



Item
Meeting 2019 September 16

COUNCIL REPORT

TO: CITY MANAGER 2019 Sept 11

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #17-36
Conceptual Master Plan
Brentwood Town Centre Development Plan

ADDRESS: 4500, 4554 Dawson Street, 2223, 2375 Alpha Avenue and 2350, 2410, 2430 Willingdon Avenue (see *attached* Sketches #1, #2 and #3)

LEGAL: See Schedule A (*attached*)

FROM: M1 Manufacturing, M2r General Industrial, and M5 Light Industrial Districts

TO: CD Comprehensive Development District (based on RM4s Multiple Family Residential District, RM4r Multiple Family Residential District, C9 Urban Village District, and Brentwood Town Centre Plan guidelines)

APPLICANT: Aoyuan Management Services
405 - 777 West Broadway
Vancouver, BC V5Z 4J7
(Attention Chris Bardon)

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

RECOMMENDATIONS

1. **THAT** the amendment to the Brentwood Town Centre Development Plan, as outlined in Section 4.0 of this report be approved, to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.
2. **THAT** Council endorse public consultation on the Grove Master Plan and Brentwood Town Centre Plan amendment, as outlined in Section 5.0 of this report.
3. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2019 October 07, and to a Public Hearing on 2019 October 29 at 6:00 p.m.
4. **THAT** the following be established as prerequisites to the completion of the rezoning:

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- a. The submission of a suitable plan of development.
- b. The submission of an Engineering Master Plan.
- c. The submission of a Master Conceptual Stormwater Management Plan.
- d. The submission of a Master Subdivision Plan and Phasing Plan.
- e. The submission of a detailed park plan for the dedication of a City park in accordance with Section 4.0 of the rezoning report.
- f. The submission of a Green Building Strategy.
- g. The submission of a Master Comprehensive Sign Plan.
- h. The dedication of any rights-of-way deemed requisite.
- i. The granting of any necessary covenants, including, but not necessarily limited to, Section 219 Covenants:
 - allocating development densities on the overall site;
 - guaranteeing the provision of a Master Site Stormwater Management Plan; and,
 - ensuring that the site can be used safely in accordance with the approved geotechnical report, and that the project does not draw down the water table.
- k. The granting of any necessary statutory rights-of-way and easements, including, but not necessarily limited to those:
 - guaranteeing vehicular, pedestrian and cycling access through the site; and,
 - guaranteeing public passage between subdivided parcels comprising the overall site.
- l. The approval of the Ministry of Transportation to the rezoning application.
- m. The submission of a Site Profile and resolution of any arising requirements.
- n. The submission of a Construction Management and Access Plan.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to establish a Conceptual Master Plan and Design Guidelines for the Grove development site, in order to guide further site specific rezoning applications for the construction of a high-density multi-phased strata, rental, commercial retail and office development over four main phases. No specific development is being proposed by the subject rezoning application.

2.0 POLICY FRAMEWORK

The proposed rezoning application aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Social Connection – Enhance social connections throughout Burnaby
- Partnership – Work collaboratively with businesses, educational institutions, association, other communities and governments

A Dynamic Community

- Economic Opportunity – Foster an environment that attracts new and supports existing jobs, businesses and industries
- Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging

An Inclusive Community

- Serve a diverse community – Ensure City services fully meet the needs of our dynamic community
- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging

3.0 BACKGROUND

3.1 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 toward 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.

3.3 The Grove site is rectangular in shape with a frontage on Dawson Street of 177.8 m (583 ft.); a frontage on Willingdon Avenue of 211.30 m (693 ft.); a frontage on Alpha Avenue of 213.20 m (699 ft.); and, a frontage on Alaska Street of 174.70 m (573 ft.), all of which are approximate. The approximate area of the site is 3.78 hectares (9.34 acres), within the Brentwood Town Centre Development Plan area (see *attached* Sketch #1 and Figure

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#1). The subject site is comprised of seven individual parcels. The lots at 4500 and 4554 Dawson Street are occupied by single storey multi-tenant industrial buildings, each constructed in 1978 and 1988 respectively. The primary lot within the consolidated development site at 2350 Willingdon Avenue is occupied by a large industrial warehouse building (formerly Olympia Tile International Inc.). The lot at 2375 Alpha Avenue is occupied by an industrial building constructed in 1965. The lots at 2410 and 2430 Willingdon Avenue are occupied by workshops, storage and yards for multiple trade contractor businesses, each constructed in 1959 and 1962 respectively.



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Within the block, to the southeast of the Grove site, at 2421 Alaska Street is a separate rezoning application (Rezoning Reference # 17-13) for a high-density residential development with street fronting townhousing, which has achieved Second Reading.

To the east of the Grove Site, across Alpha Avenue, is an existing older industrial building, under rezoning for a mixed-use high density residential development under (Rezoning Reference #17-10001), a high-density residential building under construction (Rezoning Reference #15-30) and a recently completed high-density residential building (Rezoning Reference #14-11) with high-density residential construction (Rezoning Reference #15-31), a warehouse and Beta Avenue beyond. To the west of the site, across Willingdon Avenue, are two high-density residential buildings under construction (Rezoning Reference #15-51 and #16-43) and a proposed high-density residential building, the zoning for which has received Second Reading (Rezoning Reference #17-38). To the north and northwest, across Dawson Street, are older service commercial developments and an auto dealership with the Brentwood Skytrain Station beyond. To the south, across Alaska Street, is the BNSF / CN Railway, with Still Creek Avenue and Costco Beyond.

- 3.4 The Brentwood Town Centre (see *attached* Sketch #2 and #3) is one of four designated Town Centres within Burnaby's Official Community Plan and is intended to continue to accommodate a significant portion of the city's population and job growth. Higher density development forms and locations for commercial services and community amenities are characteristic of development in Burnaby's Town Centres. This approach to focus development in the Town Centres has allowed for the continued protection of single and two-family neighbourhoods from the pressures to accommodate new growth, and has also enabled the preservation of a significant portion of the City's land base for park and open space (approximately 25%), as well as for agricultural and industrial purposes. At the same time, this approach has contributed to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. From a regional viewpoint, Burnaby's Town Centre framework has helped maximize the use of transit, reduce east-west traffic movements through the City, provide the opportunity for people to live, work and access services within their community, and reduce development pressure on open space and agricultural lands in the region.

The foundation for the City's community plans, including the plan for the Brentwood Town Centre, arises from a wide range of processes and community consultation efforts that have been undertaken in Burnaby over many decades. While development plans for the Brentwood Town Centre area were initially established in the late 1960s, a consolidated comprehensive plan for the Brentwood Town Centre was adopted in 1996. The Brentwood Town Centre Development Plan is organized on the basis of a transit-oriented high-density mixed-use, high-vitality central core, with surrounding medium-density supporting development. The development of a complete community was envisioned, enabling people to live, work and play within the area, with the goal of providing an inclusive and diverse community to benefit all.

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3.5 Under the 1996 Brentwood Town Centre Plan, the subject block bounded by Willingdon Avenue, Alpha Avenue, Dawson Street, and Alaska Street was designated for Medium Density Mixed Use along Dawson Street and Succession (Industrial to Residential) for the balance of the site, utilizing the C9 Urban Village District and RM4s Multiple Family Residential District as guidelines. The Brentwood Plan notes that this area was to take on a village high street aesthetic along Dawson Street with continuous pedestrian scaled building frontages along the street and high-rise buildings located to the south. The plan also identified an extension to Juneau Street east of Alpha Avenue, terminating in a cul-de-sac and small greenspace at Willingdon Avenue. In accordance with the CD (RM4s) District, the applicant would achieve a maximum market residential density of 3.6 FAR, inclusive of the available 1.1 FAR amenity bonus.

Council’s recently adopted Rental Use Zoning Policy and Initial Implementation Framework, Stream 2 – Inclusionary Rental is applicable to the subject rezoning application. The applicant has expressed a commitment to provide the equivalent of 20% of the proposed strata units as affordable rental housing, with the potential to provide additional rental housing at market rates in accordance with the rental use zoning policy. The applicant’s pursuance of affordable rental housing (at or below 80% of CMHC average), in order to help meet the City’s housing affordability objectives provides access to the 0.85 FAR offset density available under the RM4s District. Sufficient density for the inclusionary units would be derived from the addition of the RM4r Multiple Family Residential District.

