



Item .....
Meeting ..... 2018 Dec 10

COUNCIL REPORT

**TO:** CITY MANAGER 2018 December 05

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #17-38**  
**High Rise Apartment Tower with Street-Oriented Townhouses**  
**Brentwood Town Centre Plan**

**ADDRESS:** 4455 Alaska Street and portion of lane and Willingdon Avenue (see *attached* Sketches #1 and #2).

**LEGAL:** Lot A District Lot 119 Group 1 NWD Plan 40447 and Portion of Lane and Road

**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 "Alaska Street Residential High-rise Development" prepared by dys Architecture)

**APPLICANT:** Amacon Construction Ltd  
500- 856 Homer Street  
Vancouver, BC V6B 2W5  
Attention: Chris Quigley

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2019 January 29.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2018 December 10 and to a Public Hearing on 2019 January 29 at 6:00 p.m.
2. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Sections 3.4 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
3. **THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site in accordance with Section 3.4 of this report, and subject to the applicant pursuing the rezoning proposal to completion.

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4. **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.
- 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 within six months of 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 3.5 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:
  - Section 219 Covenant restricting enclosure of balconies;
  - Section 219 Covenant guaranteeing the provision and maintenance of signature art;
  - 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;
  - Section 219 Covenant ensuring compliance with the approved acoustic study;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations;

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- Section 219 Covenant guaranteeing the continued operation and maintenance of stormwater management facilities;
  - Section 219 Covenant ensuring the site can be used safely in accordance with the approved geotechnical report;
  - Section 219 Covenant ensuring that the project does not draw down the water table;
  - Section 219 Covenant ensuring the achievement of a green building design; and,
  - Statutory Right-of-Way guaranteeing public use of and access to the stairway and associated landings between Willingdon Avenue and Alaska Street;
- 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 (including the BNSF/CN Railway lines) and other nearby development.
- l. The approval of the Ministry of Transportation of the rezoning application.
- m. The undergrounding of existing overhead wiring abutting the site where feasible.
- n. Compliance with the Council-adopted sound criteria.
- o. Submission of a Site Profile and resolution of any arising requirements.
- p. 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.
- q. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- r. The review of on-site residential loading facilities by the Director Engineering.
- s. The review of a detailed Sediment Control System by the Director Engineering.
- 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 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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- v. The provision of facilities for cyclists in accordance with this report.
- w. Compliance with the guidelines for underground parking for visitors.
- x. The deposit of the applicable Parkland Acquisition Charge.
- y. The deposit of the applicable GVS & DD Sewerage Charge.
- z. The deposit of the applicable School Site Acquisition Charge.
- aa. The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

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

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit construction of a 22-storey residential apartment building with ground oriented townhouses and underground parking.

### **2.0 BACKGROUND**

- 2.1 On 2017 October 02, 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 a single lot, which are currently occupied by an older industrial building. Directly to the west is the CN Railway with industrial buildings beyond. To the south is Alaska Street with the BNSF Railway and auto dealerships on Still Creek Drive beyond which are undergoing a Master Plan Rezoning Process under Rezoning Reference #17-36. To the east across Willingdon Avenue are older industrial buildings with Alpha Avenue beyond. Directly to the north, across the lane, is a proposed 23 storey high-rise residential building with street fronting townhouses at grade under Rezoning Reference #16-43 (currently at building permit). Vehicular access to the site is from the lane between Alaska Street and Juneau Street.
- 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

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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, 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.

- 2.5 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 a single 22-storey apartment tower above structured and underground parking, with ground oriented townhousing fronting Alaska Street.

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- 3.2 All required parking is proposed to be located below the grade of Willingdon Avenue, with access taken from the lane north of Alaska Street. Through the site's servicing, upgraded pedestrian and on-street parking facilities on 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). To meet the proposed parking standard the developer has also provided 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 a 50% subsidy for transit passes (two zones) for one year to 100% of residents as an alternative to car use and ownership.

Second, the development is providing twice the required secured bicycle parking, an 8 station bicycle repair/maintenance area and bike trailer storage area.

Third, the developer will provide 1 co-op car (provided by Modo), including required parking with an individually metered (Level 2 AC) Electric Vehicle charging station, plus an initial annual car share membership fee for each unit.

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.

In accordance with Section 800.8, Provision of Electric Vehicle Charging Infrastructure, in the Zoning By-law, all parking stalls will be electrified for electric vehicles.

