



Item
Meeting 2016 February 22

COUNCIL REPORT

TO: CITY MANAGER 2016 February 17

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #15-31
Three apartment towers with street-oriented townhouses
Brentwood Town Centre Plan

ADDRESS: 2425 Beta Avenue (see *attached* Sketches #1 and #2)

LEGAL: Lot 126, DL 124, Group 1, NWD Plan 48051

FROM: M2 General Industrial District

TO: CD Comprehensive Development District (based on the RM4s Multiple Family Residential District, Brentwood Town Centre Plan as guidelines, and in accordance with the development plan entitled “The Residences at Brentwood Park South” prepared by Chris Dikeakos Architects Inc.)

APPLICANT: Chris Dikeakos Architects Inc.
212 – 3989 Henning Drive
Burnaby, BC V5C 6N5
(Attn: Richard Bernstein)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2016 March 29.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2016 March 07 and to a Public Hearing on 2016 March 29 at 7:00 p.m.
2. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 3.7 of this report, contingent upon the granting by Council of Second Reading of the subject rezoning bylaw.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development.

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- 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. 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 cash in-lieu contribution in accordance with Section 3.4 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; indicating that project surface driveway accesses will not be restricted by gates; 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 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.
- h. The approval of the Ministry of Transportation to the rezoning application.
- i. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.

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- j. The undergrounding of existing overhead wiring abutting the site.
- k. Compliance with the Council-adopted sound criteria.
- l. Submission of a Site Profile and resolution of any arising requirements.
- m. Consolidation of the net site into one legal parcel.
- 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 dedication of any rights-of-way deemed requisite.
- p. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- q. The completion of the Highway Closure Bylaw.
- r. The review of on-site residential loading facilities by the Director Engineering.
- s. The provision of facilities for cyclists in accordance with this report.
- t. The review of a detailed Sediment Control System by the Director Engineering.
- u. Compliance with the guidelines for underground parking for visitors.
- v. 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.
- w. The deposit of the applicable Parkland Acquisition Charge.
- x. The deposit of the applicable GVS & DD Sewerage Charge.
- y. The deposit of the applicable School Site Acquisition Charge.
- z. 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

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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 three residential apartment buildings ranging in height from 28-storeys to 39-storeys with ground oriented townhouses and underground and above grade structured parking.

2.0 BACKGROUND

- 2.1 On 2015 September 23, 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 large single lot at 2425 Beta Avenue, which is currently zoned M2 General Industrial District, and is occupied by a number of older industrial buildings (see *attached* Sketches #1 and #2). Directly to the north and west are older industrial buildings with Dawson Street and Alpha Avenue beyond. Immediately to the west at 2318 and 2242 Alpha Avenue are two sites being developed for high rise residential under Rezoning References #14-11 (Final Adoption) and #15-30 (Initial Report) respectively, in accordance with the adopted Brentwood Town Centre Development Plan. To the east, across Beta Avenue is the Woodlands development site and its future park component (Rezoning Reference #13-20, which has had Third Reading), while to the south 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. 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.

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- 2.4 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.

- 2.5 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 three apartment towers, with one level of underground parking, and three levels of above grade structured parking, which is screened by three-storey townhouses fronting Beta Avenue and the future Alaska Street. As such, a strong street orientation is achieved to both Beta Avenue and the future Alaska Street, which, under the Town Centre Plan, is intended to accommodate an urban trail that links into the future park east of Beta Avenue and proposed overpass. The proposed development also provides a strong contextual relationship to surrounding, existing and planned development.

A key aspect to this site's development is the achievement of Alaska Street along its southern edge, which would connect to the southernmost extent of Beta Avenue. Alaska

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Street is an important component of the town centre's local road network in that it provides an important local east/west alternative to the Lougheed Highway and Dawson Street/Goring Avenue. Additionally, the Town Centre Plan intends for Alaska Street to be a green corridor, accommodating both pedestrians and cyclists along its south side, thereby giving access to the future park at the Woodlands site, and linkages to the green corridor to the west, terminating at Jim Lorimer Park at Gilmore Avenue.

A total of 802 apartment units (20% of which are adaptable units) and including 61 townhouse units are proposed. 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 townhouses engage adjacent streets and their public realm through individual unit accesses on the ground level, extensive glazing and use of stone cladding and articulated rooflines, all of which also adds interest to the streetscape.

