



Item
Meeting 2017 June 26

COUNCIL REPORT

TO: CITY MANAGER 2017 June 21

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #16-31**
Residential Tower 5
Brentwood Town Centre Development Plan

ADDRESS: Ptn. 4567 Lougheed Highway (see *attached* Sketches #1 and #2)

LEGAL: Lot 1, DL's 123 and 124, Group 1, NWD Plan EPP31990- Except Plan EPP40171

FROM: CD Comprehensive Development District (based on C3, C3a General Commercial Districts, P2 Administration and Assembly District and RM4s, RM5s Multiple Family Residential Districts)

TO: Amended CD Comprehensive Development District (based on C3 General Commercial District; RM4s, RM5s Multiple Family Residential Districts and Brentwood Town Centre Development Plan) as guidelines, and in accordance with the development plan entitled "Brentwood Phase 2" prepared by IBI Group Architects (Canada) Inc.

APPLICANT: Shape Properties Corp.
2020 One Bentall Centre
505 Burrard Street, Box 206
Vancouver, BC V7X 1M6
(Attention: Jim Rinzema)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2017 July 25.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2017 July 10, and to a Public Hearing on 2017 July 25 at 7:00 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

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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 3.7 of this report.
- e. The granting of any necessary Covenants, including but not necessary limited to, Section 219 Covenants:
 - restricting enclosure of balconies;
 - indicating that project surface driveway access will not be restricted by gates;
 - guaranteeing the provision and maintenance of public art;
 - providing for future air space parcels covering both the commercial and residential components to ensure that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as an integrated development;
 - ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
 - ensuring compliance with the approved acoustic study;
 - ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations;
 - ensuring the provision and ongoing maintenance of end-of-trip facilities;
 - restricting the use of guest rooms;
 - ensuring provision of a breakout panel to provide secondary access to the parkade no later than 5 years after final occupancy of the building; and
 - restricting residential parking for Tower 5 to those areas identified in the CD set.
- f. The granting of any necessary easements and statutory rights-of-way.
- g. The completion of the necessary subdivision.
- h. Compliance with the guidelines for underground parking for visitors and commercial patrons.
- i. The provision of facilities for cyclists in accordance with this report.

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- j. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.
- k. The review of a detailed Sediment Control System by the Director Engineering.
- l. 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.
- m. Compliance with the Council-adopted sound criteria.
- n. 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.
- o. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- p. The review of on-site residential and commercial loading facilities by the Director Engineering.
- q. The submission of a comprehensive sign plan.
- r. The deposit of the applicable Parkland Acquisition Charge.
- s. The deposit of the applicable GVS & DD Sewerage Charge.
- t. The deposit of the applicable School Site Acquisition Charge.
- u. 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 this rezoning amendment is to permit the construction of a 51 storey high-rise residential building atop a 2 level commercial podium.

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2.0 BACKGROUND

- 2.1 On 2013 September 23, Council granted Final Adoption to Rezoning Reference #11-22, which established the Brentwood Site Conceptual Master Plan and associated Development Guidelines for phased mixed use retail, office and multiple family redevelopment of the Brentwood Mall site in line with the adopted Brentwood Town Centre Development Plan. As a result, the site is zoned CD Comprehensive Development District (based on the C3 and C3a General Commercial Districts, P2 Administration and Assembly District, RM4s Multiple Family Residential District and RM5s Multiple Family Residential District as guidelines).
- 2.2 On 2016 July 25, Council received the rezoning report from the Planning and Building Department regarding the subject Tower 5 Phase II development site, which encompasses a portion of 4567 Lougheed Highway on the northeast corner of Willingdon Avenue and Halifax Street, 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.
- 2.3 The subject development site encompasses a portion of 4567 Lougheed Highway, at the northeast corner of Willingdon Avenue and Halifax Street (see *attached* Sketches #1 and #2), which is currently vacant and accommodates construction staging for Phase I. To the east is the Brentwood Town Centre mall. To the west across Willingdon Avenue is a three story office building and beyond are high rise multi-family residential buildings. To the north is a surface parking lot, serving the Brentwood Town Centre mall. To the south is Phase I – Towers 1, 2 and the Brentwood Plaza, and Tower 3 Phase III, which are currently under construction, and beyond, across Lougheed Highway and the Millennium SkyTrain guideway, are automobile dealerships identified for future multiple-family mixed-used redevelopment. Vehicular access to the broader Brentwood Mall site is currently taken from Lougheed Highway, Willingdon Avenue and Beta Avenue.
- 2.4 As noted above, Brentwood Phase I and Tower 3 of Brentwood Phase III are currently under development. The plan of development of Phase I is comprised of two high-rise residential apartment buildings atop 50,801.24 m² (546,820 sq.ft.) of new commercial floor area with full underground parking. A significant component of Phase I also includes the development of a multi-level Central Civic Plaza which is directly connected to the adjacent SkyTrain station.
- 2.5 As outlined in the Master Plan rezoning (Rezoning Reference #11-22), the applicant is to undertake public information meetings for each phase of development. Prior to Public Hearing, a public information meeting will be held at the residential sales centre for the Brentwood site concerning the Phase II of the Master Plan with specific information provided on Tower 5. Advertisements of the information meeting will be placed in local papers, provided to local residents and posted on site.
- 2.6 In terms of the governing allowable residential density for the entire Brentwood site as under the RM4s and RM5s Districts as designated in the Council adopted Brentwood Town Centre Plan is an aggregate 3.4 FAR. This equates to a maximum Residential Gross Floor Area for the Brentwood Site of 4,084,908 sq.ft. The form and density allocated to Tower 5 through

