



Item
Meeting.....2022 April 04

COUNCIL REPORT

TO: CHIEF ADMINISTRATIVE OFFICER 2022 March 30

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: **REZONING REFERENCE #19-38**
Grosvenor Brentwood Conceptual Master Plan
Brentwood Town Centre Development Plan

ADDRESS: 4612, 4664 Lougheed Highway and 2040, 2140, 2150 Alpha Avenue
(see *attached* Sketches #1 and #2)

LEGAL: See Schedule A (*attached*)

FROM: M1 Manufacturing District, R3 Residential District, CD Comprehensive Development District (based on M1 Manufacturing District, M5, M5I Light Industrial Districts, C2 Community Commercial District and P1 Neighbourhood Institutional District)

TO: CD Comprehensive Development District (based on RM5s Multiple Family District, RM5r Multiple Family District, C3 General Commercial District, P3 Park and Public Use District, M2 General Industrial District, the Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "Grosvenor Brentwood Master Plan" prepared by Perkins and Will Canada Architects Co.)

APPLICANT: Perkins and Will Canada Architects Co.
1220 Homer Street
Vancouver, BC V6B 2Y5
Attn: Ryan Bragg

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2022 April 26.

RECOMMENDATIONS:

1. **THAT** the amendment to the Brentwood Town Centre Development Plan, as outlined in Section 5.0 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** a Rezoning Bylaw be prepared and advanced to First Reading on 2022 April 04, and to a Public Hearing on 2022 April 26 at 5:00 p.m.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development.

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- b. The 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 utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 7.4 of this report.
- f. The submission of a Design, Development Contract Management Agreement (DDCMA) and Purchase and Sale Agreement (PSA) for the construction of a City owned Community Centre in accordance with Section 7.0 of the rezoning report.
- g. The submission of a Green Building Strategy.
- h. The submission of a Master Comprehensive Sign Plan.
- i. The dedication of any rights-of-way deemed requisite.
- j. 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;
 - 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; and,
 - restricting occupancy of Phase 1 of the development pending provision of an airspace parcel for the identified Community Centre.
- k. The approval of the Ministry of Transportation to the rezoning application.
- l. The submission of a Site Disclosure Statement and resolution of any resultant conditions.
- m. The submission of a Construction Management and Access Plan.

R E P O R T

1.0 REZONING PURPOSE

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

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development is being proposed by the subject rezoning application. An amendment to the Brentwood Town Centre Development Plan is required in order for this rezoning application to proceed.

2.0 POLICY FRAMEWORK

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Brentwood Town Centre Development Plan (1996), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

3.0 BACKGROUND

- 3.1 On 2019 October 28, 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.
- 3.2 On 2021 February 18, Council received a presentation from the Planning and Building Department on the opportunity for a Community Centre in Phase 1 of the Grosvenor Brentwood Master Plan.
- 3.3 On 2022 March 07, Council received a second report of the Planning and Development Department to seek the endorsement of the preliminary concepts and vision for the Grosvenor Brentwood site, as a basis for receiving community input.
- 3.4 The Grosvenor Brentwood site is 3.18 ha (7.85 ac.) in size and is comprised of five individual parcels. Four of the parcels (4612 Lougheed Highway and 2040, 2140, 2150 Alpha Avenue) were formerly occupied by the former Chrysler dealership, and are currently being used for a weekend public market and food truck festival. The largest parcel (4664 Lougheed Highway) is occupied by an older office building. Refer to **Figure #1** in the report.

To the north, across Lougheed Highway, is the mixed-use high-density Brentwood Mall Master Plan site (The Amazing Brentwood, Rezoning Reference #11-21); to the west across Alpha Avenue is the Carter GM Dealership and Brentwood SkyTrain Station; to the east, across Beta Avenue, is a mix of existing medium and high-density residential (Rezoning Reference #04-19 and 06-40) with the mixed-use, high-density residential Concord Brentwood Master Planned site beyond; and to the south are three older industrial buildings, two of which (4612 and 4650 Dawson Street) are undergoing rezoning to permit the construction of mixed-use, high-density residential with street fronting townhouses (Rezoning Reference #17-10002).

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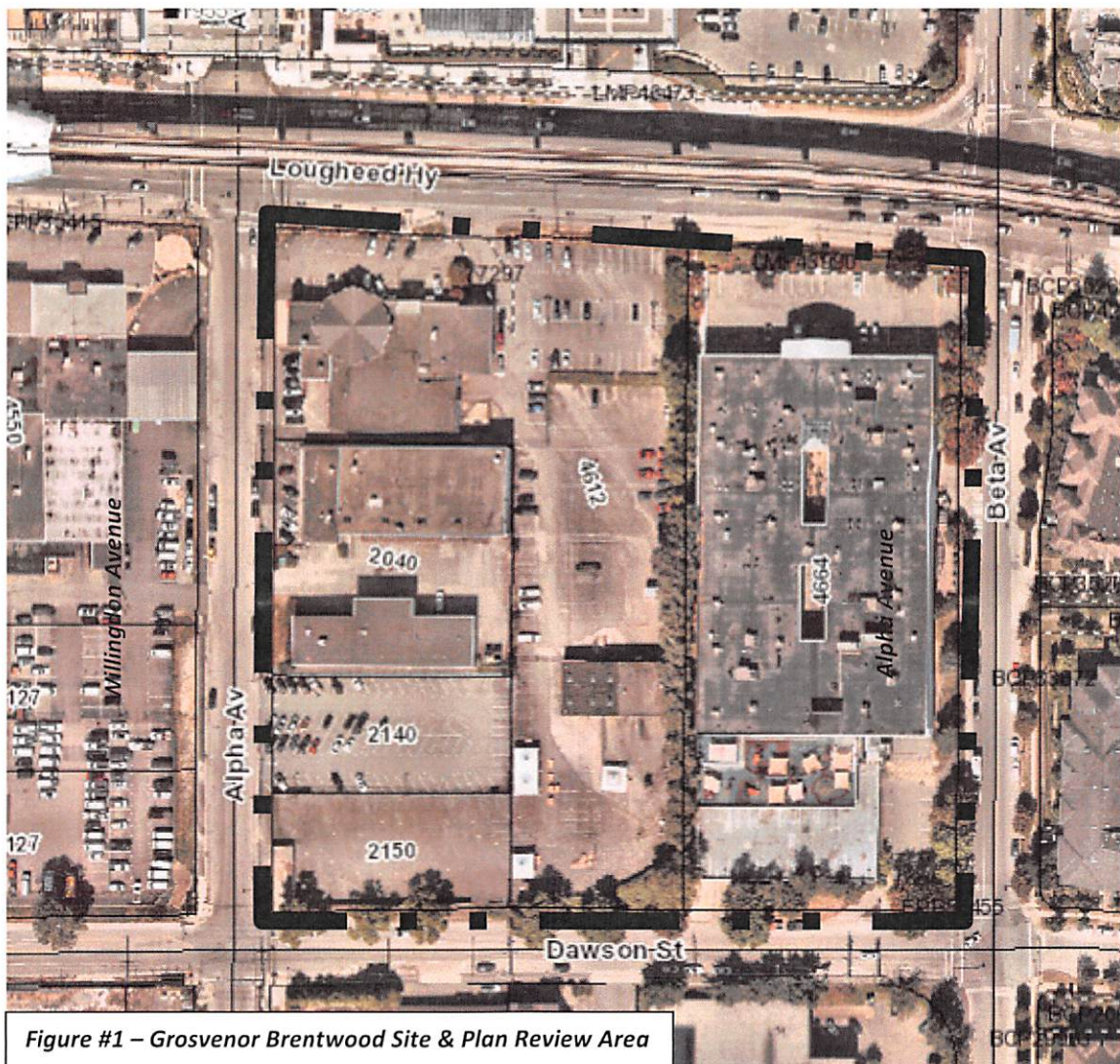


