



Item .....  
Meeting ..... 2015 January 26

## COUNCIL REPORT

**TO:** CITY MANAGER 2015 January 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #14-11**  
**High Rise Apartment Tower and Ground Oriented Townhouses/Work Live**

**ADDRESS:** 2450 Alpha Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 22, DL 124, Group 1, NWD Plan 3343

**FROM:** M2 General Industrial District

**TO:** CD Comprehensive Development District (based on the RM4s Multiple Family Residential District, C1 Neighbourhood Commercial District and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "2450 Alpha Avenue" prepared by GBL Architects)

**APPLICANT:** Solterra Acquisition Corp.  
#1 – 460 Fraser View Place  
Delta, BC V3M 6H4  
(*Attention: Mike Bosa*)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2015 February 24.

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### RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2015 February 02 and to a Public Hearing on 2015 February 24 at 7:00 p.m.
2. **THAT** an amendment to the Brentwood Town Centre Development Plan to incorporate work live uses (C1 Neighbourhood Commercial), as outlined in Section 2.4 of this report, be approved (to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site).
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

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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. Demolition of any improvements will be permitted after Second Reading of the Rezoning Bylaw has been granted provided that the applicant acknowledges that such permission does not fetter Council's ability to grant or not to grant Third Reading and/or Final Adoption of the Rezoning Bylaw. In addition, the demolition of any improvements will be permitted at any time if they are vacant and considered by staff to be subject to misuse and vandalism. If requested, demolition may be delayed to more closely coincide with approval of building permits.
- e. The utilization of an amenity bonus through the provision of a \$3,203,431 cash in-lieu contribution in accordance with Section 3.3 of this report.
- f. The granting of any necessary Covenants, including, but not necessarily limited to, Section 219 Covenants restricting enclosure of balconies; guaranteeing the provision and maintenance of public art; guaranteeing the continued operation and maintenance of stormwater management facilities; to ensure the site can be used safely in accordance with the approved geotechnical report; to ensure that the project does not draw down the water table, providing that all disabled parking to remain as common property; and ensuring compliance with the submitted acoustical analysis.
- g. The approval of the Ministry of Transportation to the rezoning application.
- h. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.
- i. The undergrounding of existing overhead wiring abutting the site.
- j. Compliance with the Council-adopted sound criteria.
- k. The submission of a detailed comprehensive sign plan.
- l. Submission of a Site Profile and resolution of any arising requirements.

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- 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.
- 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.

## **R E P O R T**

### **1.0 REZONING PURPOSE**

The purpose of this rezoning amendment is to permit the construction of a 29-storey apartment tower with ground oriented townhouses, work/live, underground and structured parking.

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## 2.0 BACKGROUND

- 2.1 On 2014 June 09, 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 in the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 2.2 The subject site is comprised of a single lot at 2450 Alpha Avenue, which is currently zoned M2 General Industrial District, and is currently occupied an older industrial building that was constructed in 1967 (see *attached* Sketches #1 and #2). Directly to the north and east are older industrial buildings with Dawson Street and Beta Avenue beyond. To the west, across Alpha Avenue, are older industrial buildings with Willingdon Avenue beyond. Directly to the south is the Carter Motors auto body facility, beyond which is the Burlington North Santa Fe (BNSF) Rail Line.
- 2.3 The Brentwood Town Centre Development Plan designates the subject site for high-density multiple-family development based on the RM4s Multiple Family Residential District as a guideline. In accordance with the Council-adopted policy regarding application of 's' category zoning, the development is subject to there being significant community benefits, a sustainable redevelopment approach, exceptional public realm improvements, a high quality urban design and superior architectural expression derived from the project. This site is also considered suitable for the proposed development given its strategic location in relation to the Millennium SkyTrain line and the nearby Brentwood SkyTrain station.

In terms of the governing allowable density for the site, the maximum allowable floor area ratio would be 3.6 FAR applicable to the net site; this is inclusive of an available 1.1 FAR amenity bonus.

- 2.4 As noted in the Council adopted initial report dated 2014 June 09, although the Brentwood Town Centre Development Plan does not specify assembly areas, the applicant was encouraged to acquire the property to the south at 2460 Alpha Avenue for consolidation with the subject site, as a substantial portion of 2460 Alpha Avenue is intended to be dedicated for the extension of the Alaska Street road right-of-way (see *attached* Sketch #2). The property at 2460 Alpha Avenue is owned and operated in connection with the Carter Automotive dealerships at Lougheed Highway and Willingdon Avenue, and is currently used as an auto body shop. The applicant has made repeated efforts to acquire the property at 2460 Alpha Avenue. However, the owner has noted that any sale of the property would be in conjunction with the balance of the Carter Dealership lands. As the site to the south is not developable in line with the RM4s designation, given the intended road dedication required for the extension of the Alaska Street road right-of-way of approximately 30 m, options noted within the initial report included the acquisition of the site by the City through either a transfer of density from this site to the balance of the Carter dealership lands when advanced for development, or

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to purchase the site for the necessary road right-of-way, as identified within the adopted Plan, to support further development in the area.