Although a suitable plan of development has yet to be determined for specific phases of the master plan, it is noted that a maximum density permitted may be up to 8.35 FAR, which includes 3.6 FAR (RM4s), 1.7 FAR (RM4r), 0.85 FAR (offset), and 2.2 FAR (C9 – Commercial) subject to Council approval.

Under the adopted policy, the RMr density that is surplus to the 20% rental housing obligation is at the discretion of Council. If granted, the units derived from this density would have their rents tied to Residential Tenancy Act maximum available increases, including following a change in tenancy. This arrangement would be secured through a Section 2019 covenant or other legal mechanism. Finally, it is noted that the subject site is appropriately sized and designated under the Brentwood Town Centre Plan to accommodate the total cumulative densities being proposed and is therefore supported by staff.

3.6 The subject area is located at the southern gateway to the Brentwood Town Centre Plan, at the southeast corner of Willingdon Avenue and Alaska Street. A defining feature of the site is the location of the Willingdon Overpass, which is located at the south-west corner of the site linking the Brentwood Town Centre to BCIT and office parks on the north and south side of the Trans-Canada Highway. Given its strategic location within the Brentwood Town Centre, this area’s redevelopment presents a unique opportunity to create not only a gateway for the Town Centre, but a residential neighbourhood for the employment and educational facilities to the south. It is recognized that redevelopment

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of this key area requires a concept and vision that delivers not only superior architectural expression, but acts as a model for sustainability, urban design, and public amenity for the Brentwood Town Centre. To assist in realizing this vision, a team involving City staff, the applicant, and their various consultants have worked to develop the key concepts to guide the area's transformation, over time, into a model for mixed use, mixed tenure residential development in the region.

Considering the intent for the area in the adopted 1996 Brentwood Town Centre Plan was to capitalize on its strategic location on Willingdon and Dawson, its prominence as a gateway site into the Brentwood Town Centre, and the potential to create a high-density residential hub, a master plan predicated on this intent is supportable and forms the basis for a community plan amendment to allow for the proposed master plan redevelopment.

3.7 After considerable design development and public consultation, the applicant has now submitted a plan of development in the form of a Conceptual Master Plan for presentation to a Public Hearing.

4.0 PROPOSED DEVELOPMENT CONCEPT

4.1 Scope of Rezoning

As noted in the report dated 2017 October 02, the applicant was seeking approval of a Conceptual Master Plan for the Grove Area, and a detailed Phase I Comprehensive Development Plan for the northwest portion of the subject site. Since that time, the applicant has requested to separate the Phase I application from the Master Plan in order to provide clarity to each stage of the process. As such, the proposed Master Plan would establish the general built form, maximum building heights, development densities, permitted uses, public open space requirements, and proposed subdivision and phasing pattern. Therefore, there would be no specific development rights sought through the subject rezoning application. A further site specific rezoning application for Phase I will be brought forward for Council consideration at a future date. In addition to the Master Plan, a set of detailed development and design guidelines will also be established to assist in the review and approval of individual site-specific rezoning applications.

4.2 Guiding Principles

As part of the planning approach to the Grove Area, a vision and set of three principles have been established to guide the more detailed design work related to the site's future redevelopment. These principles are intended to serve as a basis to evaluate the final land use, design, and building form proposed for the site, within a Conceptual Master Plan for the site's development.

The broader vision for the Grove site is for it to become a complete community within the Brentwood Town Centre. The synthesis of land use, architecture, landscape expression, will result in a contemporary and functional mixed-use, mixed tenure development that will act as a

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spectacular southern gateway to the Brentwood Town Centre. The focus of which will be the inter-relationship of office, retail, market and below market rental and strata residential, greenspace and community uses to complement the surrounding Brentwood Town Centre.

The vision is proposed to be guided by a set of principles under the following themes:

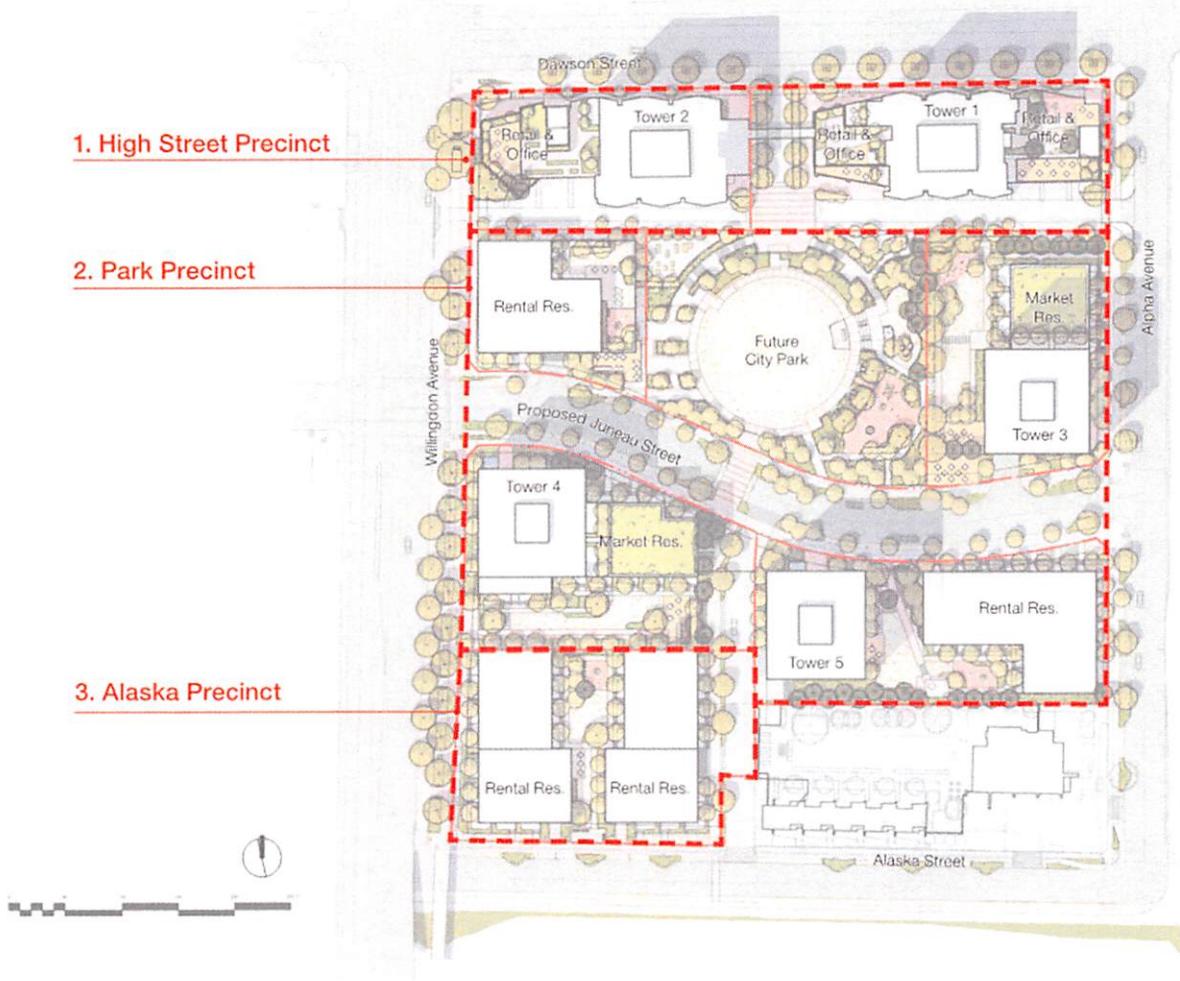
- *Community Focused:* The preliminary concept is to develop a central organising open space to act as the heart of the neighbourhood. The new centrally located City park would be designed with environmentally sustainable features and would offer areas of active and passive recreation for residents of the Brentwood Town Centre.
- *Connected to the Brentwood Town Centre:* Site circulation and movement for the Grove Area is based on a transportation system that prioritizes pedestrian movement, followed by public transit, cycling and vehicular movement in a manner that responds to existing site topography bridging between the Town Centre and the educational and employment areas to the south. Spatial clarity and orientation, as well as simple and clear wayfinding to, from, and within the area is to be provided, with special attention to access and mobility for all users.
- *Supportive Land Uses that reinforce the Public Realm:* To support the growth and interaction of people on site, a dynamic mix of uses is necessary to enhance the experience of residents, employees and visitors. The area needs to be architecturally sensitive to engage people differently, including both highly active and passive spaces. Most of all the area needs to be a socially inclusive community, welcoming to all ages, abilities and cultural backgrounds.

