

TO: CITY MANAGER 2015 July 15

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #15-05
Residential Tower III
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 the C3 and C3a General Commercial Districts, P2 Administration and Assembly District, RM4s and RM5s Multiple Family Residential Districts)

TO: Amended CD Comprehensive Development District (based on the C3 General Commercial District, RM4s and RM5s Multiple Family Residential Districts and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "Residential Tower 3" prepared by Stantec Inc.)

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

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2015 August 25.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2015 July 20, and to a Public Hearing on 2015 August 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

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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 \$11,987,600 cash in-lieu contribution in accordance with Section 3.6 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; and,
 - restricting the use of guest rooms.
- 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 4 level commercial podium.

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 2015 March 25, Council received the rezoning report from the Planning and Building Department regarding the subject Tower 3 development site, which encompasses a portion of 4567 Lougheed Highway on the northeast corner of Alpha Avenue and Lougheed Highway, 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 Lougheed Highway and Alpha Avenue (see *attached* Sketches #1 and #2), which is currently vacant and accommodates construction staging for Phase I. To the north is the Brentwood Town Centre mall. To the east is a surface parking lot, serving the Sears department store. To the south across Lougheed Highway and the Millennium SkyTrain guideway are automobile dealerships identified for future multiple-family mixed-used redevelopment. To the west is Phase I – Tower 2 and the Brentwood Plaza and Tower 1 beyond, which are currently under construction. 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 is currently under development. The plan of development 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 undertakes public information meetings for each phase of development. On 2015 May 07 between 4:00 p.m. and 7:00 p.m., a public information meeting was held at the residential sales centre for the Brentwood site concerning the southeast phase of the Master Plan with specific information provided on Tower 3. Advertisements of the information meeting were placed in local papers, provided to local residents and posted on site. In total 36 attendees were present at the southeast phase information session, with 5 providing written comments. Of those that attended and submitted comments, there was general support for the advancement of the southeast phase of the Master Plan, and for

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the proposed mixed-use building being brought forward under this application. A number of attendees specifically noted their support and encouragement for the advancement of a new Brentwood Community Centre and Willingdon Parkway within the northwest phase.

- 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 3 through 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 Alpha Avenue and Loughheed Highway, above a 4 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 526 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 the commercial underground parking levels accessed off of Alpha Avenue with direct access off of the underground driveway from Loughheed Highway between Alpha Avenue and Beta Avenue. 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 expected for 's' Category development in the City's Town Centre areas.

- 3.2 The proposed tower design complements the Tower I and Tower II designs in its architecture and 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 Loughheed Highway. The addition of office uses on the second to fourth floors provides a strong corporate elevation to Loughheed Highway, which juxtaposes the animated multi-level retail experience within Phase I. Inspired by the tripartite architectural language of the Phase I towers, Tower III is segmented into two distinct elements with unique façade and balcony treatments on the north and south sides of the building, providing a different interpretation of the building from south of Loughheed Highway and north of Brentwood Boulevard. The north side is angled to match and counterbalance Brentwood Boulevard with the darker tones to the glass, soffits and exposed slabs. The south face, parallel to Loughheed Highway, is lighter in tone with face mounted balcony glass, with white mullions and soffits. A vertical metal panel frame separates two district portions of the building, culminating in a broad north facing canopy above the penthouse balcony. At Brentwood Boulevard a gracious amenity lobby is proposed, 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 9,522 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 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

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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 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 off the High Street or alternatively within the plaza area, 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 I (Rezoning Reference #12-45) and II (Rezoning Reference #12-46).
- 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

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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 established the value of the density bonus to be \$80 per sq.ft. buildable for a total value of \$11,987,600 (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 an undesignated cash contribution-in-lieu for the future 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 Willingdon Parkway.

In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund. Of the \$11,987,600 associated with the subject amenity bonus, \$9,590,080 (80%) would be allocated to the Brentwood Town Centre Financial Account. This project would also contribute an additional \$2,397,520 (20%) to the City-wide affordable or special needs housing account.