Notwithstanding, the existing industrial auto body use is intended to remain for an indefinite period of time.

As guidelines established for RM4s Development within this area include a component of above grade structured parking due to high water table and geotechnical conditions, and the requirement that this above grade parking be screened with residential uses where appropriate, townhousing is proposed along the Alpha Street frontage. Given the future road frontage and open space contemplated to the south of the site, a residential interface was encouraged. However given the undetermined tenure of the current industrial use of the site to the south, which is not set back from the north property line, a residential interface would not be compatible. As an alternative, a work/live interface has been proposed utilizing the C1 Neighbourhood Commercial District, which allows for a range of office, photographic and artist studio, personal service establishments and accessory dwelling units. This will enable the interface to the south to have a residential character in nature, while allowing for uses more compatible with the interim adjacent industrial use. It is noted that this work/live commercial component, while not identified in the Plan, is considered minor, desirable and supportable given the current interim industrial use and future open space/right-of-way use to the south.

- 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

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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.

- 2.6 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 concept is for a single 29-storey apartment tower above structured parking with ground oriented townhousing fronting Alpha Avenue and work/live spaces facing south. The development form provides a strong street-oriented relationship to Alpha Street and the future open space and road right of way to the south, as well as a strong contextual relationship to surrounding, existing and planned development.

A total of 165 apartment units are proposed (20% of which are adaptable units), 4 townhouse units fronting Alpha Avenue and 7,381 sq.ft. of work/live space within 7 units. Parking is proposed to be located partially underground (1 level), but mostly within an above ground structure (3 levels). Overall, the subject proposal exemplifies exceptional urban design and architectural expression related to the building's siting, massing, pedestrian orientation and materiality; meeting the standard expectation for 's' Category development in the City's Town Centre areas. The low-rise buildings engage adjacent streets and their public realm through individual unit accesses on the ground level, extensive use of brick and metal panel detailing and articulated rooflines, all of which also adds interest to the streetscape.

To complement the built form, a progressive landscape treatment is proposed for the amenity podium roof deck, front and side yards and bounding streets, including broad separated sidewalks Alpha Avenue complete with Rainwater Management Amenities (RMAs) within curb bulges to help soften the urban environment. Substantial on-site landscaping is also proposed including a treed entry court with water features, an outdoor amenity area for leisure and children's play area. A significant public art piece will be provided along the Alpha Avenue frontage, acting as a strong visual reference to the proposed development.

The applicant has submitted a Transportation Study to support the proposed development. Through the site's servicing, upgraded pedestrian and on-street parking facilities on Alpha Avenue will be undertaken, including the provision 3.0m sidewalks, street trees and pedestrian lighting. The development will supply the standard multiple family parking requirement of 1.6 spaces per unit for apartment units, 1.75 spaces per unit for townhouse units, and 1/495.16 sq.ft. for work/live units.

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- 3.2 The developer has agreed to pursue green building practices by committing to achieve a Silver (equivalency) rating under the Leadership in Energy and Environmental Design (LEED) program.
- 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 1.1 FAR in amenity bonus, which translates into 45,763 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Legal and Lands Department has established the value of the density bonus to be \$70 per sq.ft. buildable for a total value of \$3,203,410 (subject to legal survey). In accordance with Council's adopted Community Benefit Bonus Policy it is recommended that the community benefit funds be received as a cash contribution-in-lieu for the future use provision of a community benefit.

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 new Brentwood Community Centre and a new linear public park and walkway along Willingdon Avenue, from Brentwood to Hastings Street.

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. Of the \$3,203,410 associated with the subject amenity bonus, \$2,562,728 (80%) would be allocated to the Brentwood Town Centre Financial Account. The remaining \$640,682 (20%) would be directed to the City-wide Housing Fund.