Figure #1 – Grosvenor Brentwood Site & Plan Review Area

- 3.5 The Brentwood Town Centre (see **Figure #2**) is one of four designated Town Centres within Burnaby's *Official Community Plan* and is intended 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 focusing development in the Town Centres has allowed for the creation of a broad spectrum of housing types, including adaptable housing (20%), inclusionary non-market rental (20% of market units), market rental housing and strata housing through 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, encourage more trips by walking and cycling, reduce east-west traffic movements through the City, provide the opportunity for

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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 1960's, Council adopted a consolidated comprehensive plan for the Brentwood Town Centre in 1996.

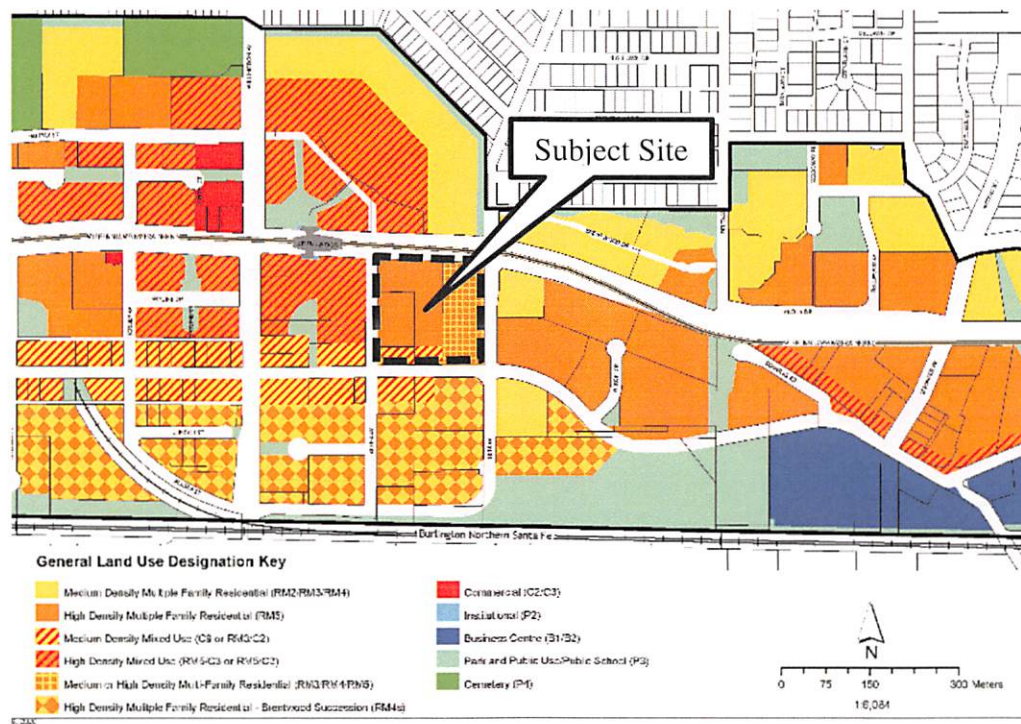


Figure #2 – Existing Brentwood Town Centre Land Use Framework

The Brentwood Town Centre Development Plan provides a land use concept for the Town Centre, which is premised on the creation of a high-density mixed-use, high-vitality central core, surrounded by supporting high and medium-density residential development. The Plan intended the Town Centre to be highly transit oriented, taking advantage of the area's three SkyTrain Stations (Gilmore, Brentwood and Holdom). As shown in **Figure #2**, the subject site was designated for high-density residential development and succession (industrial to residential) development with a village street component on a portion of Dawson Street. 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.

- 3.6 Under the 1996 Brentwood Town Centre Plan, the block bounded by Lougheed Highway, Dawson Street, Alpha Avenue and Beta Avenue had a number of land use designations, including high-density residential, village street, and succession. The intent of the mix of designations of this area was for the future development of both high-density residential and commercial uses to meet the future needs of the Brentwood Town Centre area. On 2014 November 03, Council approved a recommendation from the Community Development

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Committee for Rezoning Reference #14-11 to designate all of the succession areas south of Dawson Street for RM4(s) and determine the designation for the subject succession area through future rezoning. In addition, the Brentwood Town Centre Development Plan identified the intersection of Dawson Street and Beta Avenue for a potential community centre proximate to the park site and close to the Brentwood SkyTrain Station. At this time the applicant of the subject site seeks to amend the Brentwood Town Centre Community Plan to reflect the original multiple-family residential, retail and community centre intent of the Brentwood Town Centre Plan, while reorganizing the location of such uses on the site.

The subject area is located in the geographic centre of the Brentwood Town Centre Plan, at the southeast corner of Lougheed Highway and Alpha Avenue. The defining features of the site are the proximity to the Brentwood SkyTrain Station, which is located across Alpha Avenue from its northwest corner, the bisecting desire line connecting the station to the future Brentwood South Park on Dawson Street and Beta Avenue, and the potential for a Brentwood Community Centre to take advantage of the site's centrality and access. Given its strategic location within the Brentwood Town Centre, this area's redevelopment presents a unique opportunity to create not only a transit-oriented development but an integrated civic development, with broad multi-level connections through the site, and thus better connecting the future Brentwood South Park and potential community centre to the broader Brentwood Town Centre. It is recognized that redevelopment of this key area requires a concept and vision that delivers not only superior architectural expression, but acts as a model for employment growth, 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 intended to guide the area's transformation, over time, into a model for transit oriented development in the region.

The intent for the this site in the adopted 1996 Brentwood Town Centre Plan was to capitalize on it's strategic location as the geographic centre of the Brentwood Town Centre, at a nexus of Burnaby's road and transit networks. The Master Plan aims to create a fully-integrated, diverse, transit-connected, mixed-use neighbourhood. A primary focus is on the creation of a community that demonstrates leadership in economic, environmental and social sustainability, exceptional urban design and public realm, as well as, a meaningful amenity contribution to benefit the broader Brentwood Town Centre area.

- 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

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 are no specific development rights sought through the subject rezoning application. A further site specific rezoning application will be brought forward for Council consideration at a future date. In addition to the Master Plan, a set of detailed development and design

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guidelines will also be established to assist in the review and approval of the site-specific rezoning application.