- 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 Lougheed Highway 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 Alpha Avenue 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.

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- 3.10 The developer is providing 108 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;
 - 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; 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

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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.
- 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.)
Phase III Gross Site Area	-	27,212.60 m ² (292,914 sq.ft.)
Tower III Net Site Area	-	4,499.57 m ² (48,433 sq.ft.)
		(Subject to detailed survey)

4.2 Density

Floor Area Ratio (FAR) on Net Site

Residential Floor Area Ratio (FAR)	-	9.08 FAR
<u>Commercial Floor Area Ratio (FAR)</u>	-	<u>1.76 FAR</u>
Combined TOTAL FAR	-	10.84 FAR

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Floor Area Ratio on Brentwood Gross Site

Residential Floor Area Ratio (FAR)	-	0.36 FAR
Commercial Floor Area Ratio (FAR)	-	0.07 FAR
Combined TOTAL FAR	-	0.43 FAR

Residential Gross Floor Area (GFA)	-	40,838.13 m ² (439,578 sq.ft.) (inclusive of 149,845 sq.ft. amenity bonus)
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Residential Amenity Space	-	1,032.34 (11,084 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 (85,288 sq.ft.)
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COMBINED TOTAL GFA	-	48,761.64 m ² (524,866 sq.ft.)
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Coverage

Tower III site:	-	54.8 %
Phase III site:	-	9.0 %

4.3 Height (Above Grade)

Proposed Residential Tower	-	51 storeys
Phase I Commercial Podium	-	4 storeys

4.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
219 – 1 Bedroom	540 sq.ft.
62 – 1 Bedroom + Den	688 sq.ft.
36 – Adaptable 1 Bedroom + Den	688 sq.ft.
67 – 2 Bedroom	775 sq.ft.
36 – Adaptable 2 Bedroom	775 sq.ft.
55 – 2 Bedroom + Den	901 – 1,080 sq.ft.
36 – Adaptable 2 Bedroom + Den	901 – 1,080 sq.ft.
9 – 3 Bedroom	1,080 – 1,744 sq.ft.
6 – 3 Bedroom + Den	1,475 sq.ft.

TOTAL: 526 High Rise Apartment Units

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4.5 Parking

Vehicle Parking	<u>Required</u>	<u>Provided Spaces</u>
<u>Residential Parking</u>		
526 Units (Required 1.1 spaces/unit)	- 579	579 (inclusive of 53 visitor spaces, 6 handicapped parking stalls and 53 EV plug-in stations)
Car Wash Stalls	- 6	6
Car Share Vehicles	- 6	6
Residential Loading	- 2	2
<u>Commercial Parking</u>		
<u>Retail</u>		
29,195 sq.ft. @ 2.23 spaces / 1,000 sq.ft. of Gross Leasable Area	- 66	66
<u>Office</u>		
46,587 sq.ft. @ 1/495.16 sq.ft. (10% to be shared with general commercial)	- 85	85
Commercial Loading	- 4	4
<u>Bicycle Parking</u>		
<u>Required and Provided Spaces</u>		
Resident - 2/unit @ 526 units	- 1,052 in double storage lockers	
Visitor - 0.2/unit @ 526 units	- 105 in racks	
Commercial – 10% of required parking	- 15 in racks	

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 Brentwood Boulevard (High Street) and at the podium deck level of the residential tower, which includes an indoor a fitness facility, media room, games room, business/study centre, music room, kitchen and dining area, lounge, meeting rooms