- 3.4 The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. The servicing requirements will include, but not necessarily be limited to:
- construction of Alpha Avenue frontage to its final standard with concrete curb and gutter, separated sidewalks, street trees, enhanced boulevards, street and pedestrian lighting across the development frontage;
  - undergrounding of overhead lines across the development frontage on Alpha Avenue; and,
  - storm, sanitary sewer and water main upgrades as required.
- 3.5 In accordance with the City's policy for adaptable units, a total of 34 units (20% of the total number of apartment units) have been provided meeting adaptable housing standards. As permitted under the adopted policy, 20 sq.ft. for each adaptable unit is exempt from FAR, resulting in a total adaptable unit FAR exemption of 680 sq.ft. As required by the Burnaby Zoning Bylaw and BC Building Code, three accessible parking stalls are to be provided (one handicapped stall per 100 stalls). Accessible parking stalls

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will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

3.6 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 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 of a minimum of 3 handicap accessible parking stalls in the resident parking area for the sole use of the required 34 accessible units, and that these stalls, as well as any other handicap accessible parking provided in the residential component of the underground parking, be held in common property to be administered by the Strata Corporation;
- Section 219 Covenant regulating uses related to the live/work component;
- Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical study; and,
- Section 219 Covenant ensuring that the water table will not be drawn down during and after development.

3.7 Due to the proximity of the subject site to the BNSF Rail line, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria. Furthermore, the applicant has been provided a copy of the Guidelines for New Development in Proximity to Railway Operations prepared for the Federation of Canadian Municipalities and the Railway Association of Canada.

3.8 There are currently no trees on site, as such an arborist's report and tree survey are not required in conjunction with this application.

3.9 Provision of an adequately sized and sited garbage handling and recycling material holding space, as well, separate car wash stalls are required.

3.10 Provision of one combined residential/commercial loading space is required in conjunction with this application.

3.11 The developer is responsible for the undergrounding of the overhead wiring abutting the site on Alpha Avenue.



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- 3.12 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.
- 3.13 Submission of a detailed Comprehensive Sign Plan for review prior to Final Adoption.
- 3.14 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.15 Bicycle storage space and surface parking racks are to be provided for the residential tenants, commercial patrons and visitors of the development.
- 3.16
  - 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

Site Area:	-	3,865.05 m <sup>2</sup> (41,603 sq.ft.) (subject to detailed survey)
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##### 4.2 Density

FAR Permitted and Provided:

Residential	-	3.6 FAR (inclusive of 1.1 FAR amenity bonus)
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Gross Floor Area Permitted and Provided

Residential	-	13,914.16 m <sup>2</sup> (149,708 sq.ft.) (inclusive of 45,763 sq.ft. amenity bonus)
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Work/Live	-	685.72 m <sup>2</sup> (7,381 sq.ft.)
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Residential Amenity Space	-	468.23 m <sup>2</sup> (5,040 sq.ft.) of residential amenity space exempted from FAR calculations
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Adaptable Unit exemption (20 sq.ft./unit)	-	63.17 m <sup>2</sup> (680 sq.ft.)
Site Coverage:	-	82%

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- |     |                                 |   |                                                                |
|-----|---------------------------------|---|----------------------------------------------------------------|
| 4.3 | <u>Height</u> (all above grade) | - | 3 storeys for ground-oriented townhouses fronting Alpha Avenue |
|     |                                 | - | 2 storeys + Roof Deck for Work/Live                            |
|     |                                 | - | 29 storeys for the high-rise apartments fronting Alpha Avenue  |

4.4 Residential Unit Mix

Unit Type

Unit Size

**Townhouse Units**

4 – Two Bedroom + Flex	138.05 m <sup>2</sup> (1,486 sq.ft.)
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**High Rise Apartment Units**

36 – Studio	48.8 - 55.6 m <sup>2</sup> (525 - 598 sq.ft.)
34 – Adaptable Studio	48.8 m <sup>2</sup> (525 sq.ft.)
87 – 2 Bedroom	71.5 - 127.5 m <sup>2</sup> (770 - 1,372 sq.ft.)
6 – 2 Bedroom + Den	105.5 - 115.6 m <sup>2</sup> (1,135 - 1,244 sq.ft.)
2 – 3 Bedroom	92.9 – 102.2 m <sup>2</sup> (1,000 - 1,100 sq.ft.)

