

TO: MAYOR & COUNCILLORS

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: REZ #23-19 – 4545 AND 4587 JUNEAU STREET – MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT WITH COMMERCIAL – SOUTH YARDS PHASE TWO - BRENTWOOD TOWN CENTRE PLAN

PURPOSE: To seek Council authorization to forward REZ #23-19 to First and Second Reading at a future Council meeting.

REFERENCES

Addresses: 4545 Juneau Street and 4587 Juneau Street
Legal: PIDs: 031-804-331 and 031-804-357
Parcel C District Lot 124 Group 1 New Westminster District Plan EPP122282; and Parcel D District Lot 124 Group 1 New Westminster District Plan EPP122282

Applicant: Anthem Properties Group Ltd.
Suite 1100 Bentall IV, Box 49200
1055 Dunsmuir Street
Vancouver, BC V7X 1K8
Attention: Tracy McRae

CURRENT ZONING: 4545 and 4587 Juneau Street:
CD Comprehensive Development District (based on RM4s Multiple Family Residential District, RM4r Multiple Family Residential District, C9 Urban Village Commercial District, and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled “The Grove Concept Book” prepared by IBI Group)

PROPOSED ZONING: 4587 Juneau Street:
Amended CD Comprehensive Development District (based on RM4s Multiple Family Residential District, RM4r Multiple Family Residential District, C9 Urban Village Commercial District, Brentwood Town Centre Development Plan and The Grove Concept Book as guidelines and in accordance with the development plan entitled “South Yards Phase 2” prepared by Arcadis Architects)

PROPOSED ZONING: 4545 Juneau Street:
P3 Park and Public Use District

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #23-19 be prepared and advanced to First Reading and Second Reading at a future Council meeting;

THAT a Housing Agreement be authorized according to the terms outlined in Section 3.5 of the report titled “REZ #23-19 – 4545 and 4587 Juneau Street – Multiple Family Residential Development with Commercial – South Yards Phase Two – Brentwood Town Centre Plan” dated January 28, 2025, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw; and

THAT the items listed in **Attachment 3** to the report be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #23-19.

EXECUTIVE SUMMARY

A rezoning application has been received to advance Phase 2 of the South Yards Master Plan (REZ #17-36) to allow for the construction of a mixed-use development with a 42 storey residential high-rise, rental building podium, and ground-level commercial unit at 4587 Juneau Street (the “development site”), and an approximately one-acre park to be City-owned at 4545 Juneau Street (the “park site”). The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw be brought forward for First and Second Reading at a future date of Council.

1.0 POLICY SECTION

The proposed rezoning application is consistent with the following policies and plans adopted by Council:

- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy (2021)
- Rental Use Zoning Policy (2020), and
- Brentwood Town Centre Development Plan (1996).

2.0 BACKGROUND

2.1 The subject development site is located on the northwest corner of Juneau Street and Alpha Avenue and is designated as a Town Centre in the Official Community Plan, with a high density Multiple Family Residential designation in the Brentwood Town Centre Development Plan (see **Attachment 1**).

- 2.2 On May 30, 2022, Council granted Final Adoption to Bylaw No. 14060 (REZ #17-36), which rezoned the subject sites to the current Comprehensive Development District that is based on the RM4s District, RM4r District, C9 District, Brentwood Town Centre Plan as guidelines, and in accordance with the Grove Concept Book Master Plan. The intent of the Master Plan was to facilitate four phases of development on the site into a high-density, mixed-use area; with the goal of providing a variety of housing opportunities, a pedestrian oriented network, more diverse employment and service opportunities, and a significant public open space. The Master Plan site is now referred to as South Yards after its purchase by Anthem Properties.
- 2.3 Vehicular access to the development site is proposed from Juneau Street, and both sites can be accessed from the proposed east-west lane to the north. The Phase 2 subject sites have a total area of approximately 7,630 m² and are currently being used to stage construction of Phase 1 of the South Yards Master Plan immediately to the north and west of the subject site. To the immediate south of the subject sites is an industrial building constructed in 1965, and an undeveloped lot that is being used for Phase 1 construction staging. Both these lots are part of Grove Master Plan's future phases. To the east of the subject sites (and across Alpha Avenue) are two high density residential buildings comprised of 23 and 31 storey towers developed under REZ #15-30 and REZ #14-11.
- 2.4 On October 16, 2023, Council received for information an initial rezoning report, which proposed to rezone the *subject development site* to an amended CD Comprehensive Development District to facilitate the Phase 2 development and park delivery. The applicant has now submitted a plan of development suitable for First and Second Reading.