4.2 Values/Goals, Ethos and Big Ideas for the Grosvenor Brentwood Site

As part of the planning approach to the proposed Grosvenor Brentwood Conceptual Master Plan, eight values were identified that lead to eight goals:

1. **Open Spaces** – Create high quality, engaging, and connected open spaces;
2. **Landscape** – Leverage the landscape to harness sustainable living with the land;
3. **Context** – Respond to contextual cues to form identity;
4. **Social** – Create shared and social connections;
5. **Innovation** – Innovate to create bold and visionary solutions;
6. **Wellbeing** – Promote health and wellbeing for body, mind and soul;
7. **Resilience** – Integrate resilience to accommodate: adaptation, reuse, and flexibility in design; and,
8. **Local Economies** – Create a curated mix of retail.

From these values four ethos were identified to guide development of a vision: *Enhance Livability; Promote Living Design; Low – or Zero-Carbon and Energy*; and, *People-First Approach*. These led to the four Big Ideas for this project:

1. **Prioritizing the Public:**

- Engaging and substantial landscaping creating a sheltered oasis within the site;
- Creating a car-free, pedestrian experience above grade, relocating car and truck activity underground; and,
- Embracing and connecting to the surrounding neighbourhood with widened sidewalks, a network of public plazas, and an open high-street through the site.

2. **Purposeful Design:**

- Organising buildings to maximize separation, sunlight and views; with towers oriented at a 45-degree angles;
- Emphasising the human-scale experience;
- Fostering equity of design, with residents and the public having access to outdoor space, and a balance between vibrant/public, and quiet private spaces; and,
- Incorporating sustainable principles consistent with the City's three Sustainability Strategies.

3. **Creating Focus on the Local Community:**

- Outreaching early to the local community;
- Locating a Community Centre on-site, at the heart of the Brentwood Town Centre; between transit and the new 4 ha park;
- Offering a locally-focused retail experience; and,
- Initiating and fostering local economies through farmers markets, festivals, etc.

4. Embracing Rental Housing:

- Embracing and exceeding Burnaby's rental housing goals for the site.

The Big Ideas derived from the Values and Ethos identified in **Figure #3** are intended to serve as a basis to evaluate the final land use, design, and building form proposed for the area, leading to a comprehensive concept plan.

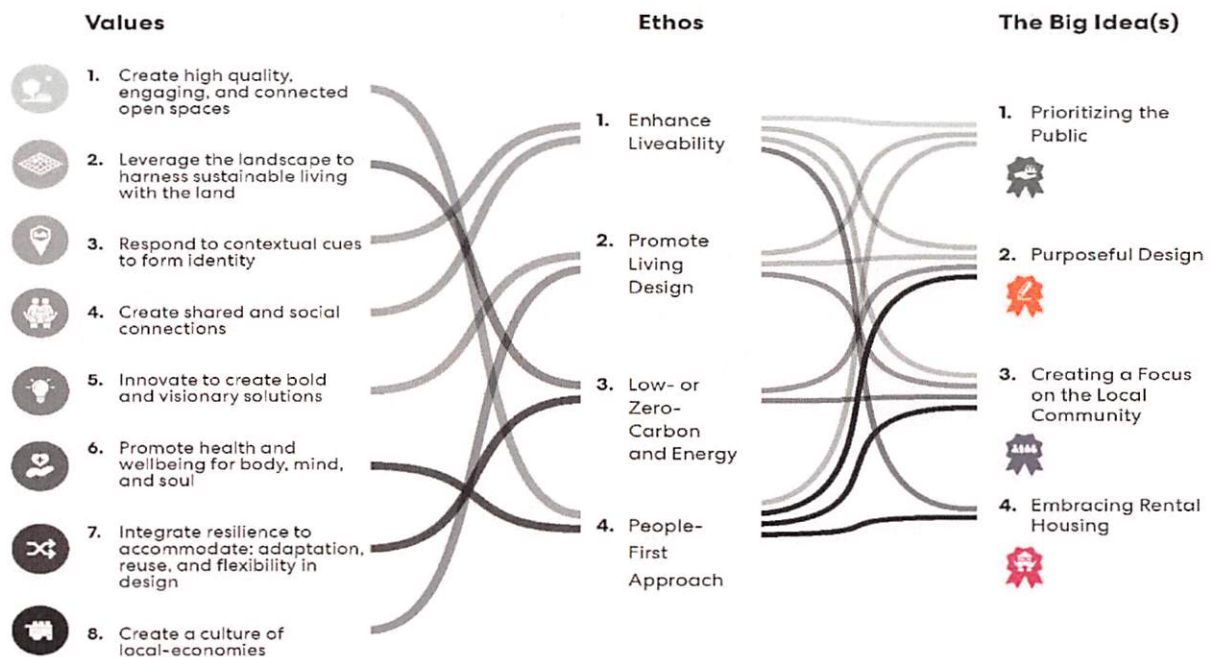


Figure #3 – Idea Development

The site will be a complete community within the Brentwood Town Centre. The synthesis of land use, architecture, and landscape expression, will result in a contemporary and functional pedestrian and transit oriented development that will act as a welcoming and inclusive centre for the Brentwood Town Centre. The focus will be the inter-relationship of community space, retail, residential, greenspace and office uses to complement the surrounding Brentwood Town Centre.

4.3 Preliminary Development Framework

The preliminary vision and principles reflect the City's goals for the Grosvenor Brentwood site and its transition to a transit integrated mixed-use employment and commercial gateway into the Brentwood Town Centre.

The site is envisioned to be developed in phases, which are defined by the five districts shown in **Figure #4**, each having a unique identity and relationship within the site.