**TOTAL RESIDENTIAL UNITS: 169 UNITS**

**Work/Live Units**

7	101.1 (1,088 sq.ft.)
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4.5 Parking

**Vehicle Parking**

Required

Provided Spaces

4 Townhouse Units (1.75 spaces/unit)	-	7	
165 Apartment Units (1.6 spaces/unit)	-	264	264
			(inclusive of 42 visitor spaces)
7,381 sq.ft. Work/Live (1 space/495.16 sq.ft.)	-	15	15

<b>TOTAL Parking</b>	-	<b>286</b>	<b>286</b>
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<b>Car Wash Stalls</b>	- 2	2
<b>Residential/Commercial Loading</b>	- 1	1
<b>Bicycle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
Resident - 1/unit @ 169 units	- 169 lockers	177 lockers
Visitor - 0.1/unit @ 169 units	- 17 in racks	17 in racks
Commercial - @ 10% of off street parking	- 2 in racks	2 in racks

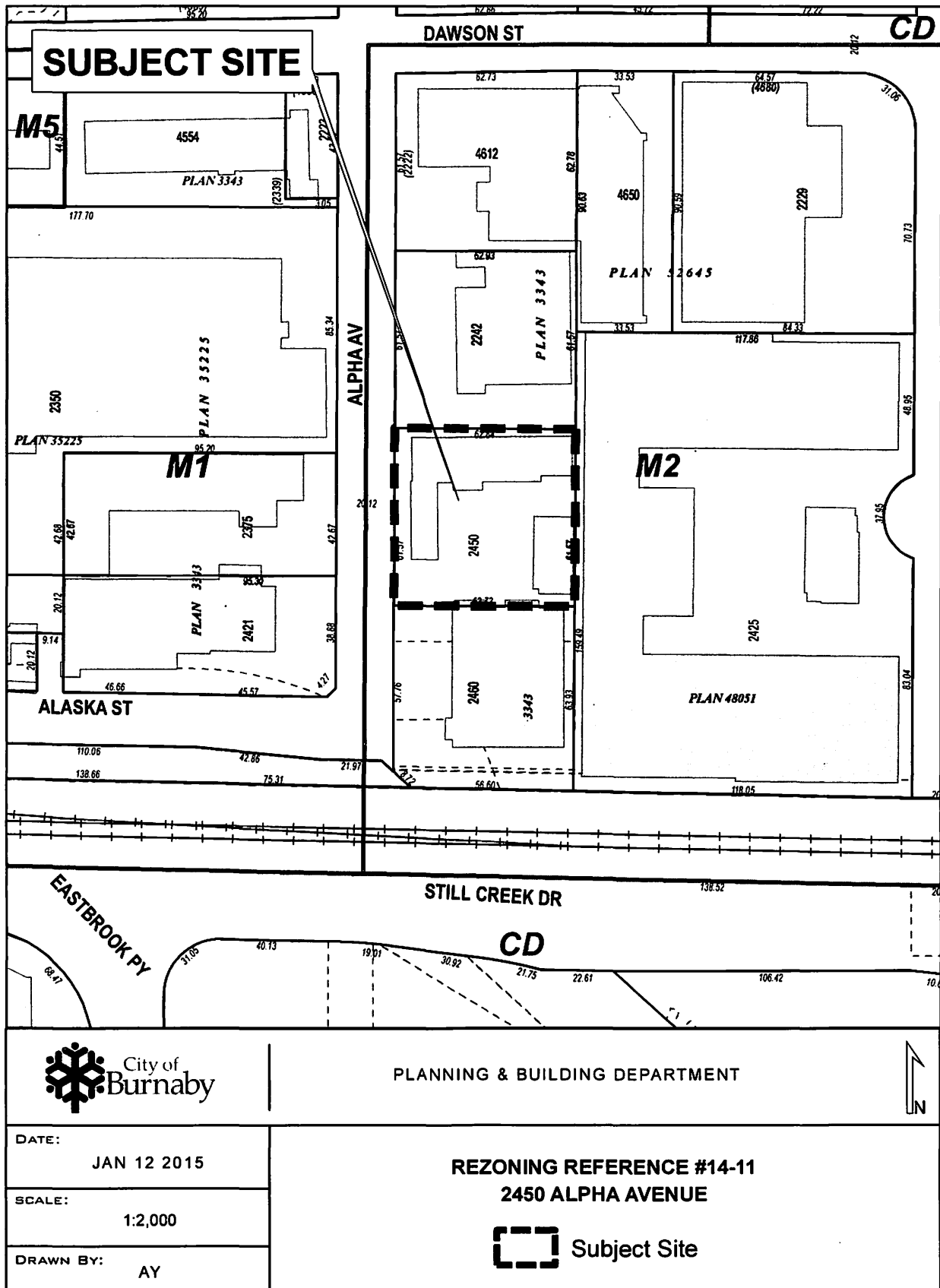
4.6 Communal Facilities  
(Excluded from FAR Calculations)

Primary communal facilities for residential and work/live tenants are located within the podium levels of the residential tower fronting Alpha Avenue, including an amenity lobby and lounge, mail room, study/work centre, music room, multi-purpose media room, spa, and fitness room. The amenity area amounts to 468.23 m<sup>2</sup> (5,040 sq.ft.), which is less than the permitted 5% (7,485 sq.ft.) exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an expansive landscaped podium deck, including a children's play area, outdoor kitchen, outdoor movie screen and seating, garden plots, putting green and outdoor exercise areas. At ground level a signature water feature and various landscape elements located throughout the site, as well as a signature public art installation to be located on the Alpha Avenue frontage.