4.3 Preliminary Development Framework

The concept for the Grove area is for a pedestrian-oriented community that reflects the strong urban design principles and an urban form unique in the City. At its heart is a new City park framed by a mix of buildings with a variety of uses that all contribute to an energetic heart for the community. The park is to be connected to the Dawson High Street via a central north-south pedestrian linkage that bisects the entire site from Alaska Street to Dawson Street. From east to west, Alpha Avenue will be connected to the mix of residential and commercial retail / restaurant uses on Willingdon Avenue, via an extension of Juneau Street through the site.

The site is organized into three precincts: the High Street Precinct at the northern end oriented along Dawson Street; the Park Precinct organized around the City park; and the Alaska Precinct oriented towards Alaska Street. The project is intended to be developed in four phases, with each delivering public benefits encompassed within the three precincts.

Figure #2 – Grove Precincts



Each phase would be developed with a unique architectural and landscape vernacular, helping to reinforce the identity of each precinct, while relating to adjacent and planned development to the north, east and west. Although the development guidelines for each character area are defined through the Master Plan, the following is a brief overview of the intent for each precinct.

High Street Precinct

The Dawson Street Precinct is intended to be the village high street for the Brentwood Town Centre, and is characterized by finer grained pedestrian-oriented uses such as smaller retailers, restaurants and cafés, with opportunities for outdoor patios and displays. To emphasise the pedestrian scale of the podiums, high-rises are pulled back from the corners of Dawson and Willingdon, and Dawson and Alpha reflecting the pedestrian nature of the street. Pedestrian

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access to the City park in behind would be provided by an open-air linkage from Dawson Street. The Dawson Street Precinct is identified to comprise the first phase of development. The intended form of development would be characterized by two high-rise residential apartment buildings between 36 to 48 storeys in height, with a single storey of commercial retail at grade and up to three storeys of flex office within the podium level. The podium deck would accommodate significant outdoor amenities and landscaped area to serve the two residential apartment buildings, including outdoor fitness (spinning, tai chi, yoga, etc.), children’s adventure play and extensive passive leisure spaces and seating. Dawson Street would include a 4.0 m wide multi-use trail and treed boulevard to separate it from traffic. To facilitate north-south pedestrian movements to the Brentwood SkyTrain Station to the north and address the long distance between intersections, a mid-block crossing is proposed to be built with redevelopment of sites on the north side of Dawson Street.



Figure #3 – Dawson Street

Park Precinct

The defining feature of the development is the new City park at its centre. The 1.14 acre park is a central gathering space for the community, with a large flexible lawn to accommodate different community events and needs. In addition, there are a number of other amenities within the park, including theme gardens, play areas, and picnic areas. The park also serves the important function of mitigating the significant grade change throughout the site, with a lookout, potential storage platforms, and circulation. The City park, proposed as a part of Phase 2, is located on the north side of a proposed extension of Juneau Street, and is wrapped on all sides by the four phases of the proposed development.

On the west side of the park, and proposed as part of Phase 1, is a six-storey mixed use building to frame the Northwest corner of the Park with at grade retail and restaurant uses fronting both

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Willingdon Avenue and the park, and five storeys of affordable rental housing above. On the east side of the park is a proposed 46 - 51 storey high-rise residential strata building and five story podium with a small retail commercial unit facing the park for a potential café to provide a vibrant edge on the park. The podium deck would accommodate outdoor amenities and landscaped area to serve the residential apartment building, including outdoor fitness, children’s adventure play, passive leisure spaces and seating adding to the overall green space of the area.

On the south side of Juneau is a 45 - 50 storey high-rise residential condominium building with a 6 storey podium proposed as part of Phase 3. Outdoor amenities and landscaped area would be accommodated on the podium deck to serve the residential apartment building, including outdoor fitness, children’s adventure play and passive leisure spaces and seating. To the east of this building, across the internal lane connecting Juneau to Alaska, is a proposed 42 - 47 storey high-rise residential condominium building and a six story affordable rental building fronting Alpha Avenue to be constructed in Phase 4. Juneau Street and Alpha Avenue would be constructed to the Local Road Town Centre Standard with a sidewalk and cycle track separated from traffic with a treed boulevard and rain gardens on both sides of the street, while Willingdon Avenue would be constructed to the Town Centre Arterial Standard with broad sidewalks and cycle tracks separated by treed boulevards and rain gardens.



Figure #4 – City Park

Alaska Precinct

Within the Alaska Precinct are two six story affordable rental buildings fronting Willingdon Avenue, with street fronting units that step out onto wide sidewalks separated by rain gardens from the cycle track; as well as fronting Alaska Street, with south facing entrances that connect to a local road Town Centre Standard featuring a sidewalk and cycle track separated from traffic with a treed boulevard and rain gardens on the north side of Alaska, and a separated urban trail on the south side of the street. Proposed as part of Phase 3, this Precinct is east of a proposed

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high-density development with street fronting townhousing (Rezoning Reference #17-13) and across Willingdon Avenue from another high-density site with street oriented housing. As such, this phase will complete the residential streetscape on the north side of Alaska Street between Alpha Avenue and Rosser Avenues.