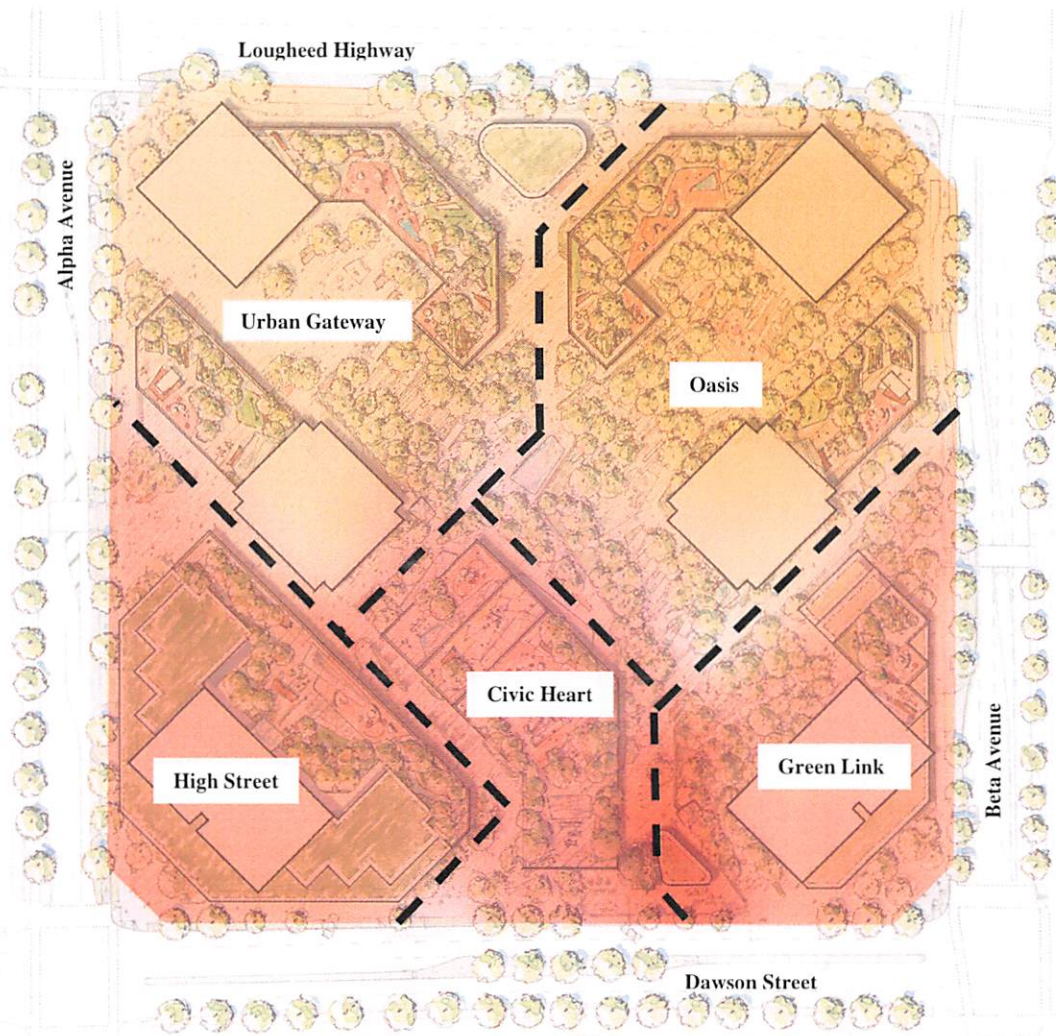


Figure #4 – The Five Districts

Each district would be developed with a common architectural and landscape vernacular, helping to create individual identities within the neighbourhood, while relating to adjacent and planned development on surrounding sites. Although development guidelines for each character area are defined through the Master Plan process, site specific development for the two main phases would be sought through Rezoning Reference #21-34 and subsequent Preliminary Planning Approvals (PPAs). The following is a brief overview of the intent for each Character Area.

- *The High Street District:* A strong retail expression at the corner of Alpha Avenue and Dawson Street with an active interface to the neighbourhood typifies the High Street, with a signature residential tower atop larger format anchor retail and grocery uses. Midblock plazas on both streets bookend a diagonal pedestrianized Alpha Alley that connects the two streets to create a porous entry into the civic heart of the site. High Street is identified to form a part of Phase 1 development. The intended form of development would be characterized by a high-rise strata

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residential apartment building between 30 to 45 storeys in height, over a podium with three storeys of strata residential atop two storeys of retail and flex office space at the ground level.

- **Urban Gateway District:** The northwest district is the predominant entry point and gateway into this transit oriented development, serviced by the Brentwood SkyTrain Station, Lougheed Highway, Willingdon Avenue and their transit connections. The district's built form assists in creating a strong street wall along Lougheed Highway, providing relief from this busy arterial road and allowing for the introduction of an oasis within the development. As the highest point on the site, the northwest corner is the proposed location for the tallest tower and a lower tower immediately south of it, from which point other towers will step down. The district acts as an urban gateway, inviting people into the heart of the development and anchors a strong northwest-southeast diagonal axis through the development, leading to the proposed Brentwood South Park (southeast of the development). The Urban Gateway is identified to form a part of Phase 1 of development. The intended form of development would be characterized by two high-rise market rental residential apartment buildings between 45 to 65 storeys in height, over mid-rises with up to nine storeys of non-market rental residential atop retail and flex office space at the ground level.
- **The Civic Heart District:** Located front and centre on Dawson Street and backing into The Oasis at the centre of the development, all routes through the site would lead directly to the Community Centre. The heart of the development can be seen from every surrounding district courtyard and plaza. The proposed Community Centre fronts the Dawson Plaza, a flexible open space adjacent to the Community Centre that supports activities to spill out under a protective canopy and allow Brentwood's most important civic structure to occupy the streetscape. The Dawson Plaza will provide a platform for various community events along the Dawson High Street, and surrounding residential and commercial uses to the south of the development. The bustle of Dawson Street is contrasted with the serenity of The Oasis on the north side of the Community Centre, where the majority of patrons will access the Community Centre through a series of human scaled gardens and plazas that create the 2.7 acre public realm shown in **Figure #4**, with access to and from the Town Centre's surrounding pedestrian, cycling and transit networks and within the public realm protected by statutory rights-of-way. The Civic Heart is identified to form a part of Phase 1 of development. The intended form of development would be characterized by a multi-story cantilevering structure designed to shelter outdoor areas on the south side and provide open sunny balconies and a sky park over the rest of the structure, with large recreational facilities cut into the grade of the sloping site to provide easy access for pedestrians, cyclists, transit users and motorists of all ages and abilities.
- **The Oasis District:** Located in the northeast corner of the development, The Oasis establishes a strong street wall along Lougheed Highway and offers an active and porous street edge along Lougheed Highway and Beta Avenue. Its elevated location at the north corner of the site allows for a vantage point for views down to the High Street and Green Link Districts. The Oasis' land use at grade is predominantly commercial with the potential for residential amenity

spaces interspersed, creating a space for local commercial and recreational activities. The internal courtyard creates a place for people of all ages and abilities to take leisure and relax. The sites topography is used to create interactive links between the commercial space and the recreational area. The Oasis is identified to form a part of Phase 2 of development. The

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intended form of development would be characterized by two high-rise market rental residential apartment buildings between 40 to 60 storeys in height, over mid-rises with up to nine storeys of non-market rental residential atop retail, flex office and amenity space at the ground level.

- **The Green Link District:** The Green Link is pivotal in establishing the Central Passage through the site. Located in the southeast, its position helps the continuation of movement through the site from the Brentwood SkyTrain Station to the proposed Brentwood South Park. Its internal vegetated courtyard creates a green connector and public realm gesture to Brentwood South Park (southeast of the site). It also functions as a transition from the residential qualities of The Oasis to the commercial qualities of The Gateway. This connection helps establish the predominant northwest-southeast diagonal axis of the development. The Green Link is identified to form a part of Phase 2 of development. The intended form of development would be characterized by a high-rise strata residential apartment building between 35 to 45 storeys in height, over a midrise with four storeys of strata residential atop a storey of retail and flex office space at the ground level.