3.0 GENERAL INFORMATION

- 3.1 The proposal, as shown in **Figure 1**, includes a 42-storey residential tower with a 5-storey podium on the northeast corner of the development site. The development proposal consists of 450 market strata units in the tower and building podium, with 45 non-market rental units in the remainder of the podium. The southwest corner of the development site includes a commercial unit with the opportunity for small-scale commercial uses to serve the day-to-day needs of residents in the neighbourhood and adjacent park.

Vehicular access to underground parking is provided via Juneau Street and loading, solid waste and recycling are accessed via the rear lane. Pedestrian access is provided to the strata and commercial units from Juneau Street and to the rental from Alpha Avenue. To provide convenient access to the Brentwood Skytrain Station to the north, residents also have access to the pedestrian network in the rear lane, which will bring them out to a future mid-block crossing along Dawson Street. A statutory right of way securing public access over the future private lane and driveway connecting Dawson Street to the rear lane was registered in connection with Phase 1 of the Master Plan (REZ #19-25). A more detailed summary of the proposed development, including density, floor area, residential unit mix, amenity space, and parking and loading, is provided in **Attachment 2**.

Figure 1: Land Use and Tenure

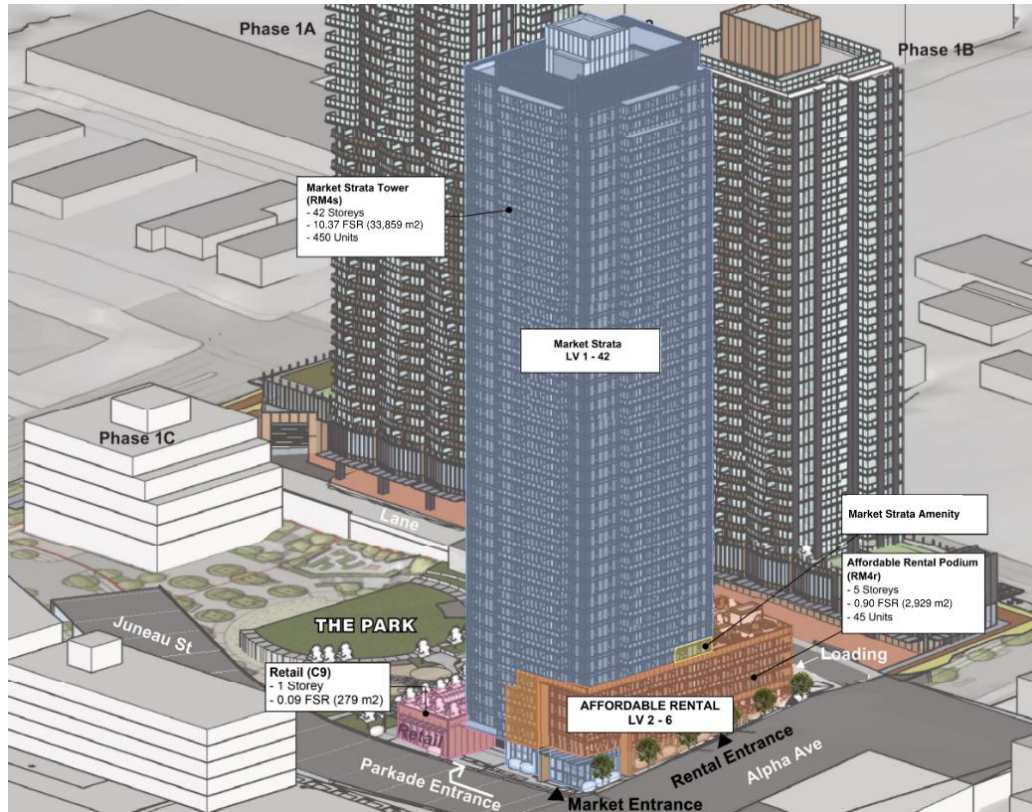
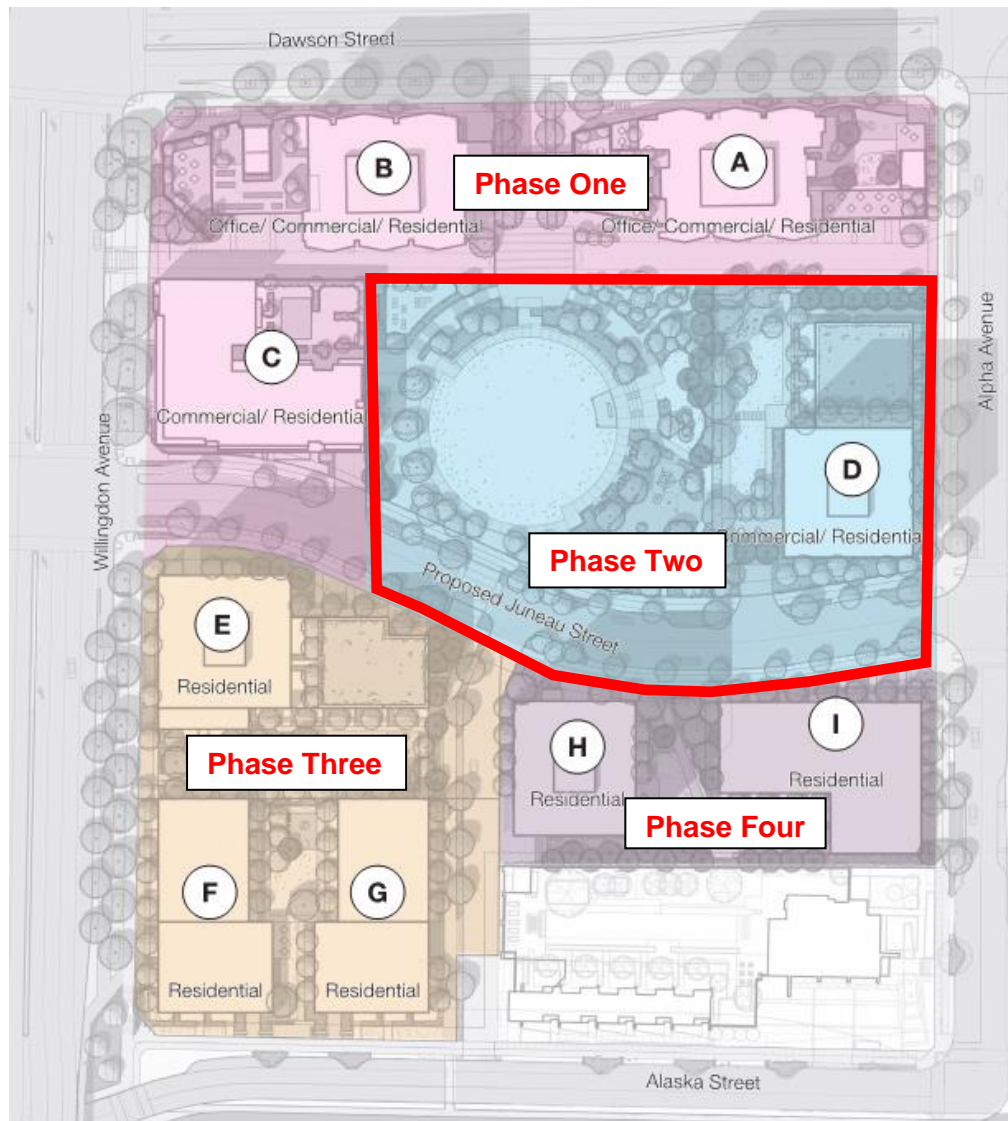