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the adopted Brentwood Site Conceptual Master Plan and density allocation covenant, limits the the maximum allowable height to 55 storeys, and the maximum residential Gross Floor Area (GFA) to 550,000 sq.ft.

- 2.7 Burnaby has and continues to benefit from 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, and environmental programs, in addition to the Town Centre Plan, encourage: a varied range of housing and employment options; improved neighborhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as environmental and green building policies.

The subject rezoning application is consistent with the aforementioned policy context.

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

3.0 GENERAL COMMENTS

- 3.1 The proposed development plan is for a single 51 storey apartment tower, located at the corner of Willingdon Avenue and Halifax Street, above a 2 storey commercial podium. The proposed development is in line with the Council adopted Brentwood Site Conceptual Master Plan and the Brentwood Town Centre Development Plan.

A total of 506 stratified apartment units are proposed. All parking for the proposed residential development will be located underground. Vehicular access to the residential parking area is through a right-in right-out driveway off of Willingdon Avenue to be shared with the future Tower 6. Construction of Tower 6 will also permit a connection into the commercial parkade providing residents with additional options to access Brentwood Boulevard, Lougheed Highway and Willingdon Avenue. A Section 219 covenant will ensure that the underground connection is secured in a timely manner. Overall, the subject proposal

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exemplifies exceptional urban design and architectural expression related to the building's siting, massing, pedestrian orientation and materiality; meeting the standard expected for 's' Category development in the City's Town Centre areas.

- 3.2 The proposed tower design complements the Tower 1 and Tower 2 designs and anticipates the future Tower 6 in its architecture and in its use of high quality materials, including metal panel, stone and art glass elements. The commercial component matches the vernacular established in Phase I with fine grained commercial uses on the ground level fronting the High Street (Brentwood Boulevard) and Willingdon Avenue. Inspired by the tripartite architectural language of the Phase I towers, Tower 05's Eastern edge is characterized by a two part expression. Its south East corner is rectilinear with a special white metal panel at slab edge, this marks the corner and terminates the view as one approaches from the South. The remainder of the façade is composed of a "chevron" balcony in an asymmetric composition to reduce the building's overall sense of mass when viewed from the North or South as it naturally recedes from the viewer's gaze, and give a sense of identity to the building which sets it apart from its immediate neighbours who share a more orthogonal orientation and open up a clearer view of the future potential Community Centre and Tower 6. The buildings other facades offer a timeless design to match Tower 1 with tonal variation offered by having one third of the façade in a lighter grey at the corner of Halifax Street and Willingdon through the use of glass, soffits and exposed white painted concrete slabs and the remaining two thirds a darker grey. On the northwest corner a gracious amenity lobby is proposed fronting Willingdon Avenue, complete with seating area, mail room, separate elevator banks, and concierge services. Residential entries are clearly demarcated on the exterior of the building with floor to ceiling glass, wood, metal and stone elements. Atop the commercial podium is an amenity level, complete with a 9,004 sq.ft. indoor amenity area with fitness facility, multi-purpose lounge and games room, business/study centre, music room, meeting rooms, and two guest suites. The outdoor amenity area includes an outdoor fitness area, outdoor seating, children's play, BBQ area, vegetable garden and extensive rooftop landscaping.
- 3.3 The applicant has submitted several transportation studies to support the proposed development including a Master Transportation Study, Transit Integration Study, Site Specific Commercial Transportation Analysis, Rental Parking Analysis, Residential Parking Study and a Site Specific Residential Transportation Analysis. The subject development proposal will comply with the findings and recommendations of these studies and will provide for the servicing applicable to this phase of development.