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 energy modeling and air tightness testing in accordance with BC Building Code requirements; use active design principles to encourage residents to move from one amenity location to another using stairs, corridors and connecting paths; diverting rainwater from the storm system through the use of a series of ponds and channels that cascade down the east property line adjacent Willingdon Avenue; reduce energy consumption through the use of Low-E glazing, efficient heating and cooling equipment, motion sensors and providing operable windows and access to daylight.
- 3.4 The consolidation of the proposed development site includes the closure of the eastern portion of the east-west lane north of Alaska Street measuring approximately 595.40 m<sup>2</sup> (6,408.90) sq.ft.) and a triangular portion of Willingdon Avenue measuring approximately 129.08 m<sup>2</sup> (1,389.4) sq.ft.), which will be achieved through a Highway Closure Bylaw and required dedications equal 191.70 m<sup>2</sup> (2,063.50 sq.ft.) in area on Alaska Street. Dedications are required on Alaska Street for the Public Realm "Local Road" Standard and corner truncation at the lane.

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- 3.5 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 bonus 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.

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.

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.

- 3.6 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 a staircase / landscaped connection between Willingdon Avenue and Alaska Street;
  - 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 Willingdon Avenue, across the CN Railway, to the BC Hydro Corridor on the western side of the CN Railway;
  - 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.
- 3.7 In accordance with the City's policy for adaptable units, a total of 42 units (26% of the total number of apartment units) have been provided meeting adaptable housing requirements of 20%. As permitted under the adopted policy, 20 sq.ft. of each adaptable one bedroom unit plus 10 sq.ft. of each additional bedroom is exempt from FAR, resulting in a total adaptable unit FAR exemption of 100.33 m<sup>2</sup> (1,080 sq.ft.) As required by the Burnaby Zoning Bylaw and BC Building Code, two accessible parking stalls are to be provided (one handicap stall

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per 100 stalls). Accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

- 3.8 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 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.
- 3.9 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 ensuring the provision of a minimum of 2 handicap accessible parking stalls in the resident parking area for the sole use of the required 42 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 compliance with the approved acoustical study;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations;
  - Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - Section 219 Covenant ensuring the site can be used safely in accordance with the approved geotechnical report;
  - Section 219 Covenant ensuring that the water table will not be drawn down during and after development;
  - Section 219 Covenant ensuring the achievement of a green building design; and,
  - Statutory Right-of-Way guaranteeing public use of and access to the stairway and associated landings between Willingdon Avenue and Alaska Street.
- 3.10 Due to the proximity of the subject site to Willingdon Avenue and the BNSF and CN Railways, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.



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- 3.11 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 in regard to potential groundwater, contamination, and geotechnical concerns.
- 3.12 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.
- 3.13 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 one residential loading space is required in conjunction with this application.
- 3.15 The developer is responsible for the undergrounding of the overhead wiring abutting the site on Willingdon Avenue and combining the high voltages lines on Alaska Street onto a single pole.
- 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 Bicycle storage lockers and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 3.20 A site profile application is required for the subject development site, given its past industrial use.
- 3.21 Development Cost Charges include:
  - a) Parkland Acquisition Charge
  - b) School Site Acquisition Charge
  - c) GVS&DD Sewerage Charge

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## 4.0 DEVELOPMENT PROPOSAL

### 4.1 Site Area

Gross Site Area:	-	3,086 m <sup>2</sup> (33,219 sq.ft.)
Alaska Street Dedication	-	191.70 m <sup>2</sup> (2063 sq.ft.)
Road Closure Area	-	703.00 m <sup>2</sup> (7,567 sq.ft.)
Site Area for Calculation of Density	-	3,789 m <sup>2</sup> (40,786 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	-	13,640.40 m <sup>2</sup> (146,824 sq.ft.) (inclusive of 44,863 sq.ft. amenity bonus)
Residential Amenity Space	-	maximum 709.59 m <sup>2</sup> (7,638 sq.ft.) of residential amenity space exempted from FAR calculations
Adaptable Unit exemption (20 sq.ft./unit + 10 sq.ft. / additional bedroom)	-	100.33 m <sup>2</sup> (1,080 sq.ft.)
Site Coverage:	-	25%

### 4.3 Height (all above grade)

- 3 storeys for ground-oriented townhouses / amenity area fronting Willingdon Avenue and Alaska Street
- 22 storeys for the high-rise apartments fronting Alaska Street

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#### 4.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
<b>Townhouse Units</b>	
6 – 1 bedroom	56 m <sup>2</sup> (602.8 sq.ft.)
<b>High Rise Apartment Units</b>	
18 – Studio	48.00 m <sup>2</sup> (515 sq.ft.)
39 – 1 Bedroom (P11e)	50 m <sup>2</sup> (538 sq.ft.)
9 – 1 Bedroom (P11e) (adaptable)	50 m <sup>2</sup> (538 sq.ft.)
10 – 1 Bedroom (adaptable)	60 m <sup>2</sup> (641 sq.ft.)
19 – 2 Bedroom	79 - 82 m <sup>2</sup> (847.8 – 882 sq.ft.)
22 – 2 Bedroom (adaptable)	84 - 85 m <sup>2</sup> (902.5 – 920 sq.ft.)
29 – 2 Bedroom + Den	85 – 90 m <sup>2</sup> (910.2 – 968 sq.ft.)
10 – 3 Bedroom	106 – 133 m <sup>2</sup> (1,138 – 1,427 sq.ft.)
1 – 3 Bedroom + Den	130 m <sup>2</sup> (1,400 sq.ft.)
1 – 3 Bedroom + Den (adaptable)	130 m <sup>2</sup> (1,398 sq.ft.)
Total Apartment Units:	158