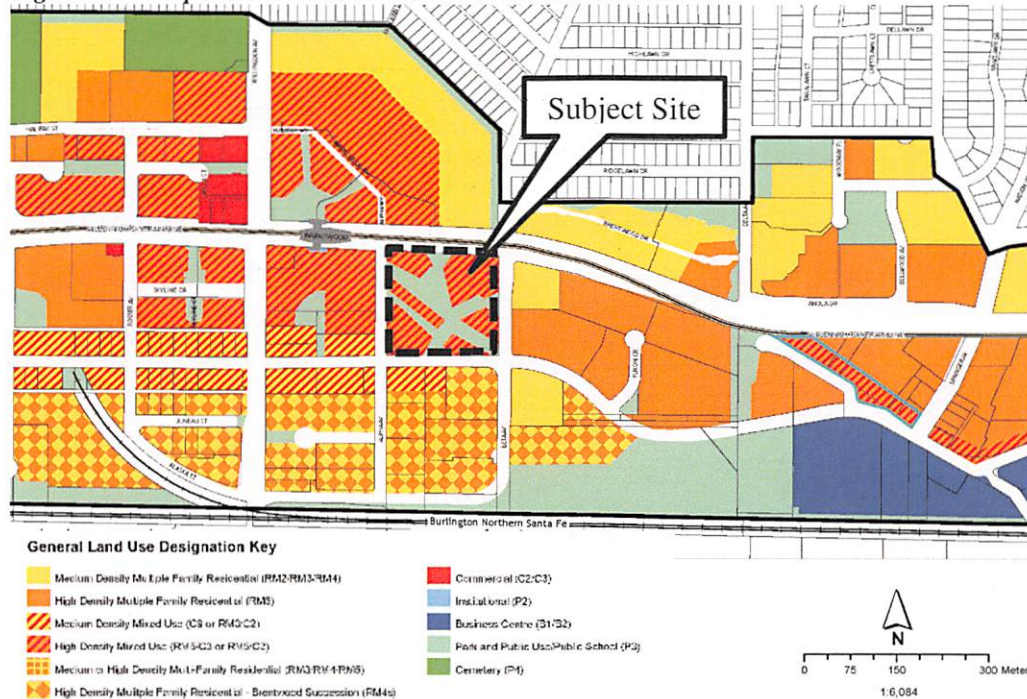
5.0 PROPOSED TOWN CENTRE PLAN AMENDMENT

As noted, the block bound by Lougheed Highway, Dawson Street, Alpha Avenue and Beta Avenue is currently identified in the Brentwood Town Centre Development Plan for high-density residential (RM5s and RM5r Multiple Family Residential District), medium-density mixed-use (C9 Urban Village Commercial), and medium or high-density residential (RM4s and RM4r or RM5s and RM5r Multiple Family Residential District).

The master planning process has identified a unique opportunity for the Grosvenor Brentwood site to become a vibrant community oriented around a green space and City community centre, transforming this underutilized site in the heart 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 Grosvenor Brentwood redevelopment is to achieve a balanced mix of residential, retail, open space and local employment uses. To achieve these goals, an area plan amendment is proposed as shown in **Figure #5**, 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 green corridors linking the Brentwood SkyTrain Station to the Brentwood South Park surrounding a new City owned and operated community centre, and commercial frontages along Lougheed Highway and Alpha Avenue to connect the Dawson High Street to the Brentwood Mall site. To ensure a wide assortment of local businesses, consistent with an urban village character, the M2 General Industrial is being added to permit brewpubs, distillery bars, cideries and maker spaces for the manufacturing of household goods, as an accessory use to a commercial use above grade; and agriculture use and mini storage use for future adaptive re-use of below grade parking areas, if permitted.

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Figure #5 – Proposed Brentwood Town Centre Plan Amendment



The proposed Town Centre Plan amendment includes the land use designations of the RM5s Multiple-Family Residential District; RM5r Multiple-Family Residential District, C3 General Commercial District, P3 Park and Public Use District and M2 General Industrial District as guidelines (see **Figure #5**).

In terms of the governing allowable density, a maximum RM5s residential floor area ratio of 6.1 FAR (inclusive of a 1.6 FAR density bonus and 1.1 density offset), a maximum RM5r rental residential floor area of 2.2 FAR, a maximum C3 commercial floor area of 6.0 FAR, and a maximum P3 park and public use floor area of 0.3 FAR would be applicable to the entire site, while a maximum potential M2 industrial floor area would be determined for portions of the site through a future site specific rezoning application.

6.0 PUBLIC CONSULTATION

Based on the aforementioned Master Plan Concept and proposed plan amendment, a report was advanced to the regular meeting of Council on 2022 March 07 outlining a proposed public consultation process to obtain input in advance of the completion of the Conceptual Master Plan. The completed public consultation process included two virtual open houses held on Wednesday March 23 and Thursday March 24 between 5:30 p.m. and 7:30 p.m. In advance of the open houses, approximately 11,000 information postcards summarizing the proposed concept were mailed to residents and property owners in the area generally bound by Brentlawn Drive to the north, Willingdon Avenue to the west, BNSF Rail line to the south and Delta Avenue to the East, as well as, made available at City Hall, and posted on the project webpage. The postcard directed interested parties to the City's Grosvenor Brentwood subpage (<https://www.burnaby.ca/our-city/projects/grosvenor-brentwood-master-plan/>), which included an invitation to attend the open houses, view the adopted Brentwood Town Centre

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Development Plan, Council adopted reports regarding the site's redevelopment, the open house presentation boards, and utilize a project email address for residents to submit feedback on the redevelopment proposal. To invite interested parties outside of the circulation boundary, advertisements for the open houses were also posted in the Burnaby Now and on the City of Burnaby main webpage. For those that were unable to attend either of the open house times, staff were also available at the Planning Department to provide detailed information on the concept and proposed plan amendment.

In total, 78 registrants signed up for the two virtual open houses. Feedback on a variety of topics was received in both open houses, and summarized into the four themes outlined in the breakout rooms:

1. Land Use & Form
2. Connectivity
3. Community Amenities
4. Public Realm

Land Use & Form – Comments were generally supportive, recognizing the need for high-density housing near transit. Specific comments noted the need for, non-market rental housing, accessible housing for people of all ages and abilities, a significant mix of housing for all stages of life including larger family units, energy efficient housing to be more environmentally responsible, childcare, and a broad mix of local retail, restaurant and office uses. The Master Plan addresses these points by placing higher buildings closest to the core of the Brentwood Town Centre, providing non-market rental units (at 20% below CMHC median rates) in accordance with the Rental Use Zoning Policy, generating 2/5 of the City's goals for market rental housing, meeting or exceeding the City's requirement that 20% of the housing units be adaptable to persons with disabilities, providing a broad range of unit types from more affordable studio and one bedroom units, to larger three + bedroom units to suit families with children. Energy efficiency is one of the sustainability goals of the proposed development. As part of the detailed design, opportunities for energy sharing will be reviewed to improve the energy efficiency of the commercial and residential buildings on site. Child minding is a component of the community centre and there is an opportunity for childcare in Phase 2 of the development. In addition, the M2 Industrial District is proposed to permit maker spaces for manufacturing and retail of domestic items like furniture, ceramics and clothing, as well as allowing for brewpubs, distillery bars and cideries, subject to the City's noise, vibration and pollution bylaws. The community centre has displaced the opportunity for significant office space in Phase 1, but there are potential opportunities in Phase 2 subject to market conditions.