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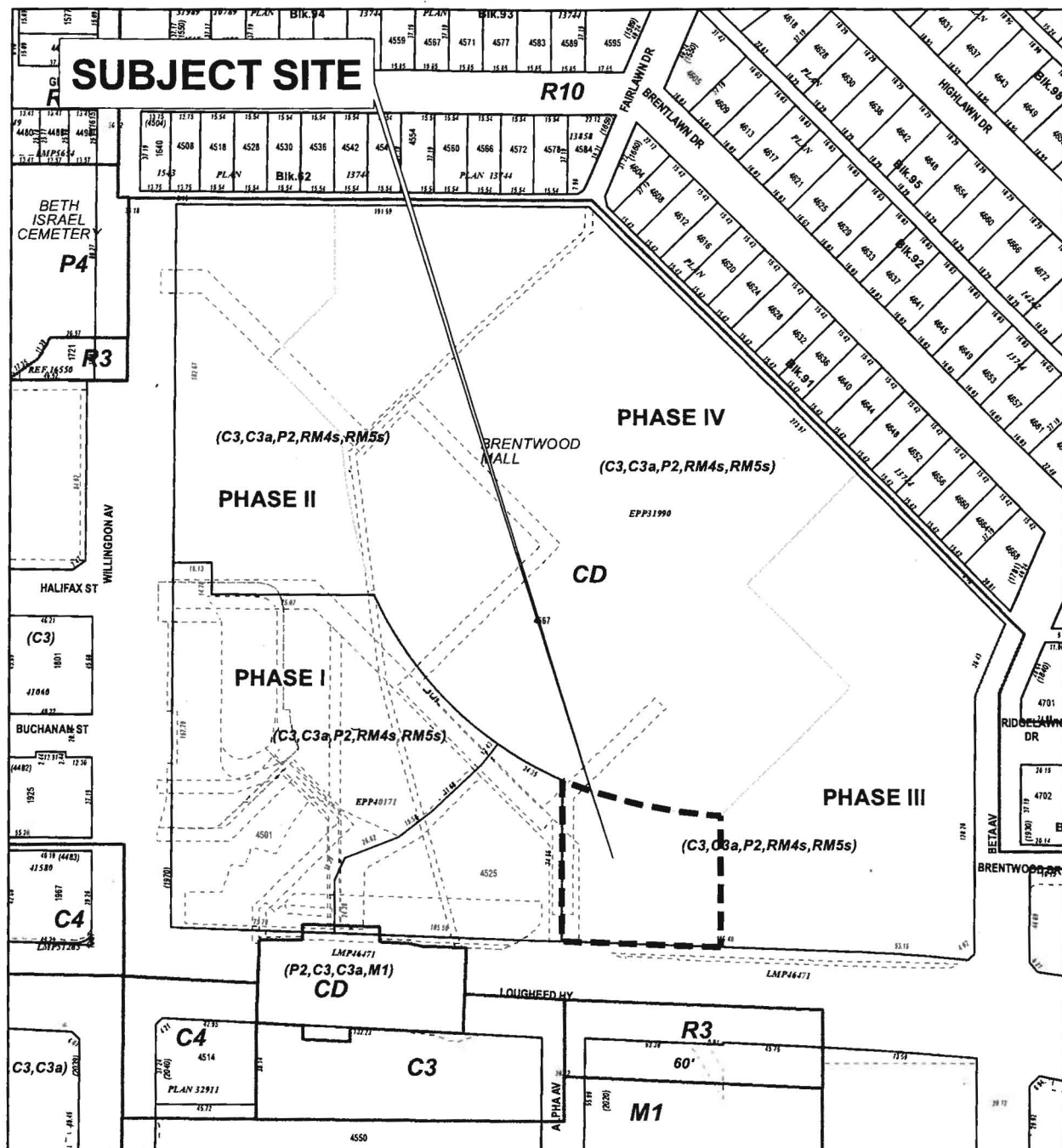
and two guest suites. The outdoor amenity area includes an outdoor fitness area, outdoor seating, children's play, dining area and extensive rooftop landscaping. The internal amenity area amounts to 1,029.74 m² (11,084 sq.ft.), which is permitted to be excluded from Gross Floor Area (GFA) by the Zoning Bylaw. The applicant will also provide a public art contribution, in accordance with the Brentwood Master Plan.