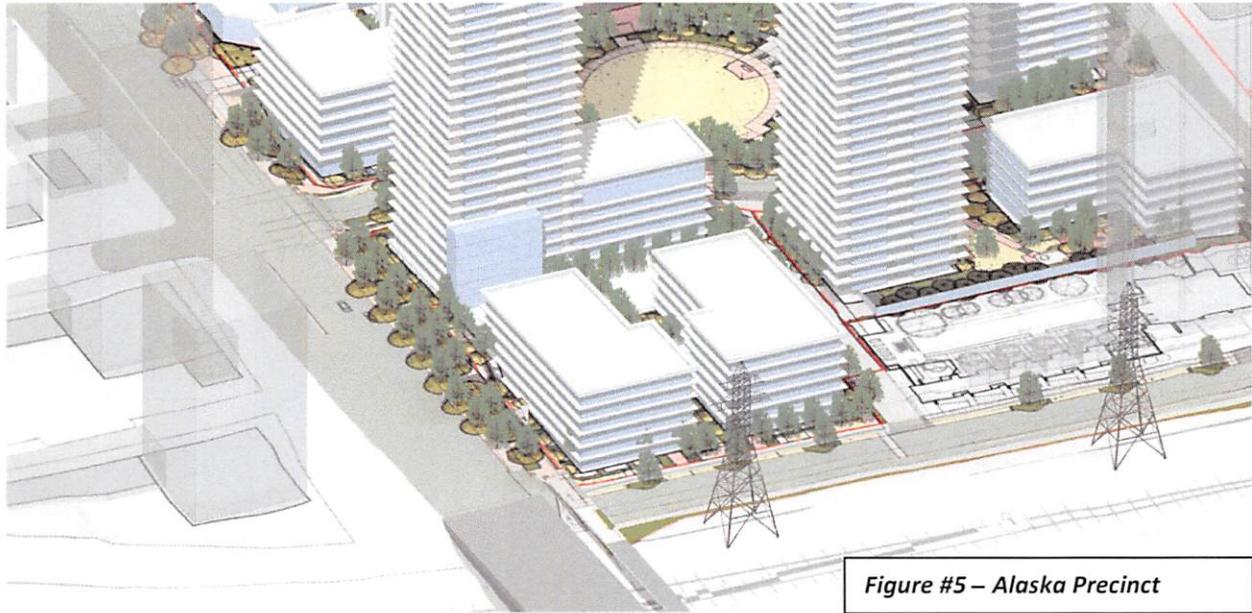


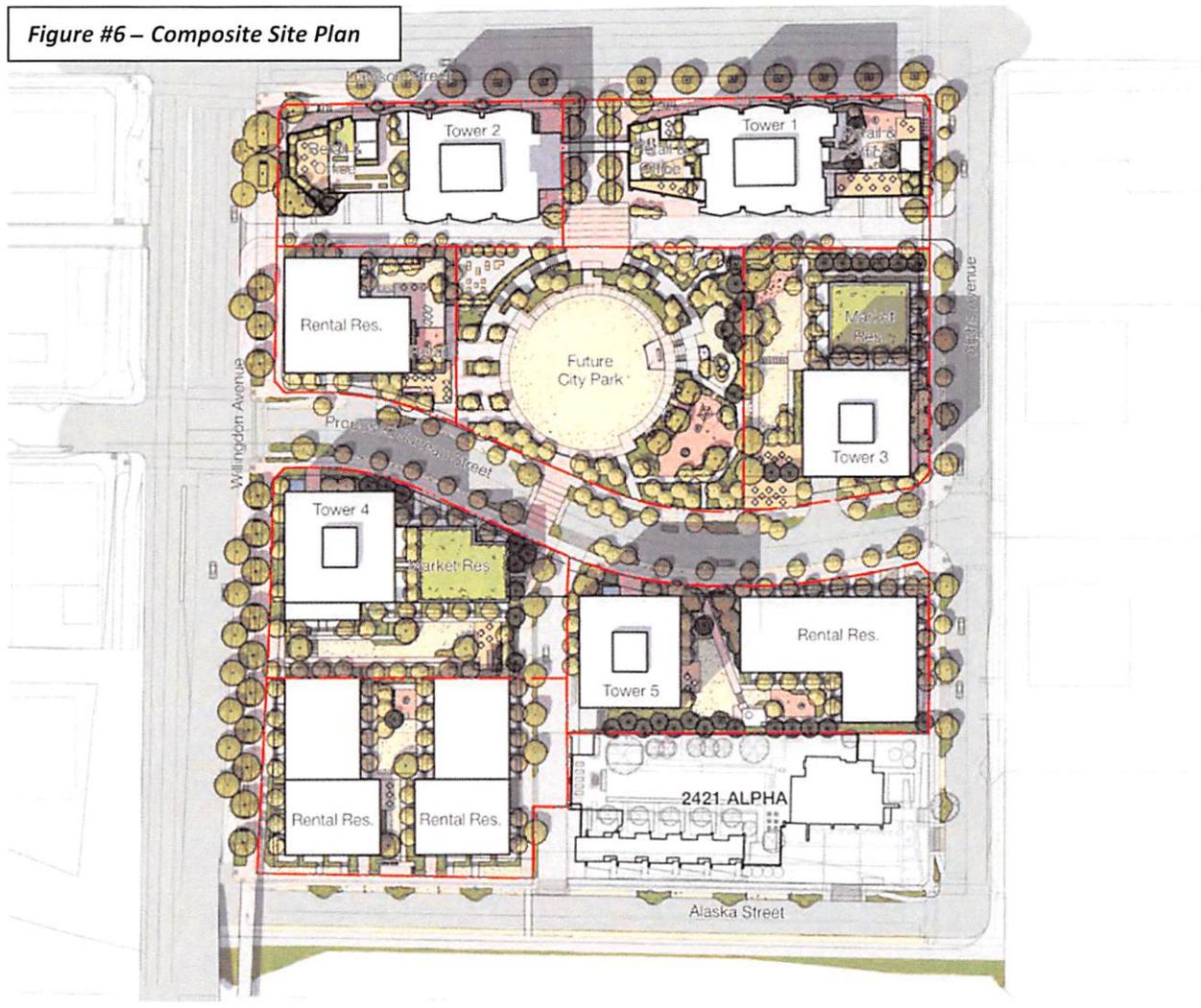
Figure #5 – Alaska Precinct

Composite Site Plan

The overall concept for the site is to see its eventual transition from a primarily older industrial and underutilized area, to a retail, office and strata/rental residential hub, including the equivalent of 20% of the proposed strata units affordable housing. As shown in Figure #6, upon completion, the 3.78 hectares (9.3 acres) site would accommodate up to 5 residential condominium towers, and 4 low-rise affordable rental buildings. A key aspect to the site’s transition is the provision of affordable rental in each of the phases, contributing greatly to the City’s ambitious housing objectives. At its heart is a new, 0.46 hectare (1.14 acre), City Park which provides a public amenity not only to this master plan area, but to the broader Brentwood Town Centre. Furthermore the dedication of a Juneau Street between Alpha Avenue and Willingdon Avenue, as well as the provision of public access statutory rights of way through, including connecting Alaska Street to Dawson Street, helps to connect the Grove Master Plan area to the Brentwood SkyTrain Station and beyond. The form of development is identified to terrace downward from the north to the south, with the corner of Willingdon Avenue and Juneau Street accommodating a signature architectural building acting as a gateway into the Brentwood Town Centre.

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Figure #6 – Composite Site Plan



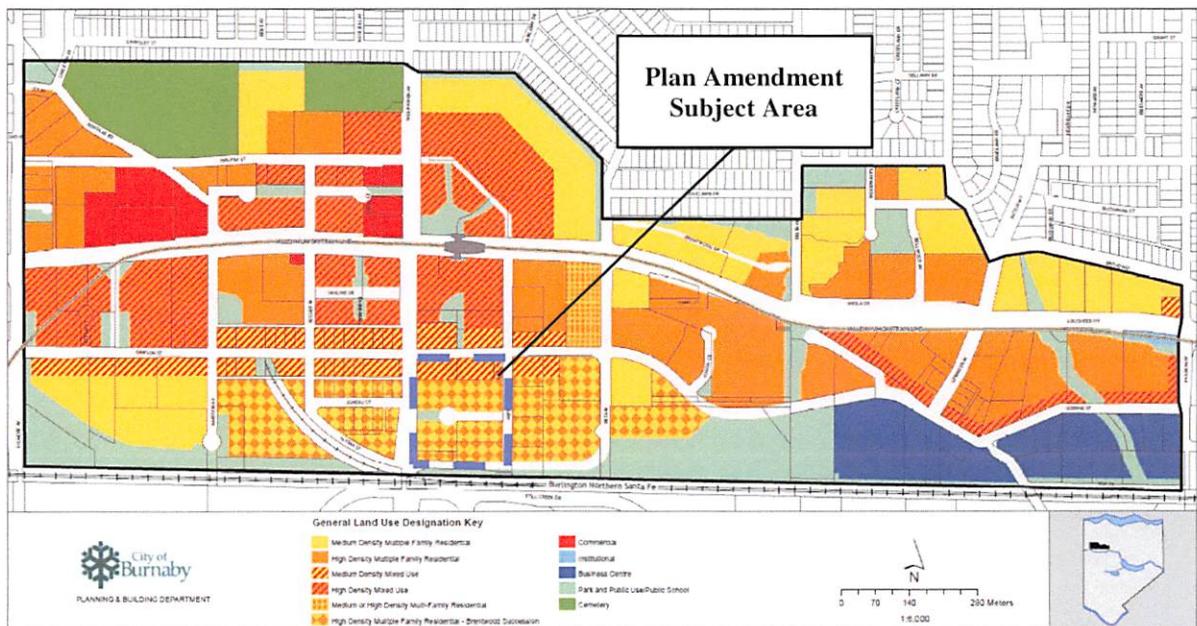
Finally, the site’s transition dramatically improves connectivity within the Brentwood Town Centre through improvements to Dawson Street, Alpha Avenue, Willingdon Avenue and Alaska Street to accommodate Town Centre standards for separated bicycle and pedestrian facilities, with associated rain gardens and broad tree lined sidewalks which encourages pedestrianism, cycling, and the active use of social spaces for commercial and restaurant uses along designated frontages. Together the proposed site concept breaks up this monolithic block, providing greater permeability and a stronger connection to the Brentwood Town Centre as a whole.

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5.0 PROPOSED TOWN CENTRE PLAN AMENDMENT

5.1 As noted, the block bound by Willingdon Avenue, Alpha Avenue, Dawson Street and Alaska Street is currently identified in the Brentwood Town Centre Development Plan for Medium Density Mixed Use (C9 Urban Village Commercial District) and High Density Multiple Family (RM4s Multiple Family Residential District) with a small open space on Willingdon Avenue at the end of a cul-de-sac on Juneau Street (see *attached* Sketch #3 and Figure #7).

