



Item .....
Meeting ..... 2017 June 26

COUNCIL REPORT

**TO:** CITY MANAGER 2017 June 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #16-43**  
**High Rise Apartment Tower with Street-Oriented Townhouses**  
**Brentwood Town Centre Plan**

**ADDRESS:** 4460, 4472 and 4482 Juneau Street (see *attached* Sketches #1 and #2)

**LEGAL:** Lots' 6 and 7, Block 11, DL 119, Group 1, NWD Plan 2855; Lot 19, DL 119, Group 1, NWD Plan 34795

**FROM:** M1 Manufacturing District

**TO:** CD Comprehensive Development District (based on RM4s Multiple Family Residential District and Brentwood Town Centre Development Plan as guidelines), and in accordance with the development plan entitled "Juneau Street Rezoning Proposal" prepared by GBL Architects

**APPLICANT:** Solterra Development Corp.  
1 – 460 Fraserview Place  
Delta, BC V3M 6H4  
(Attn: Carl Funk)

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

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**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 the conditions for the release of occupancy permits will be the completion of all requisite services.

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 2

- 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 submission of an undertaking to remove all improvements prior to Final Adoption of the Bylaw, but not prior to Third Reading of the Bylaw. 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 3.6 of this report.
- f. The dedication of any rights-of-way deemed requisite.
- g. The completion of the Highway Closure Bylaw.
- h. The completion of the sale of City property.
- i. The consolidation of the net site into one legal lot.
- j. The granting of any necessary Easements, Covenants, and Statutory Rights-of-Way including, but not necessarily limited to:
  - restricting enclosure of balconies;
  - guaranteeing the provision and maintenance of signature art;
  - ensuring public access to the plaza area;
  - ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
  - 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;

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 3

- guaranteeing the continued operation and maintenance of stormwater management facilities;
  - ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating (mid-rise) or equivalent;
  - ensuring the site can be used safely in accordance with the approved geotechnical report; and
  - ensuring that the project does not draw down the water table.
- k. 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.
- l. The approval of the Ministry of Transportation to the rezoning application.
- m. The design and provision of units adaptable to persons with disabilities with allocated handicap parking spaces protected by a Section 219 Covenant.
- n. The undergrounding of existing overhead wiring abutting the site.
- o. Compliance with the Council-adopted sound criteria.
- p. Submission of a Site Profile and resolution of any arising requirements.
- q. 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.
- r. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- s. The review of on-site residential loading facilities by the Director Engineering.
- t. The provision of facilities for cyclists in accordance with this report.
- u. The review of a detailed Sediment Control System by the Director Engineering.
- v. Compliance with the guidelines for underground parking for visitors.

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 4

- x. 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.
- y. The deposit of the applicable Parkland Acquisition Charge.
- z. The deposit of the applicable GVS & DD Sewerage Charge.
- aa. The deposit of the applicable School Site Acquisition Charge.
- bb. The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

## **REPORT**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit construction of a 24-storey residential apartment building with ground oriented townhouses and underground parking.

### **2.0 BACKGROUND**

- 2.1 On 2016 October 03, Council received the report of the Planning and Building Department regarding the rezoning of the subject site, and authorized the Department to work with the applicant towards the preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.
- 2.2 The subject site is comprised of three lots, which are currently occupied by older industrial buildings. Directly to the west are older industrial buildings with the CN Railway beyond. To the south are older industrial buildings with Alaska Street beyond. To the east across Willingdon Avenue are older industrial buildings with Alpha Avenue beyond. Directly to the north is a proposed 23 storey high-rise residential building with street fronting townhouses at grade under Rezoning Reference #15-51 (currently at Third Reading). Vehicular access to the site is from the lane south of Juneau Street.

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 5

- 2.3 The Brentwood Town Centre Development Plan designates the subject site for high-density multiple-family residential 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.

- 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.

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 6

### **3.0 GENERAL COMMENTS**

- 3.1 The proposed development concept is for a single 24-storey apartment tower above structured and partially underground parking, with ground oriented townhousing fronting Juneau Street and amenity areas fronting Willingdon Avenue. The development form provides a strong street-oriented relationship to Juneau Street and Willingdon Avenue, as well as a strong contextual relationship to surrounding, existing and planned development.