Lou Pelletier, Director
PLANNING AND BUILDING

JBS:spf
Attachments

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

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PLANNING & BUILDING DEPARTMENT

DATE:

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SCALE:

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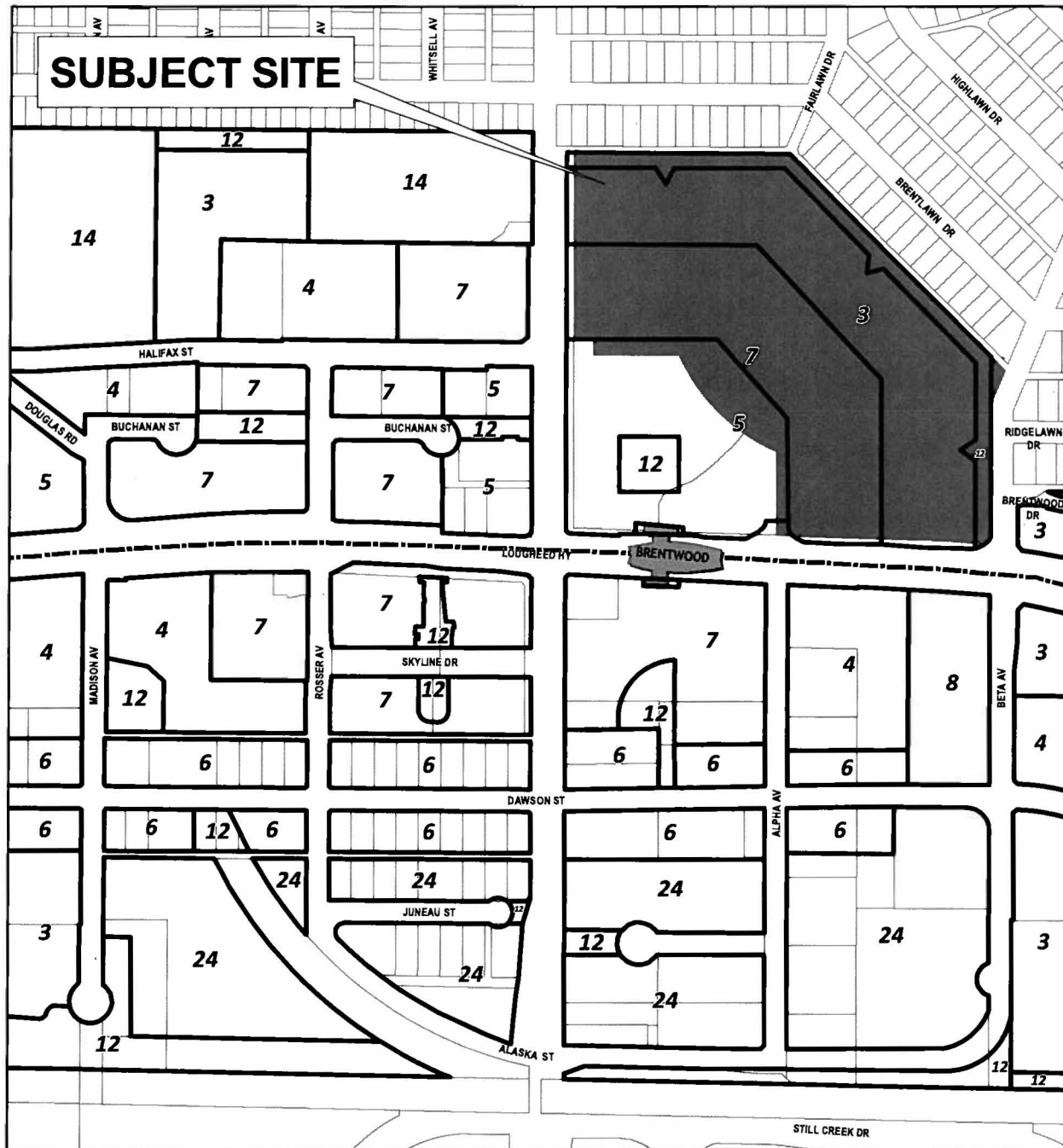
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4567 LOUGHEED HIGHWAY



Subject Site

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