Figure #7 – Current Brentwood Land Use framework updated to 2019



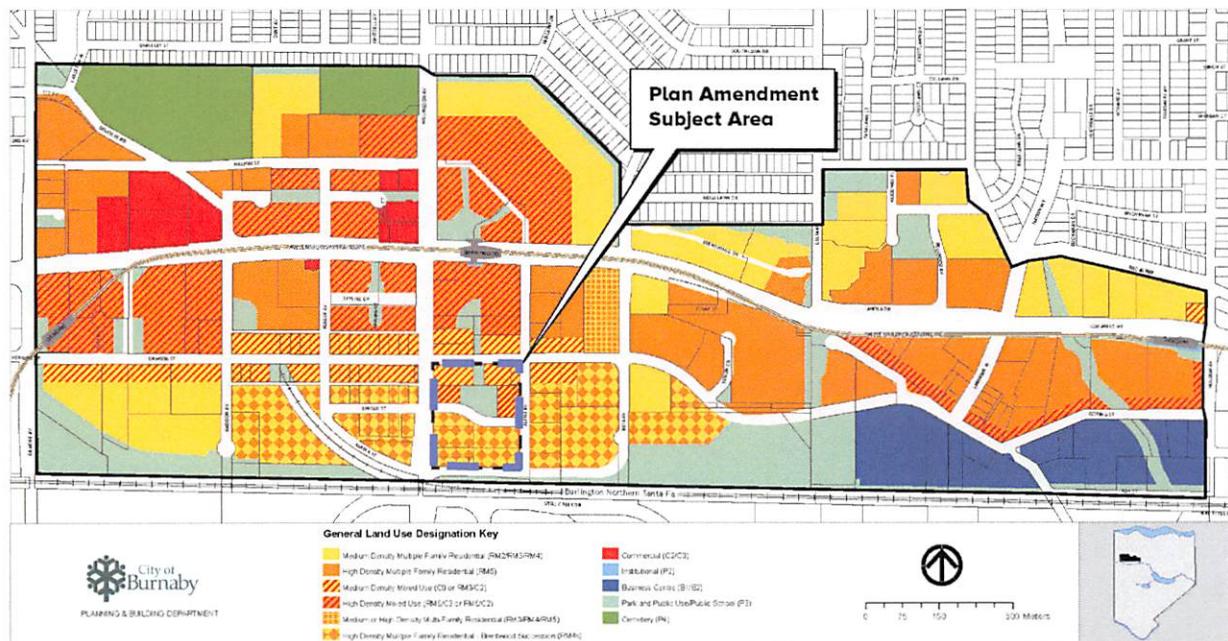
The master planning process has identified a unique opportunity for the Grove to become a vibrant community oriented around a City park, transforming this underutilized site on the western gateway of the Brentwood Town Centre into a mixed-use, multi-tenure residential neighbourhood and linking new neighbourhoods being developed on adjacent sites to each other and the broader Brentwood Town Centre. A fundamental goal of the Grove’s redevelopment is to achieve a balanced mix of residential, retail, open space and employment office uses. To achieve these goals, a minor area plan amendment is proposed as shown in Figure #8, which is consistent with the high-density residential mixed-use designation of the site in the adopted Brentwood Town Centre Plan. The proposed Town Centre plan amendment introduces the dedication of a new City park, a commercial frontage along Willingdon Avenue from Dawson Street to Juneau Street, a commercial restaurant use east of the proposed park, and the extension of Juneau Street to Willingdon Avenue.

The proposed Town Centre Plan amendment includes the land use designations of the RM4s Multiple-Family Residential District; RM4r Multiple-Family Residential District,

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P3 Park and Public Use District and C9 Urban Village Commercial District as guidelines (see *attached* Sketch #4 and Figure #8).

Figure #8 – Proposed Brentwood Town Centre Plan Amendment



In terms of the governing allowable density the block, a maximum residential floor area ratio of 3.6 FAR (inclusive of a 1.6 FAR density bonus), a maximum rental residential floor area of 1.7 FAR, a maximum density offset of 0.85 FAR would be applicable to the entire site, while a maximum commercial floor area of 2.2 FAR would be applicable over specific portions of the site.

6.0 PUBLIC CONSULTATION

Based on the aforementioned master plan concept and proposed plan amendment, the proposed changes are minor in nature and consistent with the Brentwood Town Centre Plan. To ensure that there is an opportunity in advance of the Public Hearing to learn more about the proposed changes, it is proposed that a staffed display at the City Hall foyer be held in advance of the Public Hearing for the public to view the proposed Master Plan document, and have any questions answered by staff. The opportunity to view the Master Plan at City Hall would be advertised in the Burnaby Now, and on-line through the City’s website. The Master Plan will also be located at on the City’s website for public viewing. Consistent with the City’s Public Hearing process, the Master Plan will also be made available for viewing at the Planning Department.

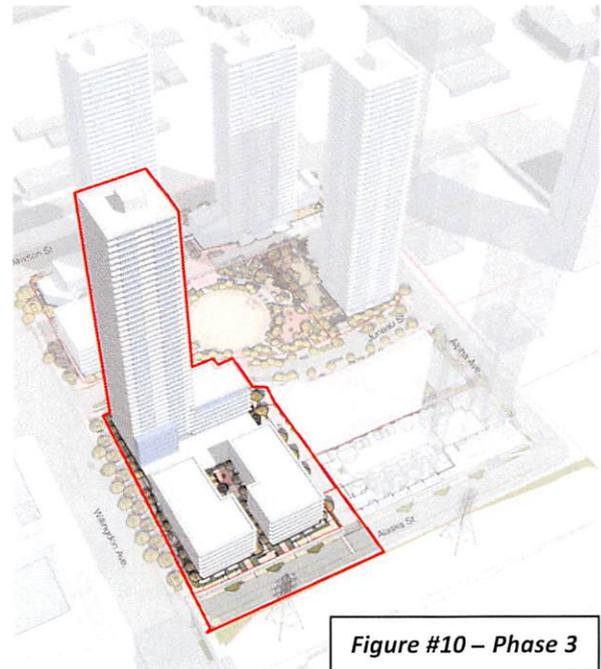
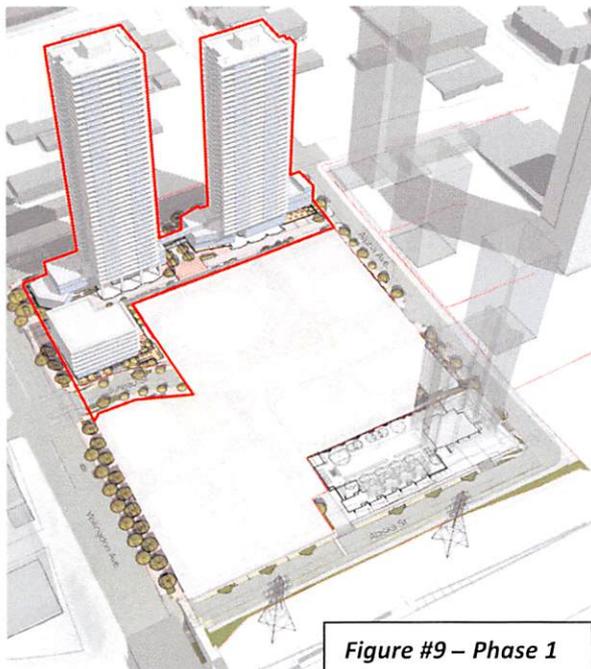
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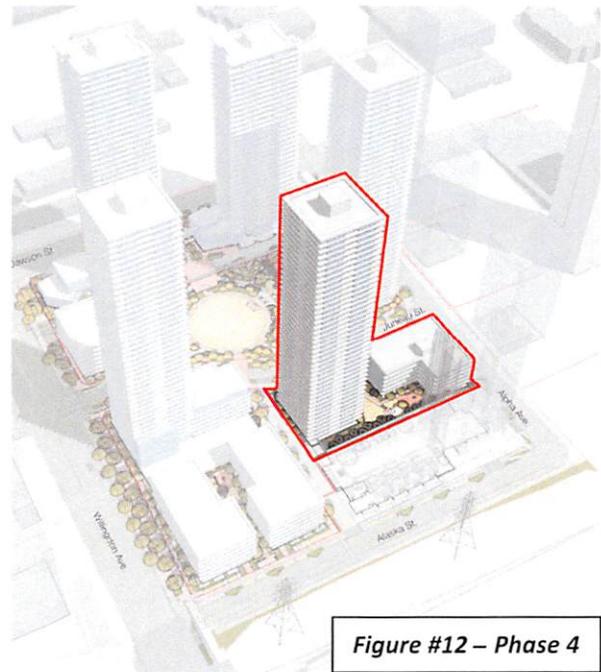
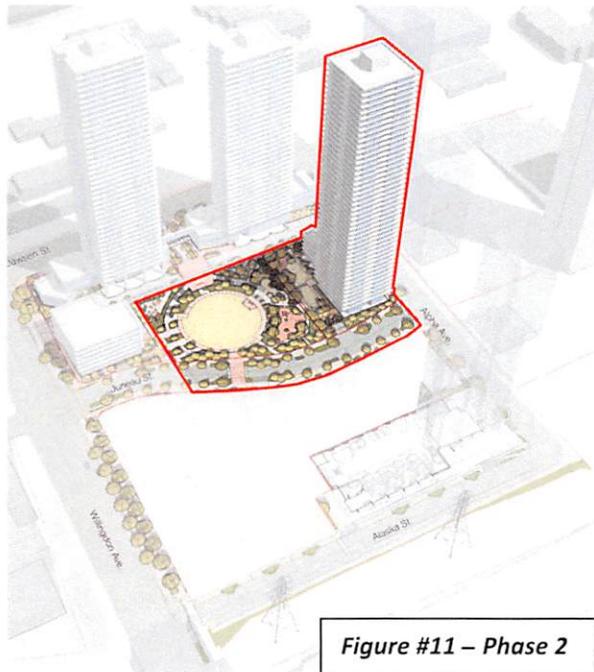
7.0 GENERAL COMMENTS