**TOTAL RESIDENTIAL UNITS: 164 UNITS**

#### 4.5 Parking

<b>Vehicle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
164 Apartment & Townhouse Units (1.1 spaces/unit)	181 (Inclusive of 19 visitor spaces)	182
Car Wash Stalls	2	2
Residential Loading	1	1
<b>Bicycle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
Resident - 2/unit @ 164 units	328 spaces	460 spaces
Visitor - 0.2/unit @ 164 units	33 spaces	33 spaces

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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 Alaska Street 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 709.59 m<sup>2</sup> (7,638 sq.ft.), which is less than the permitted 5% (8,165.22 sq.ft.) exemption from Gross Floor Area permitted 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 Alaska Street.

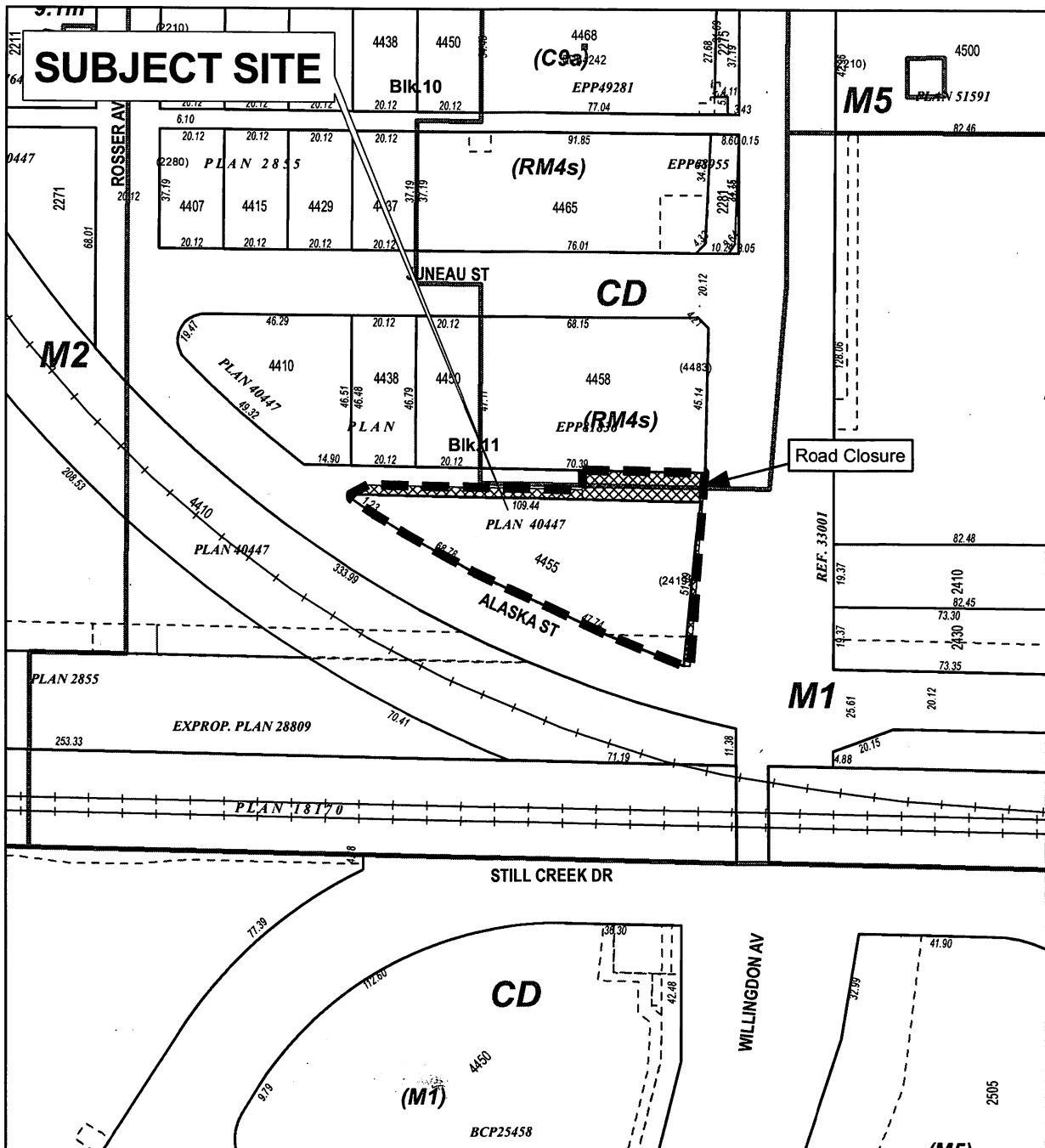
  
Lou Pelletier, Director  
PLANNING AND BUILDING

IW:rh

***Attachments***

cc:

City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT

DATE:

DEC 03 2018

SCALE:

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DRAWN BY:

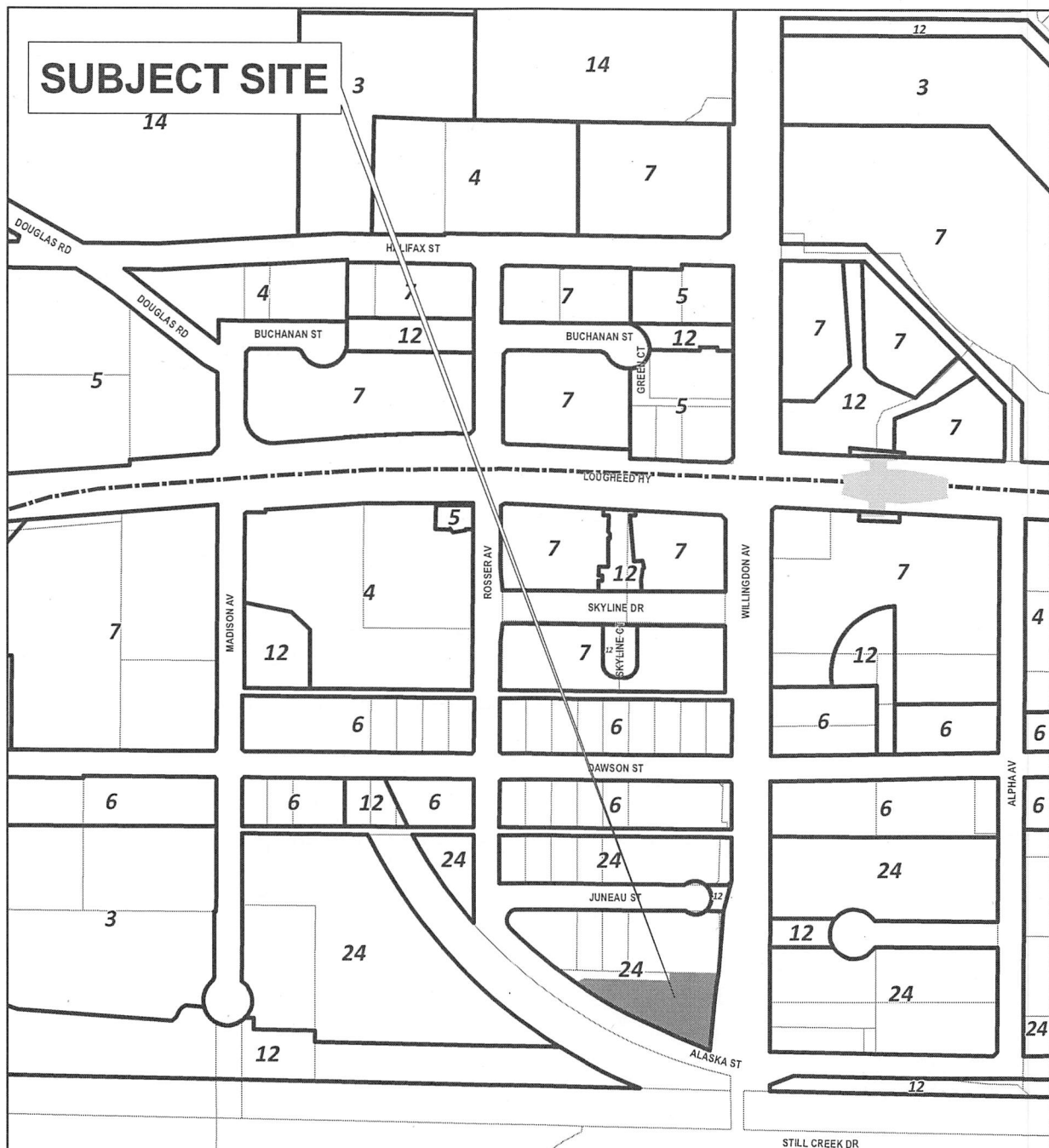
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REZONING REFERENCE #17-38  
4455 ALASKA STREET



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 -

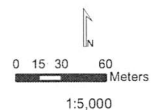
Brentwood Succession (RM4s)



Planning and Building Dept

Printed December 3, 2018

## Brentwood Plan



Sketch #2