It is noted that careful attention has been placed on the site's organization into the proposed three apartment towers in consideration of minimizing any shadow impacts onto the above noted planned public park east of Beta Avenue

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 on Beta Avenue and the future Alaska Street, 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, acting as a strong visual reference to the proposed development.

- 3.2 All required parking is proposed to be located either underground or within a structure, and access taken from Beta Avenue. The development proposal meets the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit (of which 0.1 spaces is for visitors). The developer has also provided other transportation alternatives. First, given the subject site's proximity to the Brentwood SkyTrain Station, as well as other transit routes operating in the vicinity of the development, the development is providing transit passes (two zones) for two years to 15% of residents as an alternative to car use and ownership. Second, the development is providing 88 (Level 2 AC) Electric Vehicle charging stations, of which 6 are to be provided within the visitors' parking area for the benefit of the residents and their visitors, and 82 are to be provided in the residents parking area as part of the required parking. A Section 219 Covenant will be required to guarantee the provision and continued maintenance and operation of the 6 electric vehicle

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car charging stations to be held as common property for the benefit of all residents and their visitors (including all necessary wiring, electrical transformer and mechanical ventilation modifications). Third, the development is providing twice the required secured bicycle parking and a bicycle repair area. Finally, the developer will provide 8 co-op cars (provider to be determined), including required parking, plus an initial annual car share membership fee for each unit.

The applicant has submitted a Transportation Study to support the proposed development.

- 3.3 The developer has agreed to pursue green building practices by committing to achieve a Silver rating under the Leadership in Energy and Environmental Design (LEED) program or equivalent.
- 3.4 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 223,330 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Legal and Lands Department has concluded 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.

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.

- 3.5 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 Beta Avenue to its final Town Centre standard (local road) with concrete curb and gutter, bicycle and pedestrian facilities, street trees set within rainwater management amenity areas, street lighting and pedestrian lighting on both sides for the width of the development's frontage;

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- construction of Alaska Street to its final Town Centre standard (local road) with concrete curb and gutter, bicycle and pedestrian facilities, street trees set within rainwater management amenity areas, street lighting and pedestrian lighting along both sides of the development's frontage;
 - a proportionate contribution towards the proposed Beta Avenue pedestrian and cycling overpass to Still Creek Drive; and,
 - storm, sanitary sewer and water main upgrades as required.
- 3.6 A dedication in the range of 30.0 m. is required along the south property line to enable the construction of Alaska Street to its final standard. A further dedication of 0.5 m. along the Beta Avenue frontage will be required to accommodate the planned Town Centre (local road) standard. Due to the extent of required road dedications, it is proposed that the 30.0 m. dedication relating to the construction of Alaska Street be transferred to the City as a fee simple lot, for road purposes, at no cost to the City with the density related to this lot to contribute to the net development site. It is noted that the same approach has been taken for various sites in Brentwood and Metrotown that are dedicating in excess of 10.06 m. for the development of new road infrastructure.
- 3.7 A portion of the Beta Avenue cul-de-sac is proposed to be closed and incorporated into the development site. A Road Closure Bylaw will be required in this regard. As the dedications along Beta Avenue are not expected to exceed the road closure area, compensation for the surplus road closure is required.
- 3.8 In accordance with the City's policy for adaptable units, a total of 166 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 3,320 sq.ft. As required by the Burnaby Zoning Bylaw and BC Building Code, three accessible parking stalls are to be provided (one handicap stall per 100 stalls). Accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.9 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 achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating (mid-rise) or equivalent;

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- Section 219 Covenant restricting the use of guest suites;
 - Section 219 Covenant ensuring the provision and ongoing maintenance of 6 (Level 2 – 40 amp) Electric Vehicle charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications);
 - Section 219 Covenant ensuring that handicap accessible parking stalls in the underground parking areas be held in common property to be administered by the Strata Corporation;
 - Section 219 Covenant indicating that project surface driveway accesses will not be restricted by gates;
 - 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.
- 3.10 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.
- 3.11 As underground parking is requested for a site with known geotechnical and hydrological conditions, as well as the potential for groundwater contamination in the area, and given the site's proximity to civic and other major infrastructure, an indemnification agreement with the owner/developer will be required to hold the City harmless in the approval of the subject rezoning and all other subsequent permits.
- 3.12 As the site will be fully excavated for development, an arborist's report and tree survey will be required prior to Final Adoption identifying trees to be removed from the site. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. 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.
- 3.13 Provision of an adequately sized and sited garbage handling and recycling material holding space, as well, separate car wash stalls are required.
- 3.14 Provision of three residential loading spaces is required in conjunction with this application.
- 3.15 The developer is responsible for the undergrounding of the overhead wiring abutting the site along the future Alaska Street frontage.