7.1 Phasing and Servicing

In general terms, the approach is to phase the development of the site into four main phases as shown in Figures #9, 10, 11 and 12. It is anticipated that each phase would be brought forward as a single, or related grouping of rezoning applications.

Phase 1 involves the development of two condominium towers, with retail, office and service uses on three levels fronting Dawson Street and a low-rise affordable rental building with retail on the ground floor on Willingdon Avenue. A portion of Juneau Street will be constructed as part of this initial phase. Phase 2 involves the development of a condominium tower atop a residential podium fronting Alpha Avenue with a small retail unit at one corner of the podium. The remaining section of Juneau Street and a City park will be constructed with this phase. Phase 3 involves the development of a condominium tower atop a residential podium and of two low-rise affordable rental buildings. Phase 4 involves the development of a condominium tower and of a low-rise affordable rental building. Frontage services on Willingdon Avenue, Alpha Avenue, Dawson Street and Alaska Street, will be triggered by each phase of development. It is envisioned that the four phases and their adjacent service provisions would be completed over a 10 year period. However, the exact timing of development is reflective of prevailing market conditions.





7.2 Site Densities

Site densities are determined based on gross site area. Given the site’s Town Centre location, the applicant proposes utilizing the amenity density bonus provisions, the rental district and off-set density indicated within the Zoning Bylaw. The following zoning districts and densities shall apply:

Table #1 - Permitted Density Maximum

The overall preliminary residential and commercial gross floor areas proposed by building and phase are as follows

Zoning District	Site Area (sq.ft)	Maximum FAR	Maximum Bonus FAR	Maximum Bonus GFA	Maximum GFA
RM4s Multiple-Family Residential District	363,425	3.6	1.1	399,767	1,308,330
RM4r Multiple-Family Residential District	363,425	1.7	N/A	N/A	617,822
C9 General Commercial District	127,457	2.2	N/A	N/A	280,405
Total					2,206,557

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A density allocation covenant will guide each phase of development in accordance with Table #1 above. It is acknowledged that specific Gross Floor Areas of each building may be amended through site specific rezonings, but shall not exceed the maximum density identified for the site as indicated in Table #1. It is further noted, that the applicant may choose to increase the office and retail component through site specific rezonings insofar that it does not result in an increase in the number of buildings on site or their permitted maximum height range.

To allow for architectural bulk and massing amendments for each site specific rezoning, a gross floor area transfer between buildings and between phases is proposed. However, height maximums outlined in the Conceptual Master Plan would not be affected by the potential transfer of floor area, or the intent to terrace the building form downward from the northwest to the southeast.

7.3 Design Guidelines

In addition to the Conceptual Master Plan for the site, a companion set of Design Guidelines has been provided, establishing architectural, landscape, signage and environmental guidelines for the overall site. The guidelines are required to provide consistency over the multiple phases and the many years it is anticipated to complete the site's redevelopment. Guidelines will be provided for:

- Building Setbacks
- Building Projections
- Building Heights
- Residential Tower Footprints
- Site Grading
- Sidewalk and Pathway Standards
- Road and Pathway Cross Sections
- Commercial Facades
- Signage
- Landscape Treatment
- Public Art
- Site Lighting
- Universal Accessibility

These standards are not intended to restrict the architectural expression of the project as design aesthetics will change over time. It is, however, intended to encourage a language of unifying elements amongst the architecture, landscape architecture, and public realm that will guide individual designs for the site regardless of the designer, owner or applicant in the future.

7.4 Sustainability

The Master Plan concept is deeply rooted in a sustainable development approach. At its core, the concept proposes the transition of this underutilized site into a walkable, engaging, mixed-use green community with linkages to SkyTrain and the active transportation network.

In regard to the built form, the concept proposes a Step Code 1 for the first phase and increasingly higher ratings as the project proceeds, with the goal of making substantial improvements to the site’s local ecosystem, public health and liveability on a neighbourhood scale. In addition to the site as a whole, it is proposed that individual buildings pursue their own environmental targets, in line with the goals of the Environmental Sustainability Strategy, with specific green building initiatives, including reviewing options for energy sharing and geothermal heating.

The concept also proposes specific Economic and Social Sustainability goals in line with the City’s Economic Development and Social Sustainability Strategies, including proposing a broad continuum of housing types and tenures to meet the needs of residents of varying age groups, income levels and family types; ensuring universal access throughout the site for people with mobility challenges; designing safe and comfortable public spaces based on Crime Prevention Through Environmental Design (CPTED) principles; ensuring seamless integration between businesses and residents to improve access to services; and supporting local economic development during both the construction and operating phases of the development.

7.5 Parking and Loading

The development proposal is intended to meet the required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per condominium residential unit and 0.6 spaces per rental unit (0.1 of which is for visitor parking), and one space per 46 m² (495.16 sq.ft.) for all commercial retail and office uses. To support the residential and commercial parking ratio, the developer will provide for transportation alternatives, which may include as a minimum the provision of two zone, two year, transit passes (compass cards) to no less than 15% of residential strata units, to be made available to residents seeking an alternative to car use and ownership. Secondly, the proposed development would provide two secure bicycle storage spaces per unit. Finally, the provision of on-site car share (1 car and stall per 100 units) would be pursued. The provision of on-site car share provides residents with greater opportunities for transportation alternatives that reduce single occupancy vehicle usage and greenhouse gas emissions. The development proposal would provide commercial loading in accordance with the Burnaby Zoning Bylaw and one residential loading space per 200 units. In accordance with the City’s policy on electric vehicle charging stations 100% of the residential parking stalls would be provided with a 240V (Level 2) outlet for vehicle charging.

7.6 Density Bonusing

Given the site’s Town Centre location, the applicant is proposing to utilize the supplemental amenity density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant

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would achieve an additional 1.1 FAR. As part of each site specific rezoning, the Realty and Lands Division would determine a value of the future density bonus. Alternatively, the applicant has the opportunity to establish a value as part of the Phase I site specific rezoning application, with an annual interest over the posted RBC Prime rate, as determined by the Director Finance, to be remitted quarterly to the City on the unpaid balance of the remaining density bonus for future phases. In accordance with Council’s adopted Community Benefit Bonus Policy, it is recommended that the community benefit funds be received as an undesignated cash contribution-in-lieu for the future provision of a community benefit, unless otherwise determined by Council.