Figure 2: Site Plan for City Park



- LEGEND**
- 1 Great Lawn
 - 2 Stage
 - 3 Lookout with Guardrail
 - 4 Lookout with Feature Paving and Guardrail
 - 5 Picnic Table
 - 6 Accessible Picnic Table
 - 7 Adirondack Chairs
 - 8 Ping Pong Tables
 - 9 Backless Bench
 - 10 Backed Bench
 - 11 CIP Concrete Stairs
 - 12 CIP Concrete Seating Steps with Timber Tops
 - 13 Bike Racks
 - 14 Play Equipment - Small Climbing Net
 - 15 Play Equipment - Spinner
 - 16 Play Equipment - Small Climber With Slide
 - 17 Play Equipment - Springer
 - 18 Play Equipment - Bucket Swing
 - 19 Resilient Surfacing
 - 20 CIP Concrete Paving with Granite Edger
 - 21 Granular Paving with Granite Edger
 - 22 Feature Paving
 - 23 CIP Concrete Paving
 - 24 CIP Concrete Terraced Walls
 - 25 Storage Entry
 - 26 Boulders
 - 27 Feature Planting
 - 28 Lawn
 - 29 Edible Planting
 - 30 Native Urban Forest
 - 31 Wall for Future Art

Figure 3: Master Plan Phasing



3.2 Density is determined based on the gross site area and the permitted Floor Area Ratio (FAR). The maximum permitted and proposed density for the subject development site is outlined in **Table 1 and Table 2**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 2** as a result of design refinements or detailed surveys, subject to proposed Density (FAR) not being exceeded.