A total of 141 apartment units (46% of which are adaptable units) and 7 townhouse units are proposed. Parking is proposed to be located partially underground (3 levels), and partially within an above ground structure (1 level). 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 the adjacent street and their public realm through individual unit accesses on the ground level, extensive glazing and use of masonry cladding 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 deck and courtyard, entry court, side yards and bounding streets, including broad sidewalks separated from the cycle track by Rainwater Management Amenities (RMAs) on Willingdon Avenue and broad separated sidewalks on Juneau Street, complete with Rainwater Management Amenities (RMAs) within curb bulges to help soften the urban environment. Substantial on-site landscaping is also proposed including treed patio frontages, an outdoor amenity area for leisure and children's play area. A public art component will be provided on site in a plaza at the corner of Willingdon Avenue and Juneau Street, acting as a strong visual reference to the proposed development.

- 3.2 The Brentwood Area Plan anticipated streetscape improvements at the intersection of Juneau Street and Willingdon Avenue. These will be provided through the City's adopted public realm standards for Town Centre streets, to provide continuous green corridors with street furniture, plant material and public art. Under Rezoning Reference #15-51 a public plaza with signature art is also being developed on the northwest corner of Juneau and Willingdon. Complementary design elements are also proposed to be provided on this site to achieve a suitable plan of development. The plan for closure of Juneau Street at Willingdon Avenue is not being implemented at this time, given the need for local access to individual development sites in this area.
- 3.3 All required parking is proposed to be located below the grade of Juneau Street, with access taken from the lane south of Juneau Street. Through the site's servicing, upgraded pedestrian and on-street parking facilities on Juneau Street will be undertaken, including the provision 3.0 m sidewalks, street trees and pedestrian lighting. The development

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 7

proposal exceeds the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit (of which 0.1 spaces is for visitors), but is short of supplying the standard multiple family parking requirement of 1.6 spaces per unit for apartment units. To meet the proposed parking standard the developer has also provided transportation alternatives.

The development is providing 22 individually metered (Level 2 AC) Electric Vehicle charging stations, of which 2 are to be provided within the visitors' parking area for the benefit of the residents and their visitors, and 20 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 22 electric vehicle car charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications). The Visitor stalls are to be held as common property for the benefit of all residents and their visitors. The development is also providing twice the required secured bicycle parking, a 2 station bicycle repair/maintenance area and bike trailer storage area. And finally the development is providing a communications strategy that provides the Owners, Strata and Strata Management Company with an understanding of how best to utilize each of these measures.

- 3.4 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 alternative standard.
- 3.5 The consolidation of the proposed development site includes the closure of the north-south lane between 4472 and 4482 Juneau Street measuring approximately 291 m<sup>2</sup> (954.72 sq.ft.), which will be achieved through a Highway Closure Bylaw and required dedications equal 74.3 m<sup>2</sup> (243.77 sq.ft.) in area. Dedications are required on Willingdon Avenue for the Public Realm "Arterial Road" Standard and corner truncation at Juneau Street. The applicant will receive credit for the necessary road dedication area towards the purchase of the lane closure.
- 3.6 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 39,852 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division has initiated discussion with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus and lane closure area 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.

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 8

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 Mall 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.

3.7 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 Willingdon Avenue across the development frontage to its final Town Centre arterial standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of Juneau Street frontage to its final Town Centre local road 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 Willingdon Avenue and the lane south of Juneau Street;
- a contribution towards the proposed pedestrian and cycling overpasses within the Brentwood Town Centre across the CN/BNSF Rail Lines; and
- storm, sanitary sewer and water main upgrades as required.

3.8 In accordance with the City's policy for adaptable units, a total of 62 units (46% 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 1,240 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 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 50m<sup>2</sup> (538.21 sq.ft.). Smaller one bedroom units are intended to provide a level of affordability for new home ownership, providing access to the market



To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 9

for first time home buyers. To offset the number of smaller one bedroom units, larger two bedroom and den, and three bedroom units are proposed.

- 3.10 Any necessary easements, covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:
- Section 219 Covenant restricting enclosure of balconies;
  - Section 219 Covenant 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;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of 22 (Level 2 – 40 amp) Electric Vehicle charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications);
  - 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 62 adaptable 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 ensuring that the site can be used safely in accordance with the approved geotechnical study;
  - Section 219 Covenant ensuring that the water table will not be drawn down during and after development; and
  - Statutory Right-of-Way guaranteeing public pedestrian access to the proposed Car Co-op Parking Stalls.
- 3.11 Due to the proximity of the subject site to Willingdon Avenue, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.12 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.