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- 3.16 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.
- 3.17 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.18 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.19 A site profile application is required for the subject development site, given its past industrial use.
- 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 (subject to detailed survey)

Gross	-	18,707.3 m ² (201,364 sq. ft.)
Density Transfer (from Alaska Street dedication)	-	3,882.8 m ² (41,794 sq. ft.)
Road Closure Area	-	217.1 m ² (2,337 sq. ft.)
Dedications (Beta Avenue)	-	62.6 m ² (674 sq. ft.)
<i>Net Site</i>	-	<i>14,979.0 m² (161,233 sq.ft.)</i>
Net Area for Calculation of Density	-	18,861.8 m ² (203,027 sq.ft.) (subject to detailed survey)

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	-	67,902.6 m ² (730,897 sq.ft.) (inclusive of 223,330 sq.ft. amenity bonus)
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Residential Amenity Space	-	maximum 3395.41 m ² (36,545 sq.ft.) of residential amenity space exempted from FAR calculations
Adaptable Unit exemption (20 sq.ft./unit)	-	308.4 m ² (3,320 sq.ft.)
Site Coverage:	-	53%
4.3 <u>Height</u> (all above grade)	-	3 storeys for ground-oriented townhouses fronting Beta Avenue and Alaska Street
	-	28 storeys for the high-rise apartment building fronting Beta Avenue
	-	34 storeys for the high-rise apartment building fronting Alaska Street
	-	39 storeys for the high-rise apartment building interior to the site
4.4 <u>Residential Unit Mix</u>		
<u>Unit Type</u>		<u>Unit Size</u>
Townhouse Units		
1 – 1 Bedroom		59.2 m ² (637 sq.ft.)
13 – 2 Bedroom		85.5 – 86.9 m ² (920 - 935 sq.ft.)
47 – 3 Bedroom		118.0– 124.0m ² (1,270 - 1,335 sq.ft.)
Total Townhouse Units		61
High Rise Apartment Units		
189 – Studio		47.6 – 53.5 m ² (512 - 576 sq.ft.)
166 – 1 Bedroom + Den		58.8 – 64.5 m ² (633 - 694 sq.ft.)
328 – 2 Bedroom		70.0 – 75.5 m ² (754 - 813 sq.ft.)
17 – 2 Bedroom + Den		88.5 – 113.9 m ² (953 – 1,226 sq.ft.)
38 – 3 Bedroom		90.6 – 167.0 m ² (976 – 1,798 sq.ft.)
3 – 3 Bedroom + Den		128.3 – 165.9 m ² (1,381 – 1,786 sq.ft.)
Total Apartment Units		741
TOTAL RESIDENTIAL UNITS: 802 UNITS		

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4.5 Parking

Vehicle Parking	<u>Required</u>	<u>Provided Spaces</u>
802 Units (1.1 spaces/unit)	882 (inclusive of 88 visitor spaces)	882
TOTAL Parking	882	882
Car Wash Stalls	9	9
Residential Loading	3	3
Bicycle Parking	<u>Required</u>	<u>Provided Spaces</u>
Resident - 2/unit @ 802 units	1,604 lockers	1,604 lockers
Visitor - 0.1/unit @ 802 units	88 in racks	88 in racks