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. Consideration may also be given toward the use of community benefit funds toward on-site amenities as requested by Council, including further improvements to the planned on-site park.

In accordance with Council’s adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund to support non-profit housing in Burnaby.

7.7 Rental Zoning

The applicant is proposing to provide 20% inclusionary rental units at 20% below CMHC average. In accordance with Council’s adopted Rental Use Policy, the applicant is eligible for off set density, which can be applied on additional condominium or market rental development. The units are intended to be provided in a supportable phased approach.

7.8 Site Servicing

An Engineering Master Plan will be required to be completed as part of the Master Plan process. However, all required services to serve the site will be obtained as part of each phase’s initial site specific rezoning application. At the time of each rezoning, the Director Engineering will assess the need for any required services to the site, including, but not necessarily 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 Alpha Avenue to its final Town Centre local road standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of Dawson Street to its final Town Centre Dawson High Street standard with separated urban trail, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of Alaska Street to its final Town Centre local road standard with

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separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;

- site design and proportionate contribution toward replacement of the Still Creek sanitary pump station proportionate contribution toward replacement of the Still Creek sanitary pump station;
- proportionate contribution toward proposed Brentwood Town Centre pedestrian and cycling overpasses; and,
- storm, sanitary sewer and water main upgrades as required.

7.9 Road Dedications

To support the foregoing servicing requirements, road dedications are required on Willingdon Avenue, Alaska Street, Juneau Street and Dawson Street. As dedication requires appropriate site remediation to City standards, frontage dedication will be taken at the time of each site specific rezoning application. As part of Phase I, an approximate 7.04 m (23ft.) dedication on Willingdon Avenue, 20.0m (66 ft.) dedication for Juneau Street, and 7.82 m (26 ft.) dedication on Dawson Street will be required as part of the subject rezoning application.

7.10 Adaptable Housing

The developer is required to provide a minimum of 20% of total number of single-level residential units as accessible suites, in line with the Council-adopted Adaptable Housing policy. Handicapped parking stalls in accordance with BC Building Code Requirements will also be required. Residential handicap parking stalls would be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

7.11 Geotechnical Analysis

The developer is required to provide a Master Geotechnical and Groundwater study to ensure that the site can be used safely in line with its intended uses, and that the site's excavation will not draw down the water table or cause impact to adjacent properties and road rights-of-way.

7.12 Required Easements, Covenants and Statutory Rights-of-Way

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 for provision of a Master Stormwater Management Plan for the entire Site;
- Section 219 Covenant to allocate development densities across the overall site;
- Section 219 Covenant guaranteeing the design and provision of the proposed City park;

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- Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical report, and that the project does not draw down the water table;
- Statutory rights-of-way guaranteeing public access to the proposed lane linking Juneau Street to Alaska Street and the breezeway connecting the City park to Dawson Street; and,
- Easement guaranteeing reciprocal access between the existing and future lots of the subject development.

7.13 Acoustical Analysis

As part of each site specific rezoning application, the applicant is required to provide an acoustical study due to the proximity of the subject site to the BNSF / CN Railway and Willingdon Avenue, showing that the proposed development would meet the Council-adopted noise criteria.

7.14 Tree Bylaw

As the site will be extensively excavated for the proposed development and site remediation, an arbourist's report and tree survey will be required prior to Final Adoption identifying on-site trees to be removed or retained. 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.

7.15 Stormwater Management

A master conceptual stormwater management plan is required for the site. A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system, the deposit of sufficient monies to guarantee the provision, as well as a Section 219 Covenant to guarantee its provision and continuing operation will be required through each phase of development.

7.16 Site Profile and Environmental Remediation

Given the site's current heavy industrial uses, a site profile application and resolution of any resultant conditions is required. Any required road dedication areas must be provided to the City with a numerically based Certificate of Compliance issued by the Ministry of Environment.

7.17 Master Comprehensive Sign Plan

A Master Comprehensive Sign Plan detailing sign numbers, locations, sizes and attachment details of proposed signage will be required as part of the Conceptual Master Plan and Design Guidelines. Through the Master Plan rezoning, the Comprehensive Sign Plan will allow for variances to the Burnaby Sign Bylaw in regard to the permitted size, number and types of

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signage on any given frontage. In line with similar master plan rezoning applications for Station Square, Brentwood Mall, SOLO District and Loughheed Core Area, a Comprehensive approach to signage with specific permitted variances allows for more expressive and creative signage that is better integrated with the architectural, landscape and public art proposals for the site.

7.18 Construction Management and Access Plan

A detailed construction management and access plan, to the approval of the Director Engineering, is required prior to Final Adoption. This plan will outline crane locations, crane swing areas, excavation access and egress, material delivery and staging areas, concrete pouring areas, and potential temporary road closure areas during construction. The construction management and access plan will assist in minimizing traffic disruptions as well as mitigate noise and dust impacts during construction.

7.19 Development Cost Charges

Development Cost Charges including the Burnaby School Site Acquisition Charge, Parkland Acquisition Charge, Regional Transportation Charge, a contribution towards the proposed pedestrian and cycling overpasses within the Brentwood Town Centre across the CN/BNSF Rail Lines, and GVS&DD Sewerage Charge will be required in conjunction with each individual phase of development.

8.0 CONCLUSION

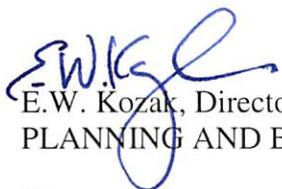
The subject rezoning amendment proposes a conceptual Master Plan for the Grove site at the southeast corner of Willingdon Avenue and Dawson Street. As one of the key sites within the Brentwood Town Centre Development Plan, since its adoption in 1996 the plan has identified the site for both high-density residential development, and urban village commercial and office uses related to the street. The concept, established through the Grove Master Plan, realizes this initial intent by proposing a truly unique place within Burnaby, with the ability to become a residential, commercial hub for Brentwood, and the City as a whole. The development concept is supported by a dynamic public realm, which includes a new City park connecting key points of the site to the Brentwood SkyTrain Station, as well as a new road extension (Juneau Street) connecting Willingdon and Alpha Avenues. The public realm is complemented by the surrounding built form, which is proposed to comprise 9 residential buildings ranging in height from 6 storeys to 51 storeys. To accommodate the proposed City Park, Juneau Street extension and commercial uses along Willingdon Avenue and adjacent the new City park, a minor amendment the Brentwood Town Centre Development Plan is required.

The proposed Master Plan, while generally consistent with recent development proposals in the City in terms of density and form, contemplates development which is differentiated by a creative and innovative approach to the site's design. It exemplifies quality urban design in Burnaby that focuses on a public realm first approach, requiring both residential and commercial buildings to relate to the street, contributing to the high standard expected for future development in the City's Town Centre areas. The concept also proposes exceptional architectural expression,

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with the intent to serve Burnaby and its citizens in the near term and well into the future. Most importantly, the interplay of land use, urban design, place-making, architecture, landscape architecture and signage showcases a highly creative approach to development within the Brentwood Town Centre. In light of the complexity of this site's redevelopment, and the foresight undertaken as part of this Master Plan to guide development over the next 10 years, the proposal is considered supportable by staff and is recommended to advance to Public Hearing. Upon Council granting Second Reading to the subject rezoning application, the Brentwood Town Centre Development Plan would be amended to reflect the densities and land use designations presented in the current development proposal.

As the Master Plan concept is proposing only general development guidelines, no specific development is provided for approval by the subject rezoning application. Subsequent approval by Council for specific phases of development in line with the Master Plan is required, including the submission of subsequent proposals to a future Public Hearing.

