



Item
Meeting 2018 May 28

COUNCIL REPORT

TO: CITY MANAGER 2018 May 23

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #17-13**
High Rise Apartment Tower with Street-Oriented Townhouses
Brentwood Town Centre Plan

ADDRESS: 2421 Alpha Avenue

LEGAL: Lot 26 Except: Parcel A (Reference Plan 32814), DL 124, Group 1, NWD Plan 3343

FROM: M1 Manufacturing District

TO: CD Comprehensive Development District (based on RM4s Multiple Family Residential District, C2 Community Commercial District and Brentwood Town Centre Development Plan as guidelines) and in accordance with the development plan entitled "2421 Alpha" prepared by Shift Architecture Inc.

APPLICANT: Marcon Alpha (GP) Ltd.
5645 199th Street
Langley, BC V3A 1H9
Attn: Bud Eaton

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2018 June 26.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2018 June 11 and to a Public Hearing on 2018 June 26 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.

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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 submission of an undertaking to remove all improvements prior to Final Adoption of the Bylaw.
- 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 dedication of any rights-of-way deemed requisite.
- g. 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 public art;
 - 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;
 - 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.
- h. 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.

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- i. The approval of the Ministry of Transportation to the rezoning application.
- 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 consolidation of existing overhead wiring onto new steel towers abutting the site.
- l. Compliance with the Council-adopted sound criteria.
- m. Submission of a Site Profile and resolution of any arising requirements.
- 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 loading facilities by the Director Engineering.
- q. The provision of facilities for cyclists in accordance with this report.
- r. The review of a detailed Sediment Control System by the Director Engineering.
- s. Compliance with the guidelines for underground parking for visitors.
- t. 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.
- u. The deposit of the applicable Parkland Acquisition Charge.
- v. The deposit of the applicable GVS & DD Sewerage Charge.
- w. The deposit of the applicable School Site Acquisition Charge.
- x. 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 construction of a 27-storey residential apartment building with five ground oriented work / live townhouses and underground parking.

2.0 BACKGROUND

- 2.1 On 2017 May 29, 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 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 one lot, which is currently occupied by an older industrial building. Directly to the north and west are older industrial buildings currently being rezoned under Rezoning Reference #17-36 to establish a conceptual Master Plan and detailed first phase of development, with Dawson Street and Willingdon Avenue beyond. To the northeast across Alpha Avenue is a construction site for a high-rise residential building with podium level townhouse / work live units under Rezoning Reference #14-11, and to the southeast an older industrial building with Beta Avenue beyond. To the south across Alaska Way is the BNSF Rail Line. Vehicular access to the site is from Alpha Avenue and Alaska Way.
- 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 residential 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 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, work/live townhousing is proposed along the Alaska Street frontage. As noted in the Council adopted initial report dated 2017 May 24, an amendment to the Brentwood Town Centre Plan is proposed to facilitate the live/work component, utilizing the C2 Community Commercial District, which is supportable given that Alaska Street is adjacent to the BNSF rail line – with Costco and other commercial / industrial uses to the south on Still Creek Drive.
- 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, Social and Environmental Sustainability Strategies, in addition to the Town Centre Plan, encourage: a varied range of housing options; improved neighbourhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as green building policies. Finally, the City's Corporate Strategic Plan provides a vision for a world class city committed to creating and sustaining the best quality of life for our citizens; and one which is supported by goals for a safe, connected, inclusive, healthy and dynamic community.

- 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 27-storey apartment tower above structured and partially underground parking, with ground oriented townhousing fronting

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Alaska Street and residential tower areas fronting Alpha Avenue. The development form provides a strong street-oriented relationship to Alaska Street and Alpha Avenue, as well as a strong contextual relationship to surrounding, existing and planned development.

A total of 165 apartment units (20% of which are adaptable units) and 5 work/live townhouse units are proposed. Parking is proposed to be located partially underground (2 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 spandrel panelling 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 separated sidewalks on Alpha Avenue and 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 treed patio frontages, an outdoor amenity area for leisure and children's play area. A public art component will be provided on site at the corner of Alpha Avenue and Alaska Street, acting as a strong visual reference to the proposed development.

- 3.2 All required parking is proposed to be located below and behind the townhouses fronting Alaska Street, with access taken from the lane west of Alpha Avenue. Through the site's servicing, upgraded pedestrian and on-street parking facilities on both Alpha Avenue and Alaska Street will be undertaken, including the provision 3.0 m sidewalks, street trees and pedestrian lighting. 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 transportation alternatives. The development is providing 20 individually metered (Level 2 AC) Electric Vehicle charging stations, of which 18 are to be provided for the benefit of the residents and visitors; and 2 are provided for future on site car share vehicles. A Section 219 Covenant will be required to guarantee the provision and continued maintenance and operation of the 20 electric vehicle car charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications). The development is providing a one year car share membership to all of the strata units, which will allow the residents to access car share within the neighbourhood. The development is providing twice the required secured bicycle parking, a 2 station bicycle repair/maintenance area and bike trailer storage area. The development is providing two year, two zone transit passes to 15% of the units. The development is also providing a 10 e-bike share to be located on site. And finally the development is providing a communications strategy that provides the Owners, Strata and

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Strata Management Company with an understanding of how best to utilize each of these measures. All visitor stalls are to be held as common property for the benefit of all residents and their visitors.