Table 1: Permitted Master Plan density and remaining density available after density allocated to Phase 1

Master Plan Site Area (subject to survey): 33,791 m²		
	Permitted GFA (m²)	Approx. Remaining GFA (m²) following Phase 1
RM4s Base Density	57,444.70	31,574.88
RM4s Bonus Density	10,137.30	5,572.04
RM4s Suppl. Base Density	27,032.80	14,858.77
RM4s Suppl. Bonus Density	27,032.80	14,858.77
RM4r Density	57,444.70	46,654.50
Density Offset	28,722.35	28,722.35
C9 Density	17,439.40	12,348.08
TOTAL GFA	225,254.05	154,589.39

Table 2: Proposed Phase 2 density based on subject site area

Zoning: CD (C9, RM4s, RM4r)		
4587 Juneau Street (Development Site) Site Area (subject to survey): 3,265.63 m²		
	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM4s Base	2.45	106
GFA	7,993.43	
RM4s Bonus	0.43	19
GFA	1,410.61	
RM4s Suppl. Base	1.15	50
GFA	3,761.62	
RM4s Suppl. Bonus	1.15	50

GFA	3,761.62	
RM4r	0.90	45
GFA	2,928.95	
Density Offset	5.18	225
GFA	16,931.62	
C9	0.09	--
GFA	278.71	
Total Density	11.35	495
Total GFA	37,066.56	

3.3 The applicant is proposing to utilize the density offset available from the Phase 1 rezoning (REZ #19-25) as part of the subject Phase 2 rezoning (REZ #23-19). Phase 1 includes two high rise towers and a 6-storey building totaling 948 units (790 strata residential and the necessary 158 non-market rental units to meet the Rental Use Zoning Policy). The inclusionary rental provision provided in Phase 1 generates a density offset of 12,934.91 m². This offset density was not utilized in the Phase 1 development and is therefore eligible to be allocated to the Phase 2 site through the Density Allocation Covenant for the Master Plan.

As noted above, a small commercial unit (approximately 278.71 m² or 3,000 sq.ft.) utilizing the C9 District as a guideline is proposed at the south-west corner of the building. The inclusion of a commercial unit is considered supportable as it meets the objectives set for street activation while allowing for services that are easily accessible and encourages social interaction within the neighbourhood.

It is noted the park site is compliant with the provisions of the P3 Park and Public Use District. The density allocation covenant registered across the Master Plan site will be amended through this rezoning to account for the density utilized in Phase 2, and to allocate the residential density from the park site to the remainder of the Master Plan lands.

3.4 As noted in **Table 2**, the applicant is proposing to use the amenity density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 5,172.23 m² of bonused gross floor area (GFA) included in the development proposal. The Real Estate Division of the Lands and Facilities Department will initiate discussions with the applicant on the amenity bonus value. A separate report detailing the amount and value of the density bonus will be forwarded to Council for consideration and approval prior to the subject rezoning amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions will be applied toward the City-Wide Community

Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

The applicant has two alternative options to the standard amenity bonus negotiation and payment procedure. In Option 1, the applicant may negotiate the density bonus value prior to Final Adoption but defer payment of the density bonus amount to issuance of Preliminary Plan Approval, subject to (1) payment to the City, on a quarterly basis, of interest in respect of the unpaid density bonus amount at the rate of 2% over the posted RBC Prime rate beginning on the date of Final Adoption of the rezoning bylaw, and (2) the registration of a Section 219 Covenant restricting issuance of Preliminary Plan Approval and a building permit and further subdivision of the development site until payment in full of the density bonus amount. As the subject sites are part of a master planned site, there is a second available option, Option 2, that allows the applicant to defer negotiation and payment of the density bonus value to Preliminary Plan Approval, subject to the registration of a Section 219 Covenant restricting marketing of the market strata units, issuance of Preliminary Plan Approval and a building permit, and further subdivision of the development site, until payment in full of the density bonus amount.

- 3.5 With respect to the rental component of the project, this application is proposed to be processed in accordance with the City’s Rental Use Zoning Policy (RUZP), utilizing Stream 2 – Inclusionary Rental. Phase 2 generates an inclusionary requirement of 45 non-market units (20% of base density). To ensure affordability, the rental rates that may be charged for the required inclusionary rental units are to be set at 20% below Canadian Mortgage and Housing (CMHC) median rents for the North Burnaby rental survey zone in compliance with the RUZP. To assist with the provision of the non-market rental housing, a density offset is available.

The registration of a Housing Covenant and Housing Agreement will be required to protect and regulate affordability and tenant eligibility requirements of the required inclusionary rental units.

