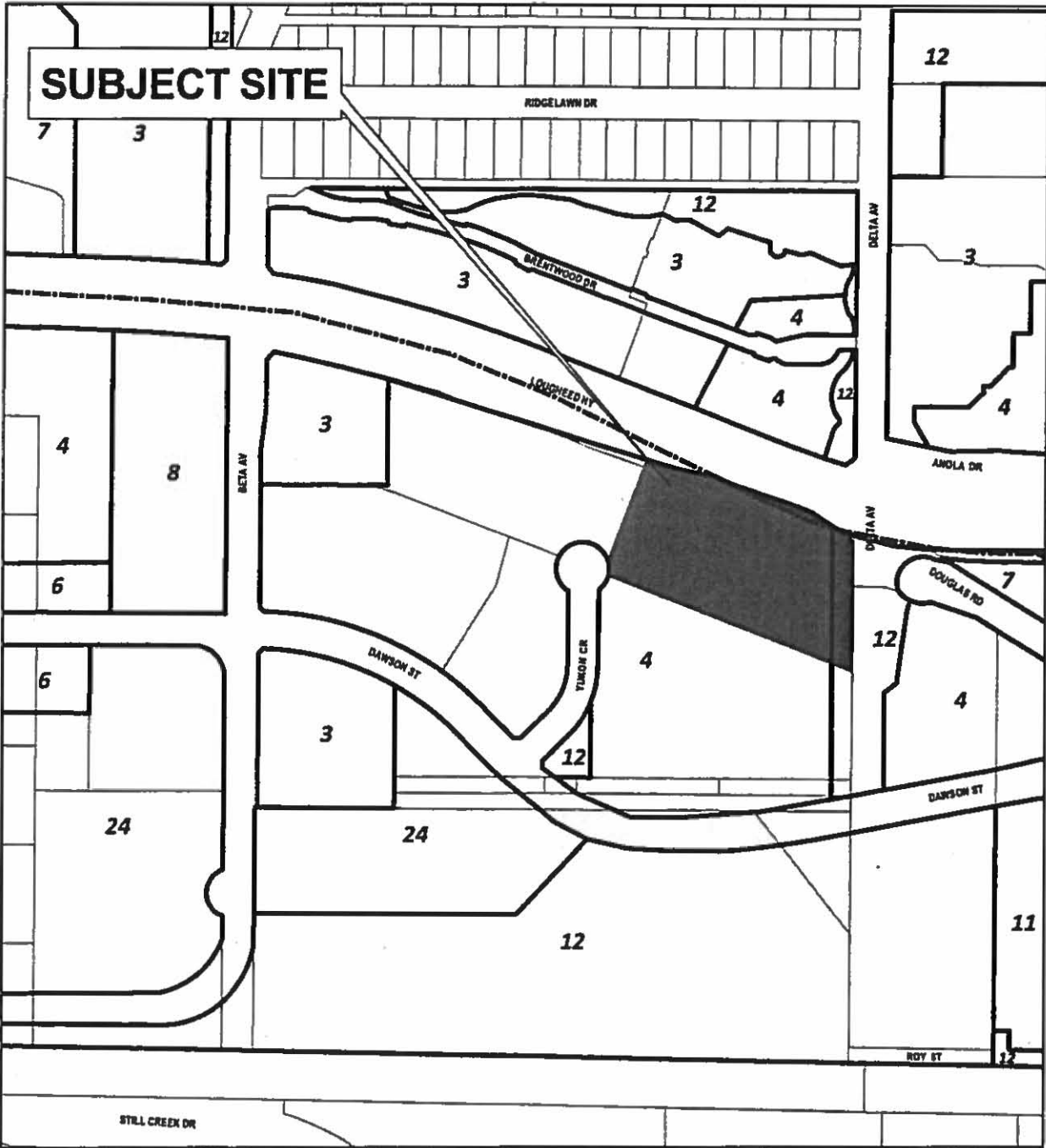


Subject Site.



Road Dedication

Sketch #1



- 3** Medium Density Multiple Family Residential
- 4** High Density Multiple Family Residential
- 5** Commercial
- 6** Medium Density Mixed Use
- 7** High Density Mixed Use
- 8** Medium or High Density Multi Family Residential
- 10** Institutional
- 11** Business Centre
- 12** Park and Public Use/Public School
- 14** Cemetery
- 24** High Density Multiple Family Residential - Brentwood Succession (RM4s)



Planning and Building Dept

Printed April 21, 2017

Brentwood Plan



Sketch #2