- 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 alternative standard.
- 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 46,408 sq.ft. of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Public Safety and Community Services Department has initiated discussion with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.

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 Community Benefit Bonus 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 Alpha Avenue across the development frontage to its final Town Centre arterial standard with separated sidewalks, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
 - construction of Alaska 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;
 - consolidation of two overhead transmission lines across the development frontage on Alaska Street into a single set of lines on a steel tower from the north side of Still Creek Drive, across the BNSF Railway, to the western property line on the north side of Alaska;

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- 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.
- 3.6 In accordance with the City's policy for adaptable units, a total of 34 units (20% of the total number of 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, two accessible parking stalls are to be provided. Accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.7 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, providing access to the market 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.
- 3.8 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 20 (Level 2 – 40 amp) Electric Vehicle charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications);
 - Section 219 Covenant ensuring the provision and ongoing maintenance of two car share vehicle allocated parking spaces;
 - Section 219 Covenant ensuring the provision of a minimum of 2 handicap accessible parking stalls in the resident parking area for the sole use of the residents, and that these stalls, as well as any other handicap accessible parking

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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.

- 3.9 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.
- 3.10 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.
- 3.11 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.
- 3.12 Provision of an adequately sized and sited garbage handling and recycling material holding space, as well, separate car wash stalls are required.
- 3.13 Provision of one residential loading space is required in conjunction with this application.
- 3.14 The developer is responsible for the consolidation of two of the overhead transmission lines abutting the site on Alaska Street into a single set of lines on a steel pole.
- 3.15 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.
- 3.16 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.

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- 3.17 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.18 Bicycle storage lockers and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 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
 - \$826.00 per townhouse unit
 - \$0.443 per sq.ft. of commercial gross floor area

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area

Gross Site Area: (Area for Calculation of Density)	-	3,919.5 m ² (42,189 sq.ft.) (subject to detailed survey)
Alaska Street Dedication	-	186.6 m ² (2,009.00 sq.ft.)
Net Site Area	-	3,732.9 m ² (40,180 sq.ft.)

4.2 Density

FAR Permitted and Provided:

Residential	-	3.6 FAR (inclusive of 1.1 FAR amenity bonus)
Commercial	-	0.06 FAR

Gross Floor Area Permitted and Provided:

Residential	-	14,110.20 m ² (151,881 sq.ft.) (inclusive of 46,408 sq.ft. amenity bonus)
Commercial	-	204.5 m ² (2,201 sq.ft.)

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- Residential Amenity Space - maximum 705.5 m² (7,594 sq.ft.) of residential amenity space exempted from FAR calculations
- Adaptable Unit exemption (20 sq.ft./unit) - 63.17 m² (680 sq.ft.)
- Site Coverage: - 65%
- 4.3 Height (all above grade) - 3 storeys for ground-oriented work/live townhouses fronting Alaska Street
- 27 storeys for the high-rise apartments fronting Alaska Street and Alpha Avenue.

4.4 Residential Unit Mix

Unit Type

Unit Size

Townhouse Units

5 – 2 Bedroom 70 m² (753.5 sq.ft.)

High Rise Apartment Units

46 – 1 Bedroom (P11e)	50 – 50.4 m ²	(539 - 542 sq.ft.)
23 – 1 Bedroom	60.6 m ²	(652 sq.ft.)
46 – 2 Bedroom	72.7 – 72.8 m ²	(783 – 784 sq.ft.)
12 – 2 Bedroom + Den	82.6 – 82.8 m ²	(890 – 891 sq.ft.)
34 – 2 Bedroom + Den (adaptable)	82.6 – 82.8 m ²	(890 – 891 sq.ft.)
4 – 3 Bedroom	145.7 – 147.6 m ²	(1,568 – 1,589 sq.ft.)

Total Apartment Units 165

TOTAL RESIDENTIAL UNITS: 170 UNITS

4.5 Parking

Vehicle Parking

Required

Provided Spaces

165 Apartment Units
 (1.1 spaces/unit)

182
 (Inclusive of 17 visitor spaces)