Connectivity – Comments were supportive of improved transit integration given the site's strategic location, but cautioned focusing solely on transit and not providing the necessary pedestrian and cycling linkages, or appropriate vehicular access points to mitigate potential traffic impacts. The Master Plan addresses this concern by proposing internal passages and the Town Centre Standards on all frontages with extensive pedestrian and cycling linkages as outlined in Connecting Burnaby, Burnaby's Transportation Plan, and Climate Action Policy, as well as clearly legible vehicle access points supported by a comprehensive transportation study. Staff noted that TransLink is commencing work on the Brentwood SkyTrain Station to double its capacity in anticipation of additional trains.

Community Amenities – Comments were supportive of the proposed community centre, but several responses noted that a library, pool and school are also necessary. Further, such improved services and

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amenities must benefit area residents, creating a lively vibrant place to work and live. The proposed community centre addresses this issue with the balanced mix of uses proposed, providing two gymnasiums, multi-purpose rooms, maker spaces, child minding and weight rooms to serve the existing and future needs of the community. Brentwood's aquatic recreation needs are proposed to be met by the existing Eileen Dailly Leisure Pool and the future Burnaby Lake Aquatic and Arena Facility, and, subject to Council approval, a potential library can be considered in Phase 2 of the development. Staff are exploring options with School District 41 to locate another elementary school in the Brentwood Town Centre.

Public Realm – Comments were very supportive of an expanded open space network within the area, with some comments noting the need for these public spaces to be universally accessible, well connected with one another, and provided with appropriate weather protection so that they can be enjoyed by the greatest number of patrons. There was also interest in a Dog Park. The Master Plan addresses these points by ensuring that the proposed public open spaces are located on the ground level and can be accessed by people of all abilities. They are connected to one another by sidewalks and pathways on many levels that are universally accessible by strategically located elevators and escalators, with all being partially covered to allow for weather protection throughout the year. Special consideration is also being made in the design of the landscape for dogs and a dog park will be one of the programmatic elements considered for the Brentwood Park South when it is designed.

The feedback received at the open houses indicated general public support for the concepts and vision for the proposed Grosvenor Brentwood Master Plan concept. No further written feedback was received on the redevelopment proposal.

Following the initial public input process, City staff took the feedback obtained via the open houses and continued to work with the applicant and their consultants to refine the concepts and vision for the proposed Grosvenor Brentwood Master Plan – this work has been compiled in the draft Conceptual Master Plan proposed to be brought forward to Public Hearing.

To complete the public input process, the Master Plan is located at (<https://www.burnaby.ca/our-city/projects/grosvenor-brentwood-master-plan>) 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.

7.0 GENERAL COMMENTS

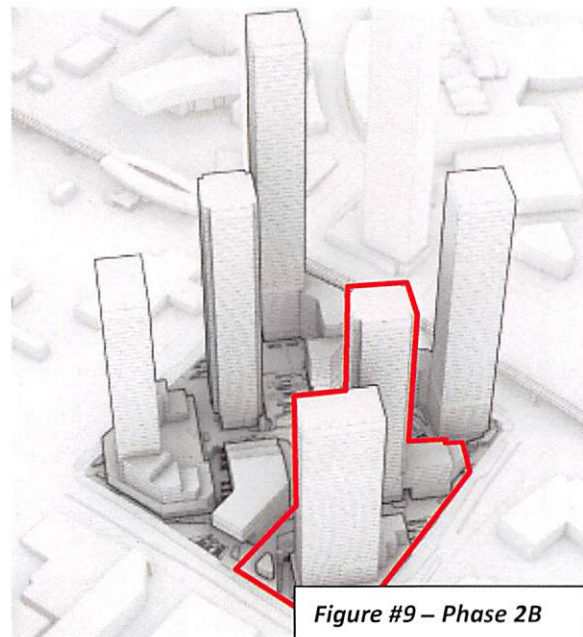
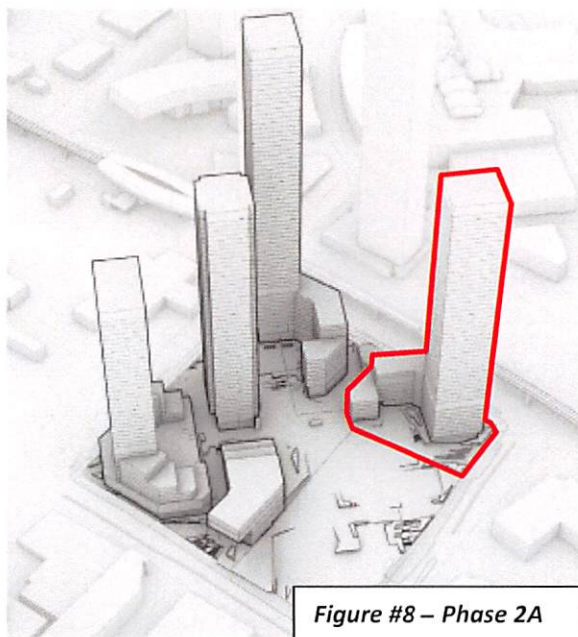
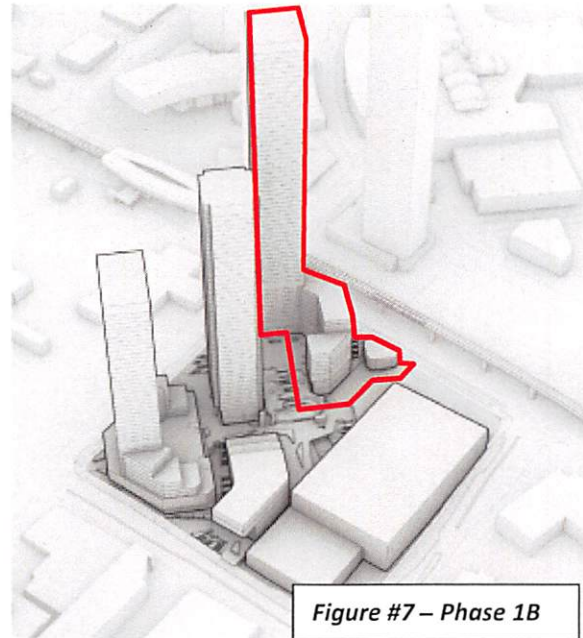
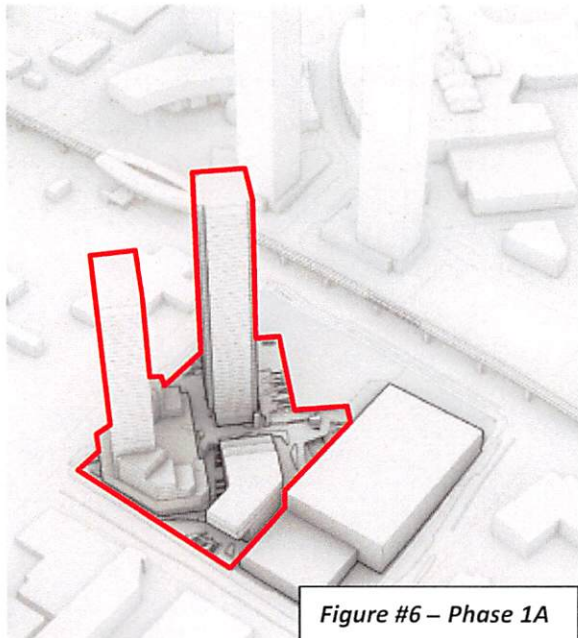
7.1 Phasing

In general terms, the approach is to phase the development of the site into two main phases, with each phase split into two sub-phases as shown in **Figures #6, #7, #8 and #9**. It is anticipated that all phases and sub-phases would be brought forward as a single, site-specific, rezoning application (Rezoning Reference #21-34).