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) and 1 space per 46.6 m² (502 sq.ft.) of commercial gross floor area. 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 equivalent value of two zone transit passes are to be provided to 15% of the units for two years (or alternatively 30% of the units for 1 year) to residents seeking an alternative to car use and ownership. Second, the proposed development is providing twice the required secured bicycle parking. The development will provide two car share options to residents, with 3 vehicles provided to the strata exclusively for strata use, including 1 larger vehicle, 1 compact vehicle and 1 electric/hybrid vehicle

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equipped with an EV plug in station. An additional 3 Car2Go smart cars will be made available to both commercial users and strata residents and will be located within the commercial parking area. Finally, 53 Electric Vehicle (EV) plug-in stations (10% of the residential parking) including all necessary wiring, electrical transformer and mechanical ventilation modifications will be provided. This arrangement would provide greater access to alternative transportation for a greater number of residents. Moreover, by providing a significant number of EV plug-ins, electric vehicle ownership in a multi-family context is facilitated, thus further enabling sustainable transportation choices. A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision and ongoing maintenance of provided vehicles, car share memberships, and EV plug-in stations.

- 3.4 The developer has also agreed to pursue green building practices by committing to achieve Leadership in Energy and Environmental Design Neighbourhood District (LEED - ND) certification for the entire site, in addition to specific design features to reduce energy consumption, water uses and waste. Further, a comprehensive Master Stormwater Management Plan has been approved for the site, with a site specific stormwater management plan required as part of the subject rezoning application.
- 3.5 In line with the Public Art Strategy adopted within the Brentwood Site Conceptual Master Plan, a significant public art piece will be provided within the Statutory Right-of-Way at the corner of Halifax and Brentwood Boulevard, acting as a strong visual reference to the proposed development. This piece is in addition to the public art proposed as part of the commercial development (Rezoning Reference #12-44), and residential Towers 1 (Rezoning Reference #12-45), 2 (Rezoning Reference #12-46) and 3 (Rezoning Reference #15-05).
- 3.6 It is intended that the overall project would accommodate a broader spectrum of housing needs. To support this, the one bedroom unit sizes are generally based on the Zoning Bylaw minimum unit sizes for such dwellings in the P11e District (SFU), which requires a minimum area of 50m² (538.21 sq.ft.). Smaller one bedroom units are intended to provide a level of affordability for new home ownership. This approach is considered appropriate for sites closer to the Plaza and Brentwood SkyTrain Station which will appeal to residents who wish to capitalize on the site's transit accessibility and more active commercial services and amenities.
- 3.7 Given the site's Town Centre location, the applicant is proposing to utilize the supplemental amenity density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 149,845 sq.ft. of additional gross floor area (GFA) included in the development proposal. The Legal and Lands 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 amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.

In accordance with Council's adopted Community Benefit Bonus Policy, it is recommended that the community benefit funds be received as an undesignated cash contribution-in-lieu for the future provision of a community benefit with 80% of the cash-in-lieu contributions applied toward a Town Centre Financial Account to be utilized in the future to achieve

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priority amenities, as established by Council, including a new Brentwood Community Centre and Willingdon Parkway and 20% to the Community Benefit Housing Fund.

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

- construction of Willingdon Avenue to its final standard across the development frontage, with separated sidewalks and bicycle facilities, street trees, rain gardens, street and pedestrian lighting with related public amenities;
- construction of Brentwood Boulevard to its approved standard across the development frontage, to be maintained by the remainder owner of the future airspace parcel subdivision;
- construction of the Halifax extension to its approved standard across the development frontage, to be maintained by the remainder owner of the future airspace parcel subdivision; and,
- storm, sanitary sewer and water main upgrades as required.

3.9 All necessary dedications have been obtained as part of subject site's master rezoning (Rezoning Reference #11-22). Under the master rezoning, the site was consolidated into one parcel. A subdivision to create the subject site is required. Prior to occupancy of the subject residential building, an airspace parcel subdivision will be required.

3.10 The developer is providing 105 adaptable units (20% of total number of single-level residential units), in line with the Council-adopted Adaptable Housing policy. A total of 6 handicapped parking stalls are required in relation to the residential components of the development. All of the 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.

3.11 Any necessary easements and covenants for the site are to be provided, including, but not necessarily limited to:

- Section 219 Covenant restricting enclosure of balconies;
- Section 219 Covenant to ensure that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
- Section 219 Covenant restricting the use of guest rooms;
- Section 219 Covenant guaranteeing the provision and maintenance of public art;
- Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
- Section 219 Covenant ensuring compliance with the approved acoustical study;
- Section 219 Covenant ensuring the provision and ongoing maintenance of electric vehicles and EV plug-in stations;

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- Section 219 Covenant ensuring the provision and ongoing maintenance of car share vehicles;
 - Section 219 Covenant ensuring the provision and ongoing maintenance of End of Trip facilities;
 - 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 ensuring provision of a breakout panel to provide secondary access to the parkade no later than 5 years after final occupancy of the building;
 - Section 219 restricting residential parking for Tower 5 to those areas identified in the CD set; and,
 - Easement, allowing access to commercial, residential and car share parking stalls located within Lots 1 and 2 of the Brentwood Site.
- 3.12 Due to the proximity of the subject site to the Millennium SkyTrain Line, Willingdon Avenue, Lougheed Highway, and entertainment uses within the future Brentwood plaza, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.13 Provision of six separate car wash stalls are required.
- 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 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System 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.
- 3.16 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.17 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 3.18 Bicycle storage space and surface parking racks are to be provided for the residential tenants and visitors of the development.
- 3.19 A Comprehensive Sign Plan detailing sign numbers, locations, sizes and attachment details will be required.