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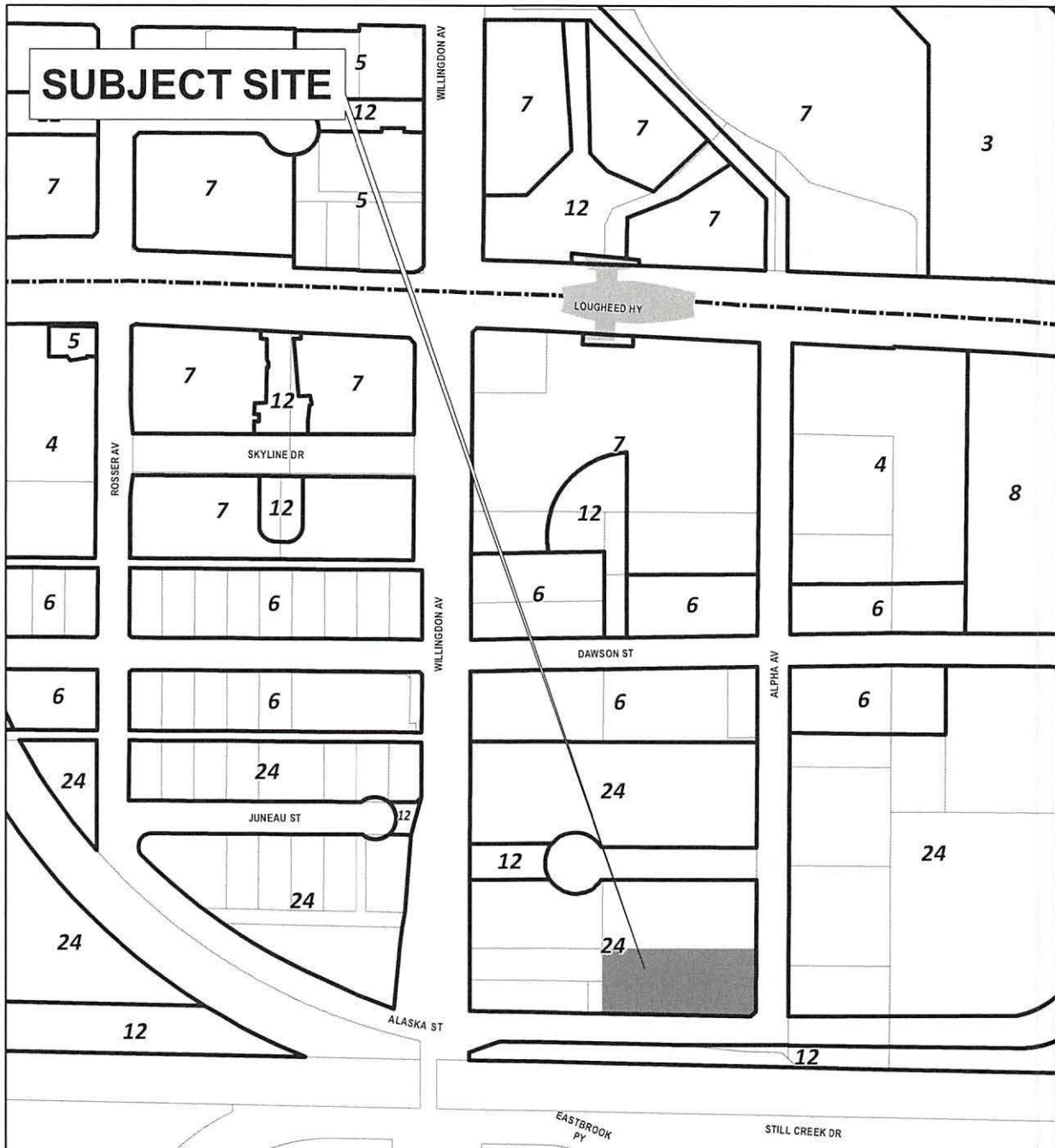
5 Townhouse Units (1.75 spaces/unit)	10 (Inclusive of 2 visitor spaces)	10
2 Car Share	2	2
202 m ² Commercial (1 : 46 m ²)	5	5
Car Wash Stalls	2	2
Residential Loading	1	1
Bicycle Parking	<u>Required</u>	<u>Provided Spaces</u>
Resident - 2/unit @ 170 units	340 spaces	340 spaces
Visitor - 0.2/unit @ 170 units	34 spaces	34 spaces

4.6 Communal Facilities
 (Excluded from residential FAR Calculations)

Primary communal facilities for residential units are located within the first two floors of the residential tower fronting Alpha Avenue and accessing the podium level gardens, including an amenity lobby, mail room, meeting room, gym, business centre, yoga studio, washrooms and party room with kitchenette walking out to the podium level. The amenity area amounts to 705.5 m² (7,594 sq.ft.), which is equal to the permitted 5% (7,594 sq.ft.) exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an expansive landscaped court yard; including children's play area, barbeque area, and seating, on the podium level accessible from the elevator on the 2nd Floor. At ground level are various landscape elements located around the site, as well as a signature art installation to be located on the building facade above the corner of Alpha Avenue and Alaska Street.


 Lou Pelletier, Director
 PLANNING AND BUILDING

IW:eb
Attachments
 cc: 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

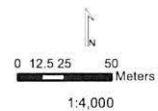
- 8 Medium or High Density Multi Family Residential
- 10 Institutional
- 11 Business Centre
- 12 Park and Public Use/Public School
- 14 Cemetery
- 24 High Density Multiple Family Residential -
Brentwood Succession (RM4s)



Planning and Building Dept

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Brentwood Plan



Sketch #2