- 3.6 A residential parking ratio of 0.76 spaces per unit is proposed, comprised of 0.80 spaces per market strata unit, and 0.31 spaces per non-market rental unit. A commercial parking ratio of 1 space per 55.0 m² of floor area is proposed. It is noted that 100% of the residential stalls and 45% of the non-residential stalls will be EV-Ready. The vehicle parking rates outlined above may be varied prior to the issuance of a Preliminary Plan Approval in line with the rates set out in this paragraph or the then-current requirements in the Burnaby Zoning Bylaw, subject to any necessary changes to the transportation demand management (TDM) strategy for the site to be in line with Council adopted guidelines or standards. Bicycle parking provisions are outlined in **Attachment 2**. Further, the applicant is providing a comprehensive transportation demand management strategy for both rental and strata residents, which includes:

- A transit subsidy fund equal to \$2,850 per dwelling unit to reimburse a portion of transit pass fees for each dwelling unit;

- provision of \$1,500 in car share vehicle driving credits per dwelling unit;
- provision of four parking spaces for car share vehicles on-site with Level 2 or higher EV charging level;
- provision of bicycle repair and maintenance stations on-site; and
- a Communications Strategy that provides the building owners, tenants and employees of the residential and commercial uses with an understanding of how to best use each of the alternative transportation options.

The final transportation demand management strategy measures may be varied prior to Final Adoption in line with adopted City policy or bylaw regulations, as amended from time to time.

- 3.7 Transportation and servicing improvements include, but are not limited to, completion of Juneau Street to a final Two-Lane Local Town Centre Standard across the frontage of both sites, construction of the Alpha Avenue frontage adjacent to the development site, any required improvements to the rear lane, and any required storm, sanitary and water services.
- 3.8 An option to purchase, and statutory right of way over the park site in favour of the City were registered under Phase 1 (REZ #19-25). In addition, a Section 219 Covenant (the “Park Covenant”) was also registered under Phase 1 (REZ #19-25), which established a plan for the park design and required the applicant to complete and transfer the park to the City prior to occupancy of Phase 2 development site. As shown in **Figure 2** above, the Park when completed will include a variety of amenities including but not limited to, construction of a stage, lookout areas, installation of site furnishings such as seating and picnic tables, concrete stairs, bike racks, play equipment, urban forest and planting areas, and a large flexible lawn that will not only serve the residents of the development but also wider community to accommodate different community events and needs. It is noted that Final Determination and Certificate of Compliance for the entire Master Plan site was received through Phase 1 REZ #19-25 confirming no contamination on the Park Site. Any necessary amendments to the existing Park Covenant will be assessed prior to Final Reading, including any refinements to the park design or further restrictions (in addition to a restriction of Phase 2 occupancy) to secure the construction of the park site and its transfer to the City.
- 3.9 The provision of public art is a prerequisite of this rezoning. In accordance with the City’s Public Art Policy, the applicant may satisfy the public art requirement through one of two options: Option 1 is to provide public art on the subject site, and Option 2 is to provide a cash-in-lieu contribution to public art. A final determination of which option applies will be made prior to Final Adoption of the rezoning, with all necessary covenants secured to ensure delivery of the artwork or cash in lieu payment.
- 3.10 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3**. In part, the prerequisites include the necessary fees, financial securities, professional reports, legal and servicing agreements, easements, covenants, and statutory rights-of-way to facilitate the servicing and development of the proposed site.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

As of November 30, 2023, the Housing Statutes (Residential Development) Amendment Act, 2023 amended Section 464 of the Local Government Act to prohibit local governments from holding a Public Hearing for rezoning applications that are all or predominantly (greater than 50%) residential, where the proposed rezoning is consistent with the City's Official Community Plan. As such, a Public Hearing is prohibited from being held for this rezoning application.

Public notice of the Rezoning Bylaw for REZ #23-19 will be completed prior to bringing forward the Rezoning Bylaw for First Reading, in accordance with section 467 of the *Local Government Act*, the City's Public Notice Bylaw and Council policy. City staff will mail a notice to those properties that are within a 30 m radius of the subject site. A public notice will also be published on the City's website, distributed as part of the City's online newsletter, and a sign regarding the proposal will be posted on the site.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Sketch #1 and Sketch #2

Attachment 2 – Development Statistics

Attachment 3 – Rezoning Prerequisites

REPORT CONTRIBUTORS

This report was prepared by Rushi Gadoya, Planner 2, and reviewed by Ian Wasson, Senior Development Planner, Jennifer Wong, Assistant City Solicitor, Carl Isaak, Director Neighbourhood Planning and Urban Design, Mark Norton, Manager Development and Jesse Dill, Director Development.