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #16-43  
High rise apartment tower with street-oriented townhouses  
2017 June 21 .....Page 10

- 3.13 As the site will be fully excavated for development, a 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.
- 3.14 Provision of an adequately sized and sited garbage handling and recycling material holding space, as well, separate car wash stalls are required.
- 3.15 Provision of one residential loading space is required in conjunction with this application.
- 3.16 The developer is responsible for the undergrounding of the overhead wiring abutting the site on Willingdon Avenue and the lane south of Juneau Street.
- 3.17 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.
- 3.18 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.19 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.20 Bicycle storage lockers and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 3.21 A site profile application is required for the subject development site, given its past industrial use.
- 3.22
  - 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**

Gross Site Area: - 3149.1 m<sup>2</sup> (33,896.70 sq.ft.)

To: City Manager  
 From: Director Planning and Building  
 Re: REZONING REFERENCE #16-43  
 High rise apartment tower with street-oriented townhouses  
 2017 June 21 ..... Page 11

Willingdon Ave. Dedication	-	74.3 m <sup>2</sup> (800.00 sq.ft.)
Road Closure Area	-	291.0 m <sup>2</sup> (3,132.30 sq.ft.)
Net Area for Calculation of Density	-	3,365.8 m <sup>2</sup> (36,229.17 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	-	12,116.88 m <sup>2</sup> (130,425 sq.ft.) (inclusive of 39,852.09sq.ft. amenity bonus)
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Residential Amenity Space	-	maximum 605.84 m <sup>2</sup> (6,521.25 sq.ft.) of residential amenity space exempted from FAR calculations
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Adaptable Unit exemption (20 sq.ft./unit)	-	115.20 m <sup>2</sup> (1,240 sq.ft.)
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Site Coverage:	-	81%
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4.3 <u>Height</u> (all above grade)	-	3 storeys for ground-oriented townhouses / amenity area fronting Willingdon Avenue and Juneau Street
	-	24 storeys for the high-rise apartments fronting Juneau Street

#### 4.4 Residential Unit Mix

##### Unit Type

##### Unit Size

##### **Townhouse Units**

6 – 3 Bedroom + Den	161.93 m <sup>2</sup> (1,743 sq.ft.)
1 – 2 Bedroom + Den	123.84 m <sup>2</sup> (1,333 sq.ft.)

To: City Manager  
 From: Director Planning and Building  
 Re: REZONING REFERENCE #16-43  
 High rise apartment tower with street-oriented townhouses  
 2017 June 21 .....Page 12

### High Rise Apartment Units

42 – Studio (adaptable)	43.11 – 48.77 m <sup>2</sup> (464 – 525 sq.ft.)
14– 1 Bedroom (P11e)	50.63 m <sup>2</sup> (545 sq.ft.)
54 – 2 Bedroom	70.61 – 209.77 m <sup>2</sup> (760 – 2,258 sq.ft.)
6 – 2 Bedroom (adaptable)	79.34 – 93.18 m <sup>2</sup> (854 – 1,003 sq.ft.)
2 – 2 Bedroom + Den	90.86 – 141.21 m <sup>2</sup> (978 – 1,520 sq.ft.)
14 – 2 Bedroom + Den (adaptable)	87.33 – 94.48 m <sup>2</sup> (940 – 1,017 sq.ft.)
2 – 3 Bedroom	90.39 – 101.73 m <sup>2</sup> (973 – 1,095 sq.ft.)

Total Apartment Units 134

### TOTAL RESIDENTIAL UNITS: 141 UNITS

#### 4.5 Parking

<b>Vehicle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
134 Apartment Units (1.1 spaces/unit)	148 (inclusive of 27 visitor spaces)	216
7 Townhouse Units (1.75 spaces/unit)	13 (inclusive of 2 visitor spaces)	13
Car Wash Stalls	2	2
Residential Loading	1	1
<b>Bicycle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
Resident - 2/unit @ 141 units	282 spaces	296 spaces
Visitor - 0.2/unit @ 141 units	29 spaces	30 spaces

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

Primary communal facilities for residential units are located within the first two floors of the residential tower fronting Willingdon Avenue and accessing the podium level gardens, including an amenity lobby, mail room, gym, business centre, yoga studio, washrooms and meeting room / game room / party room with kitchenette walking out to the podium level. The amenity area amounts to 605.75 m<sup>2</sup> (6,509.5 sq.ft.), which is less than the permitted 5% (6,521.25 sq.ft.) exemption from Gross Floor Area permitted

*To: City Manager*  
*From: Director Planning and Building*  
*Re: REZONING REFERENCE #16-43*  
*High rise apartment tower with street-oriented townhouses*  
*2017 June 21 ..... Page 13*

within the Zoning Bylaw. The applicant has also provided an expansive landscaped court yard, including a children's play area, barbeque area, and seating, on the podium level accessible from the elevator on the 3<sup>rd</sup> Floor. At ground level are various landscape elements located around the site, as well as a signature art installation to be located in a publically accessible plaza at the corner of Willingdon Avenue and Juneau Street.