4.6 Communal Facilities (Excluded from FAR Calculations)

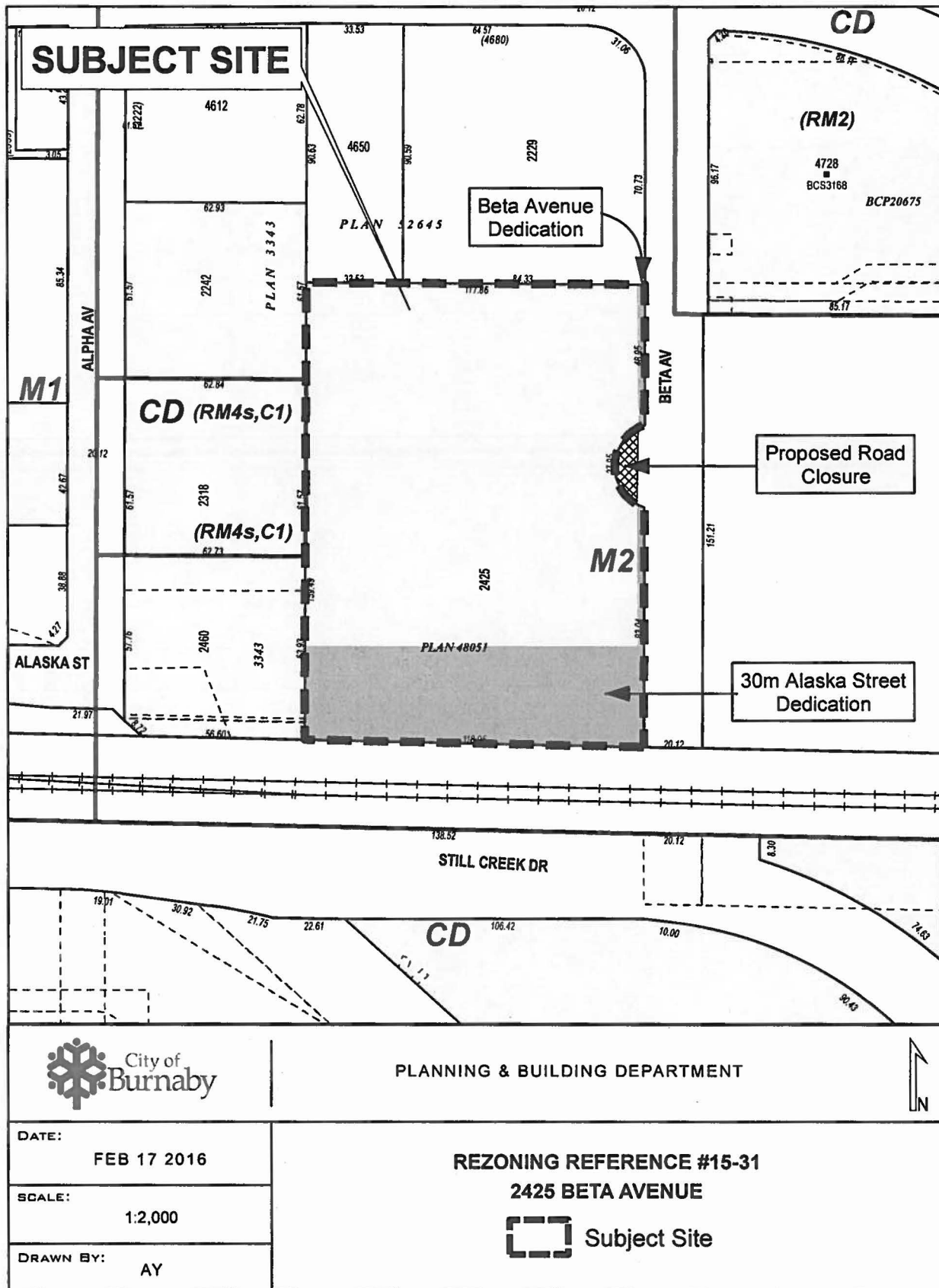
Primary communal facilities for residents are located within the podium levels of the residential tower fronting Beta Avenue and Alaska Street, including amenity lobbies and lounges, mail rooms, study/work centres, music rooms, multi-purpose media rooms, and fitness rooms. The amenity area proposed is less than the permitted 5% (36,545 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. At ground level, various landscape elements are located throughout the site as well as a signature public art installation.