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- 3.20 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 \$590.00 per apartment unit

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area

Brentwood Gross Site Area	-	111,428.00 m ² (1,199,401 sq.ft.)
Tower 5 Net Site Area	-	4,012 m ² (43,185 sq.ft.) (Subject to detailed survey)

4.2 Density

Floor Area Ratio (FAR) on Net Site

Residential Floor Area Ratio (FAR)	-	10.34 FAR
<u>Commercial Floor Area Ratio (FAR)</u>	-	<u>0.87 FAR</u>
Combined TOTAL FAR	-	11.21 FAR

Floor Area Ratio on Brentwood Gross Site

Residential Floor Area Ratio (FAR)	-	0.37 FAR
<u>Commercial Floor Area Ratio (FAR)</u>	-	<u>0.03 FAR</u>
Combined TOTAL FAR	-	0.40 FAR

Residential Gross Floor Area (GFA)	-	41,480.46 m ² (446,492 sq.ft.) (inclusive of 153,302 sq.ft. amenity bonus)
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Residential Amenity Space	-	1,181.26 m ² (12,715 sq.ft.) (exempted from FAR calculations)
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Adaptable Unit Exemption (20 sq.ft./unit)	-	195.10 m ² (2,100 sq.ft.)
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Commercial Gross Floor Area (GFA)	-	7,923.51 m ² (37,542 sq.ft.)
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Combined TOTAL GFA	-	48,761.64 m ² (524,866 sq.ft.)
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4.3 Height (Above Grade)

Proposed Residential Tower	-	51 storeys
Phase II Commercial Podium	-	2 storeys

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4.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
155 – 1 Bedroom (P11e)	538.21 – 602.8 sq.ft.
45 – Adaptable 1 Bedroom (P11e)	538.21 – 602.8 sq.ft.
57 – 1 Bedroom + Den	726.89 sq.ft.
30 – Adaptable 1 Bedroom + Den	726.0 – 727.60 sq.ft.
67 – 2 Bedroom	786.50 – 890.10 sq.ft.
30 – Adaptable 2 Bedroom	789.70 – 792.10 sq.ft.
93 – 2 Bedroom + Den	956.70 – 1,094.10 sq.ft.
12 – 3 Bedroom	1,069.90 – 1,731.70 sq.ft.
15 – 3 Bedroom + Den	1,536.6 sq.ft.
2 – 4 Bedroom	1,773.00 – 1,777.80 sq.ft.
TOTAL: 506 High Rise Apartment Units	

4.5 Parking

Vehicle Parking

Required

Provided Spaces

Residential Parking

506 Units (Required 1.1 spaces/unit)	- 557	596
	(inclusive of 51 visitor spaces, 5 handicapped parking stalls and 51 EV plug-in stations)	

Car Wash Stalls	- 5	6
Car Share Vehicles	- 5	6
Residential Loading	- 3	3

Commercial Parking

Required

Provided Spaces

Retail

34,338 sq.ft. @ 2.23 spaces / 1,000 sq.ft. of Gross Leasable Area	- 77	77
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Commercial Loading	- 4	4
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Bicycle Parking

Required and Provided Spaces

Resident - 2/unit @ 506 units	- 1,012 in double storage lockers
Visitor - 0.2/unit @ 506 units	- 101 in racks
Commercial – 10% of required parking	- 8 in racks

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4.6 Communal Facilities
 (Excluded from F.A.R. Calculations)

Primary communal facilities for residents include an amenity lobby located at the ground floor level fronting Willingdon Avenue and at the podium deck level of the residential tower, which includes an indoor fitness facility, media room, games room, business/study centre, music room, kitchen and dining area, lounge, meeting rooms and two guest suites. The outdoor amenity area includes an outdoor fitness area, outdoor seating, children's play, vegetable garden, dining area and extensive rooftop landscaping. The internal amenity area amounts to 1,181.26 m² (12,715 sq.ft.), which is permitted to be excluded from Gross Floor Area (GFA) by the Zoning Bylaw. The applicant will also provide a feature art contribution, in accordance with the Brentwood Master Plan.


 Lou Pelletier, Director
 PLANNING AND BUILDING

IW:eb
 Attachments

cc: Director Engineering
 City Solicitor
 City Clerk

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