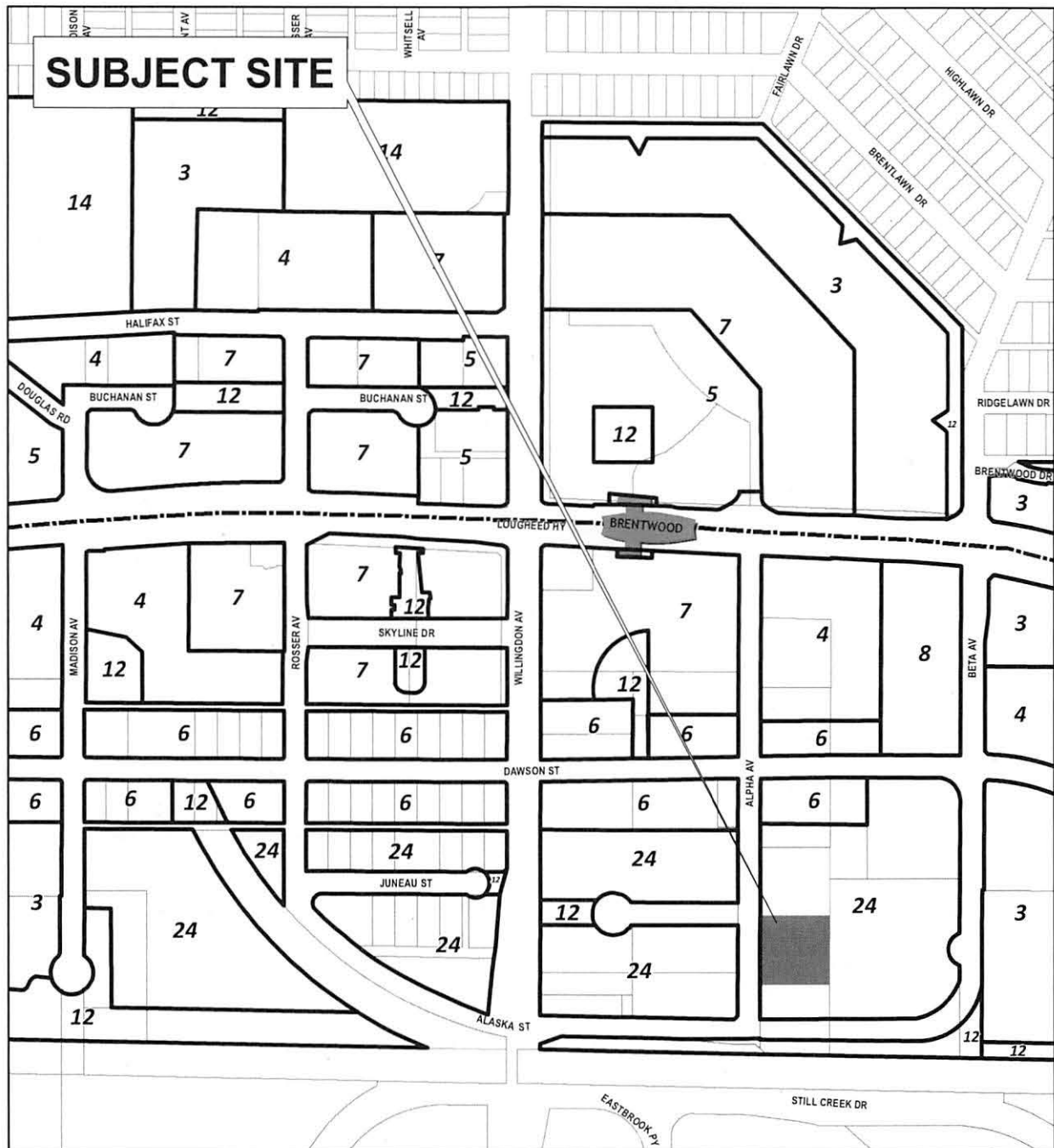
  
Lou Pelletier, Director  
PLANNING AND BUILDING

JBS:spf  
*Attachments*

cc: Director Finance  
Director Parks, Recreation and Cultural Services  
Director Engineering  
City Solicitor  
City Clerk



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

## Brentwood Plan