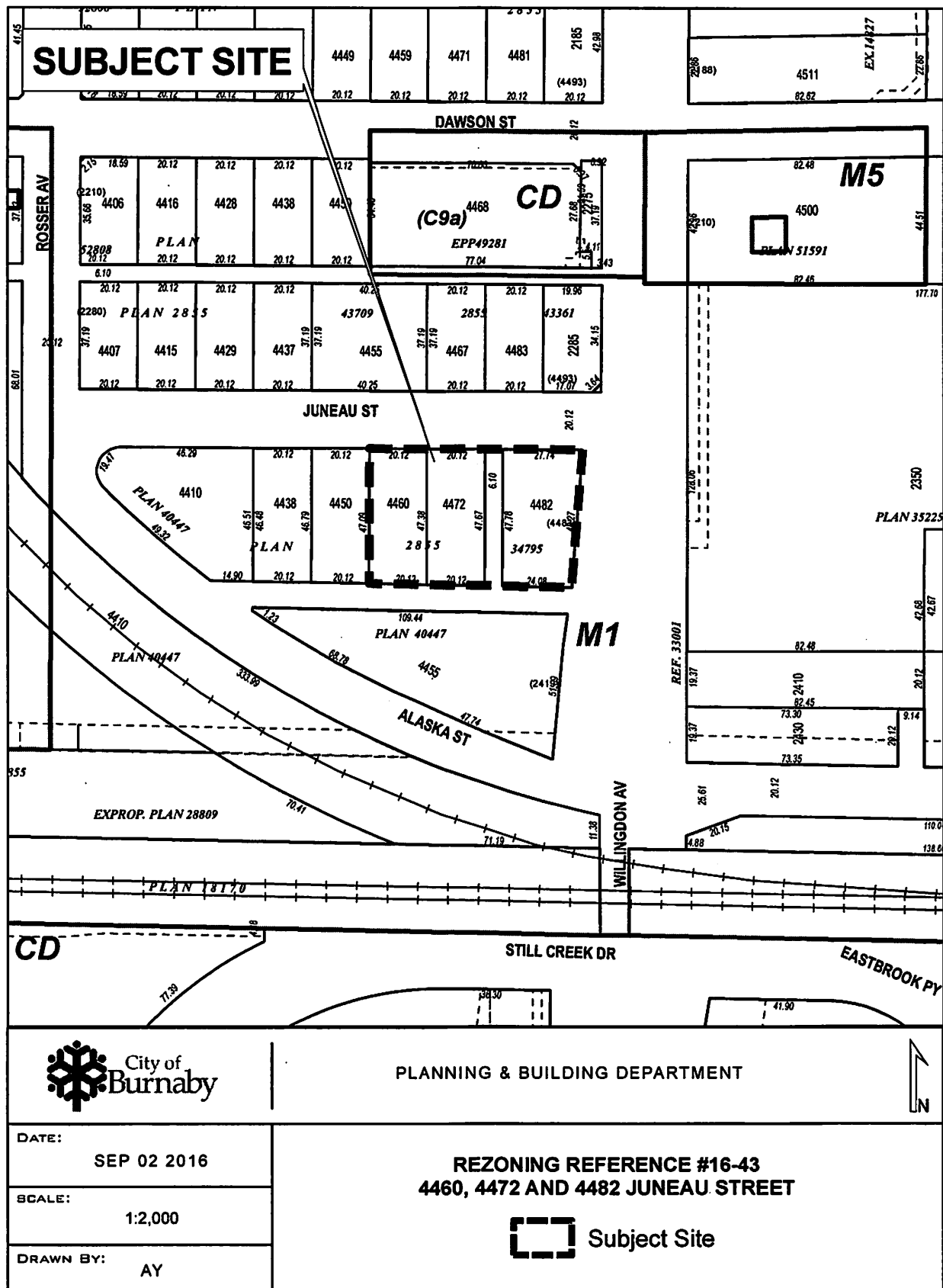
  
Lou Pelletier, Director  
PLANNING AND BUILDING

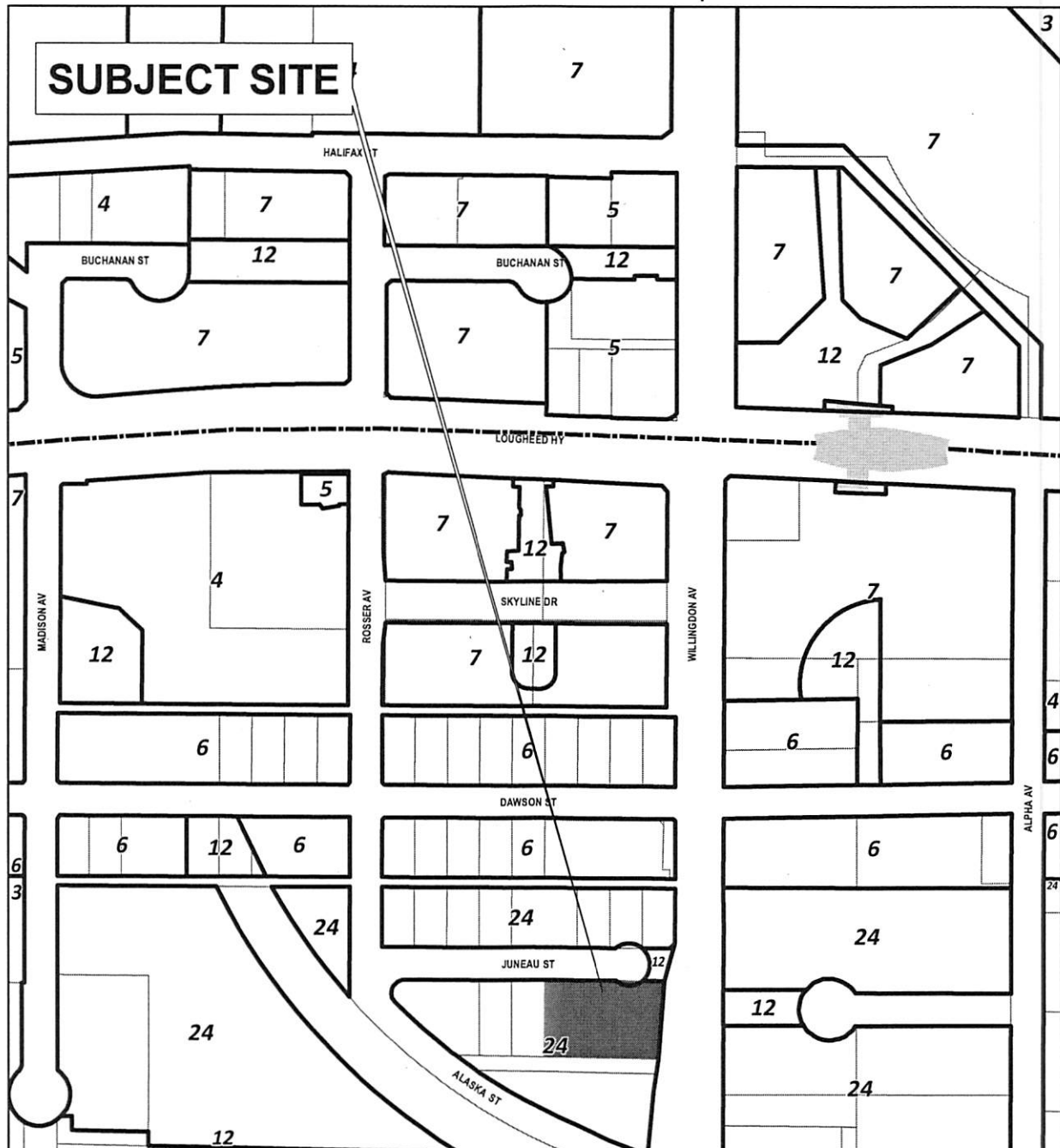
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***Attachments***

cc: Director Engineering  
City Solicitor  
City Clerk

P:\REZONING\20 Applications\2016\16-43 4460, 4472 & 4482 Juneau Street\Council Reports\Rezoning Reference 16-43 PH Report 20170613.Docx





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

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

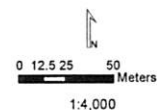
Brentwood Succession (RM4s)



Planning and Building Dept

Printed September 2, 2016

## Brentwood Plan



Sketch #2