Phase 1A involves the development of a condominium tower over a condominium podium, with a large format retail space and ancillary retail spaces, fronting Dawson Street and Alpha Avenue at street level; a market rental tower atop a residential podium fronting Alpha Avenue with a combination of smaller retail units at street level and office space above; and a low-rise community centre fronting on Dawson Street and backing onto the internal green space. Phase 1B involves the development of a

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market rental tower atop a mid-rise non-market rental podium fronting Alpha Avenue and Lougheed Highway, with a combination of smaller retail units and a single large format retail unit, and a stand-alone low-rise retail space mid-block on Lougheed Highway.



Phase 2A involves the development of a market rental tower atop a mid-rise non-market rental podium fronting Beta Avenue and Lougheed Highway, with smaller retail units at street level. Phase 2B involves the development of a condominium tower over a residential podium, with smaller retail units

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at Dawson Street and Beta Avenue; and a market rental tower atop a retail podium fronting Beta Avenue.

It is envisioned that all phases and their adjacent service provisions would be completed over a 12 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. The Grosvenor Brentwood Site is approximately 3.18 ha (7.86 ac.) in size, subject to legal survey. Under the proposed Area Plan Amendment to the Brentwood Town Centre Development Plan, the subject site would be designated for high-density multiple-family residential utilizing the RM5s and RM5r Multiple Family Residential Districts; commercial utilizing the C3 General Commercial; industrial utilizing the M2 General Industrial; and for a community centre utilizing the P3 Park and Public Use as guidelines.

Zoning District	Site Area (m ²)	Maximum FAR	Maximum Bonus FAR	Maximum Bonus GFA	Maximum GFA (m ²)
RM5s Multiple-Family Residential District	31,807.60	3.4	1.6	50,892.16	159,038.00
RM5r Multiple-Family Residential District	31,807.60	2.2	N/A	N/A	69,976.72
Off-Set	31,807.60	1.1	N/A	N/A	34,988.36
C3 General Commercial District	31,807.60	6.0	N/A	N/A	190,845.60
P3 Parks and Public Use	31,807.60	0.3	N/A	N/A	9,542.28
M2 General Industrial	31,807.60	TBD	N/A	N/A	TBD
Total					464,390.96

Table #1 - Permitted Density Maximum

The Grosvenor Brentwood Site's maximum residential density permitted would be up to 8.3 FAR, maximum commercial density permitted would be up to 6.0 FAR, and maximum park and public use density permitted would be 0.3 FAR as outlined in **Table #1 above**, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Committee and Council. The maximum industrial density will be determined as part of the subsequent site specific rezoning approvals in order to better identify appropriate locations for utilization of the M2 District zoning. Note that the density in the proposed community centre is being treated as commercial density for the purposes of the calculation of commercial rental density and that industrial uses above grade would be limited to uses that were accessory in nature and subject to all environmental regulations

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relating to sound, vibration and pollution. Industrial uses below grade are anticipated for future adaptive re-use of the underground parkade, if approved, and would be limited to only those uses that served the immediate community.

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. A density allocation covenant will guide each phase of development in accordance with Table #1 above. It is acknowledged that the maximum gross floor areas of each building will be determined through Rezoning Reference #21-34, and that the collective gross floor areas of all buildings shall not exceed the maximum density identified for the site as indicated in Table #1, or as allotted to each phase in accordance with the terms of the density allocation covenant. It is further noted that the applicant may choose to refine the mix of market rental and strata units and increase the office and retail component through the site specific rezoning insofar that it does not result in an increase in the number of buildings, their permitted maximum height, or exceed the maximum density identified for the site as indicated in Table #1. The proposed density distribution is shown in the **Figure #10** Massing and Density Axonometric.

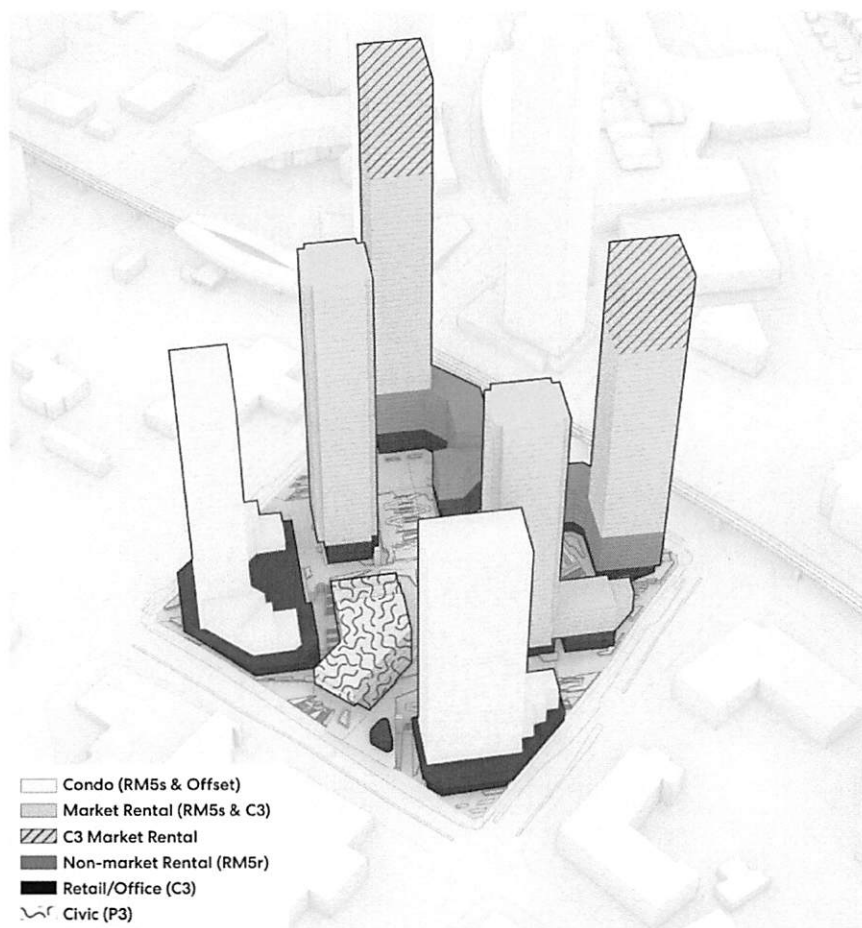


Figure #10 – Massing and Density Axonometric

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7.3 Inclusionary Rental

In accordance with Council's Rental Use Zoning Policy, 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 market units delivered through the RM5s District (excluding offset) as non-market 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 non-market rental housing (at or below 80% of CMHC median rates) in order to help meet the City's housing affordability objectives provides access to the 1.1 FAR offset density available under the RM5s District. Sufficient density for the inclusionary units would be derived from the addition of the RM5r Multiple Family Residential District.