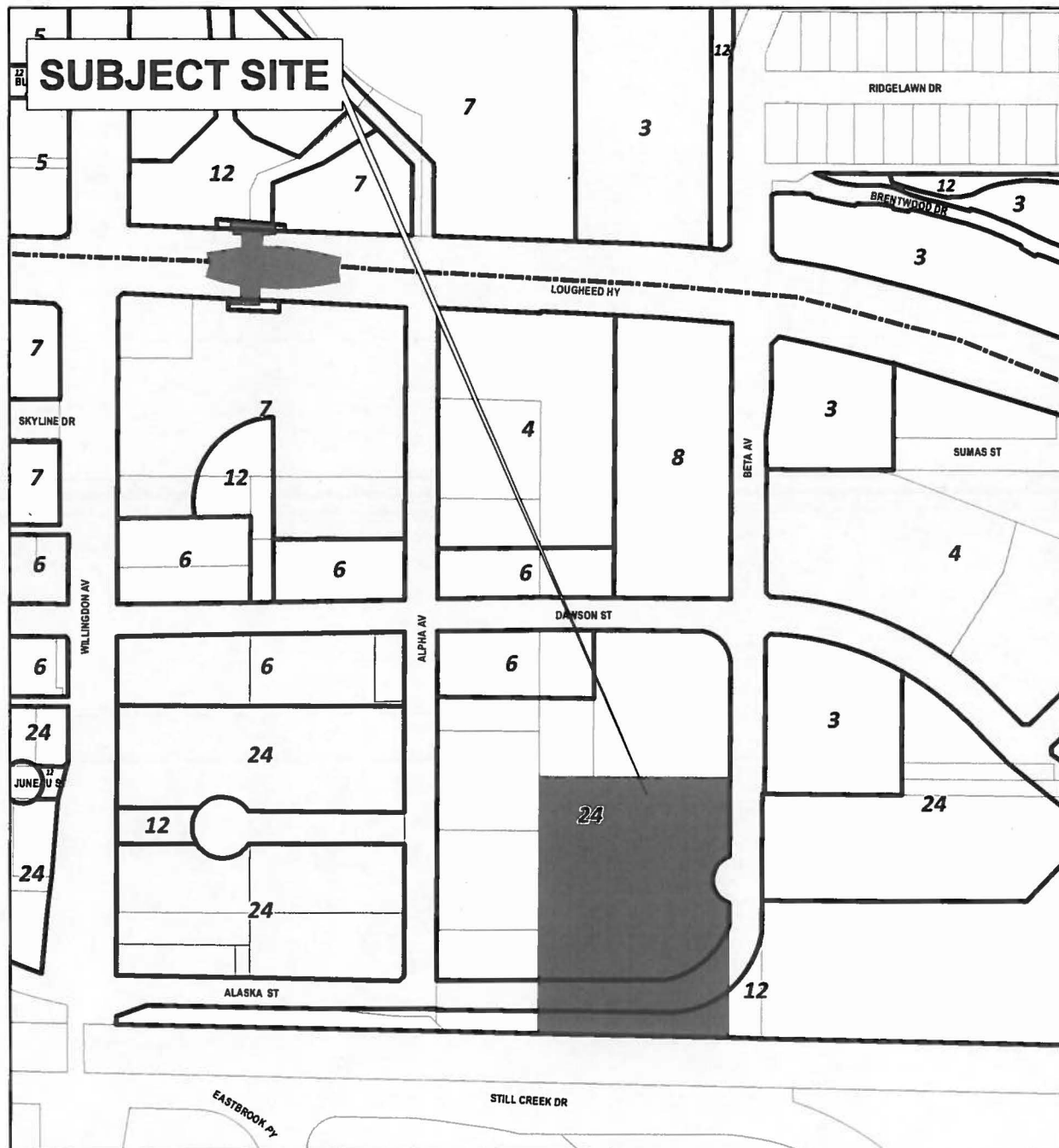

Lou Pelletier, Director
PLANNING AND BUILDING

EK:tn

Attachments

cc: Director Engineering
City Solicitor
City Clerk





- 3** Medium Density Multiple Family Residential
- 4** High Density Multiple Family Residential
- 5** Commercial
- 6** Medium Density Mixed Use
- 7** High Density Mixed Use

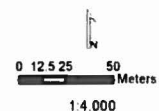
- 8** Medium or High Density Multi Family Residential
- 10** Institutional
- 11** Business Centre
- 12** Park and Public Use/Public School
- 14** Cemetery
- 24** High Density Multiple Family Residential -
Brentwood Succession (RM4s)



Planning and Building Dept

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Brentwood Plan



Sketch #2