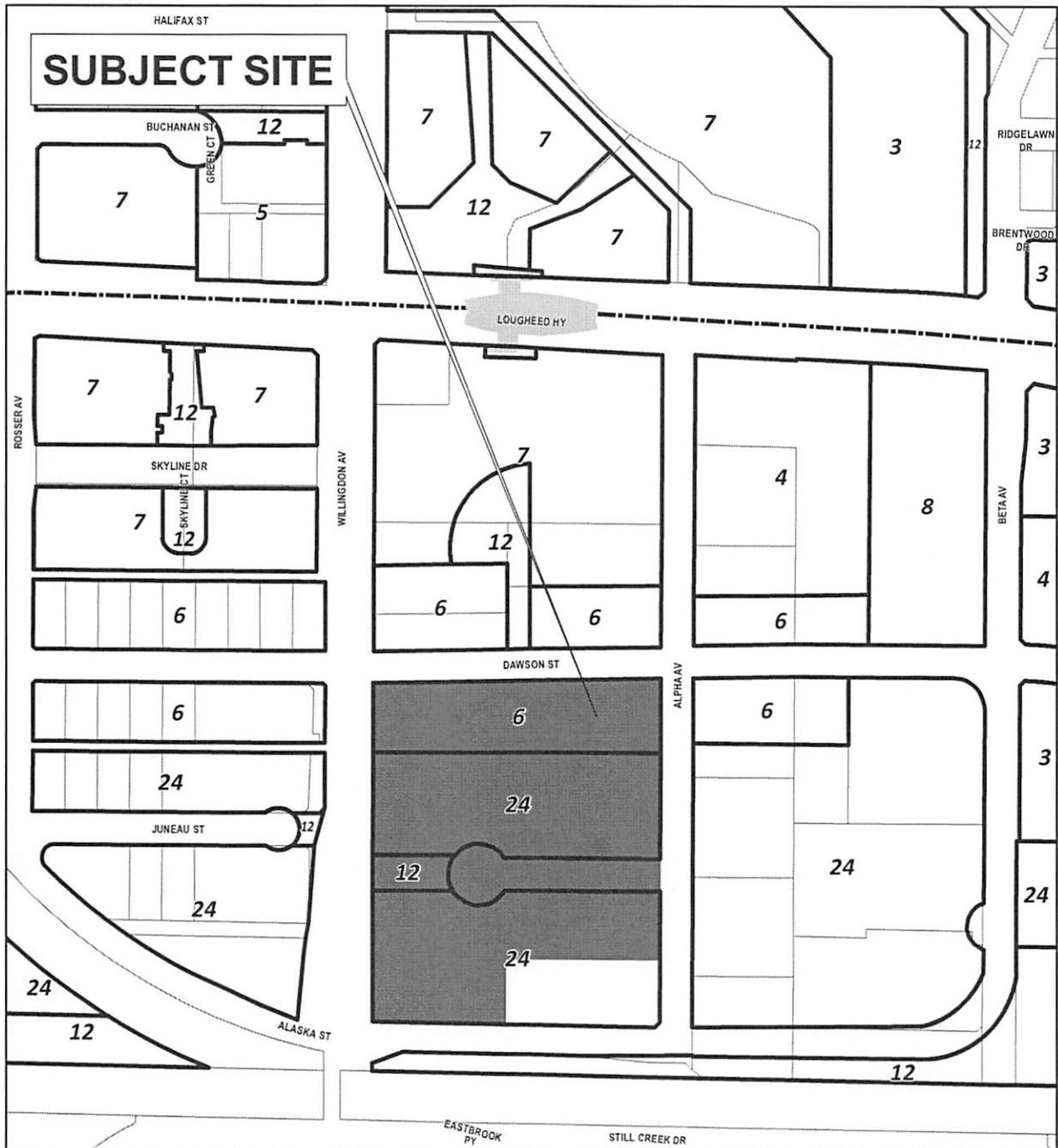


E.W. Kozak, Director
PLANNING AND BUILDING

IW:

Attachments

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

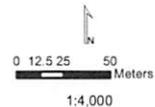


- | | |
|-----------------------------------------------------|-------------------------------------------------------------------------------------|
| 3 Medium Density Multiple Family Residential | 8 Medium or High Density Multi Family Residential |
| 4 High Density Multiple Family Residential | 10 Institutional |
| 5 Commercial | 11 Business Centre |
| 6 Medium Density Mixed Use | 12 Park and Public Use/Public School |
| 7 High Density Mixed Use | 14 Cemetery |
| | 24 High Density Multiple Family Residential -
Brentwood Succession (RM4s) |

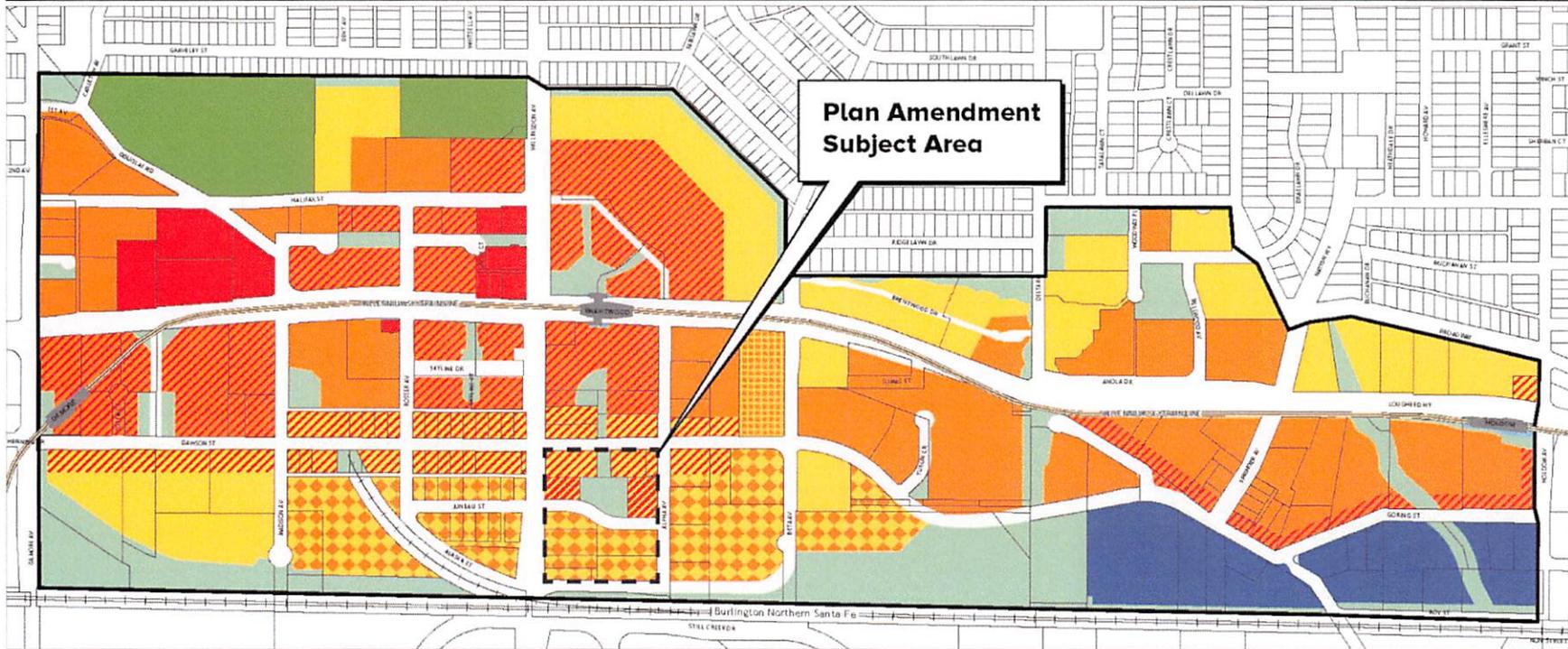


City of Burnaby
 Planning and Building Dept
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Brentwood Plan



Brentwood Town Centre Plan (Proposed Amendment)



General Land Use Designation Key

- | | |
|------------------------------------------------------------------------|----------------------------------------|
| Medium Density Multiple Family Residential (RM2/RM3/RM4) | Commercial (C2/C3) |
| High Density Multiple Family Residential (RM5) | Institutional (P2) |
| Medium Density Mixed Use (C9 or RM3/C2) | Business Centre (B1/E2) |
| High Density Mixed Use (RM5/C3 or RM5/C2) | Park and Public Use/Public School (P3) |
| Medium or High Density Multi-Family Residential (RM3/RM4/RM5) | Cemetery (P4) |
| High Density Multiple Family Residential - Brentwood Succession (RM4s) | |



Sketch #4