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 be provided at a 1:1 ratio of market rental units to non-market rental units (at CMHC market median rates). This arrangement would be secured through a Section 219 Covenant and Housing Agreement. Finally, it is noted that the subject site is appropriately sized under the Brentwood Town Centre Plan to accommodate the total cumulative densities being proposed and is therefore supported by staff.

7.4 Density Bonusing

Given the site's Town Centre location, the applicant is proposing to utilize the density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 182,599 sq. ft. strata and 365,198 sq. ft. rental floor area included in the development proposal. The Realty and Lands Division has established separate values of the density bonus for strata and for rental uses on the site. The funds will be received as an undesignated cash contribution-in-lieu for the future provision of a community benefit as determined by Council. To coincide with the time of sale or rental agreement, the applicant has the opportunity to provide payment at the time of Final Adoption of the subject rezoning, or alternatively, defer payment to issuance of Preliminary Plan Approval, with an annual interest of 2% over the posted RBC Prime rate, as determined by the Chief Financial Officer, to be remitted quarterly to the City on the unpaid balance of the density bonus amount. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

7.5 Community Centre

Through the development of the Master Plan, Grosvenor, the developer, has proposed to provide the City with an airspace parcel fronting Dawson Street for a Community Centre. Under Council direction, staff have used the 2019 Northwest Needs Assessment and 2020 Functional Working Program to work with the applicant to develop a schematic concept for a stacked community centre fronting Dawson Street with all of the required components. The community centre is proposed for inclusion in Phase 1 of Rezoning Reference #21-34 and is proposed to be constructed by Grosvenor and funded entirely through amenity density bonus, as noted above. To secure the services of Grosvenor for design and development of the community centre, a Design, Development Contract Management Agreement (DDCMA) is required. To ensure the community centre airspace parcel is provided at the time of airspace subdivision and prior to occupancy of Phase 1, a Purchase and Sale Agreement (PSA) is

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required. Both agreements will be executed prior to Final Adoption of the subject rezoning application.

7.6 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 are 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
- Adaptive Re-Use

These standards are not intended to restrict the architectural expression of the project as design aesthetics may vary 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.

7.7 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 Step Code 3 with a conventional heating system, or Step Code 2 with a low carbon emission system for the first phase, and ratings reflecting policies of the day 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

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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.

7.8 Parking and Loading

Utilising the targets in the City's new Transportation Plan and in support of the goals in the Climate Action Plan, the applicant's consultants are preparing a Master Transportation Impact Assessment (Master TIA), for review by the City and Ministry of Transportation and Infrastructure in support of this application. To determine the optimal level of parking required for this centrally located, pedestrian oriented site, immediately adjacent to a SkyTrain Station and Bus exchange, additional parking and loading studies to determine specific parking and loading ratios are being prepared that will be supported by a package of transportation demand management measures to encourage sustainable forms of transportation and minimize the construction of excess carbon intensive infrastructure and excavation.

7.9 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 the phase specific development applications. At the time of the site specific rezoning, the Engineering Department will assess the need for any required services to the site, including, but not necessarily limited to:

- construction of Lougheed Highway 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 Beta 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;
- proportionate contribution toward replacement of the Beta sanitary pump station
- proportionate contribution toward replacement of the Beta sanitary pump station;
- proportionate contribution toward proposed Brentwood Town Centre pedestrian and cycling overpasses; and,
- storm, sanitary sewer and water main upgrades as required.

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7.10 Road Dedications

To support the foregoing servicing requirements, road dedications are required on Lougheed Highway, Alpha Avenue, Beta Avenue and Dawson Street. As dedication requires appropriate site remediation to City standards, frontage dedication will be taken at the time of a site specific rezoning application.

7.11 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. Accessible parking stalls in accordance with BC Building Code Requirements will also be required. Residential accessible parking stalls would be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation and/or rental Management Company.

7.12 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.

7.13 Required Covenants

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 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;

7.14 Acoustical Analysis

As part of the site specific rezoning application, the applicant is required to provide an acoustical study due to the proximity of the subject site to Lougheed Highway and the Millenium Line SkyTrain, showing that the proposed development would meet the Council-adopted noise criteria.

7.15 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 of the site specific rezoning application 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 will be required as part of the suitable plan of development to replace existing trees to be removed from the site.

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7.16 Stormwater and Groundwater Management

A master conceptual stormwater and groundwater management plan is required for the site. A suitable engineered design to the approval of the General Manager 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.

7.17 Site Disclosure Statement and Environmental Remediation

Given the site's current commercial and industrial uses, a site disclosure statement 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.

7.18 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 Master Comprehensive Sign Plan will allow for variances to the Burnaby Sign Bylaw in regard to the permitted size, number and types of signage on any given frontage. In line with similar master plan rezoning applications for Station Square, Brentwood Mall, SOLO District and Lougheed 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.

7.19 Construction Management and Access Plan

A detailed construction management and access plan, to the approval of the General Manager 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.

7.20 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 and Design Guidelines for the Grosvenor Brentwood site at the southeast corner of Lougheed Highway and Dawson Street. As one of the key sites within the Brentwood Town Centre Development Plan, since its adoption in 1996 the

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plan has identified the site for both high-density residential development, commercial, industrial, and park and public uses. The concept, established through the Grosvenor Brentwood Master Plan, realizes this initial intent by proposing a truly unique place within Burnaby, with the ability to become a residential, commercial, and community hub for Brentwood, and the City as a whole. The development concept is supported by a dynamic public realm, which includes a new City community centre and green corridors connecting key points of the site to the Brentwood SkyTrain Station, as well as a the future Brentwood Park South. The public realm is complemented by the surrounding built form, which is proposed to comprise six (6) residential buildings ranging in height from 30 storeys to 70 storeys. To accommodate the proposed high-density mixed-use, City community centre and green spaces, a minor amendment to 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, 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 12 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 proposed for approval through 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.


for: E.W. Kozak, General Manager
PLANNING AND DEVELOPMENT

IW:tn

Attachments

cc: Deputy Chief Administrative Officer and CFO
General Manager Parks, Recreation and Cultural Services
General Manager Engineering
General Manager Community Safety
City Solicitor
City Clerk

SCHEDULE A
REZONING 19-38

ADDRESS	LEGAL DESCRIPTION	PID
4612 Lougheed Highway	Lot A District Lot 124 Group 1 New Westminster District Plan BCP48057	028-582-365
4664 Lougheed Highway	Lot 81“A” Except: Firstly: The West 150 Feet; Secondly; Part Now Road On Statutory Right Of Way Plan 4957; District Lot 124 Group 1 New Westminster District Plan 3348	002-908-468
2040 Alpha Avenue	Lot 6 District Lot 124 Group 1 New Westminster District Plan 3343	003-408-094
2140 Alpha Avenue	North Half Lot 11 District Lot 124 Group 1 New Westminster District Plan 3343	010-995-447
2150 Alpha Avenue	South Half Lot 11 District Lot 124 Group 1 New Westminster District Plan 3343	003-166-341

