

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **REZ #24-23 – 3900 GRAND PROMENADE, 9850 AUSTIN ROAD, AND 9858 AND 9898 GATINEAU PLACE – MIXED-USE COMMERCIAL/RESIDENTIAL DEVELOPMENT – LOUGHEED TOWN CENTRE PLAN**
PURPOSE: To seek Council authorization to forward REZ #24-23 to First and Second Reading at a future Council meeting.

REFERENCES

Address: 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place

Legal: PIDs: 032-344-384; 032-344-414; 032-344-422; 032-344-449
Lot 1 District Lot 4 Group 1 New Westminster District Plan EPP136470;
Lot 2 District Lot 4 Group 1 New Westminster District Plan EPP136470;
Lot 3 District Lot 2 Group 1 New Westminster District Plan EPP136470;
and Lot 4 District Lot 2 Group 1 New Westminster District Plan EPP136470

Applicant: Pinnacle International
300 – 911 Homer Street,
Vancouver, BC V6B 2W6
Attention: Jim Ralph

Current Zoning: CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District, Lougheed Core Area Master Plan, and Lougheed Town Centre Plan as guidelines and in accordance with the development plan entitled “Pinnacle Lougheed” prepared by JYOM Architecture)

Proposed Zoning: Amended CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District, Lougheed Core Area Master Plan, and Lougheed Town Centre Plan as guidelines and in accordance with the development plan entitled “Pinnacle Lougheed Amendment” prepared by JYOM Architecture and Bingham + Hill Architects)

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #24-23 be prepared and advanced to First and Second Reading at a future Council meeting; and

THAT the items listed in **Attachment 3** to the report titled “REZ #24-23 – 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place – Mixed-Use Commercial/Residential Development – Lougheed Town Centre Plan” dated

March 25, 2025 be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #24-23.

EXECUTIVE SUMMARY

A rezoning application has been received to amend the previous rezoning of the subject lands pursuant to Rezoning Reference #18-32 (Bylaw No. 14447), which received Final Adoption on September 23, 2024, and included two market strata residential buildings of 80 and 73 storeys, respectively, inclusive of a 13-storey retail and office podium. The applicant is proposing to remove commercial office use and replace it with additional market strata residential use, which includes the proposal of 292 additional market strata units. The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw for REZ #24-23 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),
- Lougheed Town Centre Plan (1997)
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy (2021), and

2.0 BACKGROUND

2.1 The subject site (Austin-Gatineau site) is located on the south side of Austin Road, between North Road and Lougheed Highway, and is designated for high-density residential/commercial mixed-use within the Core Area Master Plan of the Lougheed Town Centre Plan, and town centre uses in the Official Community Plan (see **Attachment 1 – REZ #24-23: Sketch #1 and Sketch #2**). The subject site is comprised of 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place, which are improved with surface parking lots and a residential sales centre.

2.2 On August 29, 2016, Council granted Final Adoption to REZ #15-23 (Bylaw No. 13568), which established the Lougheed Core Area Master Plan and associated Development Guidelines for the phased mixed-use redevelopment of the City of Lougheed (TCOL) site and select properties to the south in line with the adopted Lougheed Town Centre Plan. The Master Plan provides direction related to the general land use, form, massing, subdivision pattern, site servicing, development phasing, and distribution of applicable development densities in the Core Area. A Density Allocation Covenant was registered on the lands comprising the eight

development phases described in the Master Plan in order to govern the overall site density and has been (or will be) amended as each phase is rezoned pursuant to a site-specific rezoning application.

2.3 In February 2018, Shape Properties sold a portion of their holdings, identified as the “Austin-Gatineau site”, currently located at 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place, to Pinnacle International. In connection with the land sale, an amended Density Allocation Covenant was registered to allocate 176,515.78 m² of residential density to the Austin-Gatineau site to facilitate a high-density mixed-use development.

2.4 In 2018, the applicant submitted a rezoning application (REZ #18-32) for Phase 1 of the Austin-Gatineau site, which proposed the development of a high-density, mixed-use commercial/residential development that included two strata residential buildings, of 60 and 67 storeys, respectively, atop a 13-storey commercial retail/office podium. A total of 1,466 market strata units, 1,236.1 m² of retail space and 47,854.1 m² of office space were proposed.

In accordance with the Rental Use Zoning Policy, REZ #18-32 was required to comply with Stream 2 – Inclusionary Rental requirements. In addition to the massing, uses, and residential tenure outlined above, REZ #18-32 allocated the remaining RM5s density, as well as securing the total number of strata units (2,474 units), for Phase 2 and Phase 3 of the “Austin-Gatineau site” in order to identify the total Inclusionary non-market rental unit requirement of the Rental Use Zoning Policy for the entire site.

2.5 In 2020, the applicant submitted a rezoning application (REZ #20-18) for 3846 Carrigan Court (Carrigan site), which proposed a high-density, multiple family residential development that included a high-rise residential strata building and two high-rise non-market rental buildings. REZ #20-18 was intended to develop concurrently with REZ #18-32 in order to facilitate a density transfer of RM5r District density between the two sites, which included the accommodation of the required Inclusionary non-market rental units (405 units) generated from the entire Austin-Gatineau site on the Carrigan site, based upon 2,028 total strata units proposed across the Austin-Gatineau site attributed to the RM5s density for the site (excluding density offset). In addition to the Austin-Gatineau site Inclusionary non-market rental units, the Carrigan site accommodates the Rental Replacement requirement of the Carrigan site as well as the strata density generated by the Carrigan site. In total, 354 market strata units, 141 Replacement rental units, and 405 Inclusionary rental units were proposed for the Carrigan site under REZ #20-18.

2.6 On September 23, 2024, Council granted Final Adoption to the rezoning bylaws associated with both REZ #18-32 and REZ #20-18. It is noted that a Section 219 Covenant was registered on title to both the Austin-Gatineau site and the Carrigan site that restricts occupancy of the market strata developments thereon until a certificate of occupancy has been issued in respect of the Inclusionary non-market units at the Carrigan site.

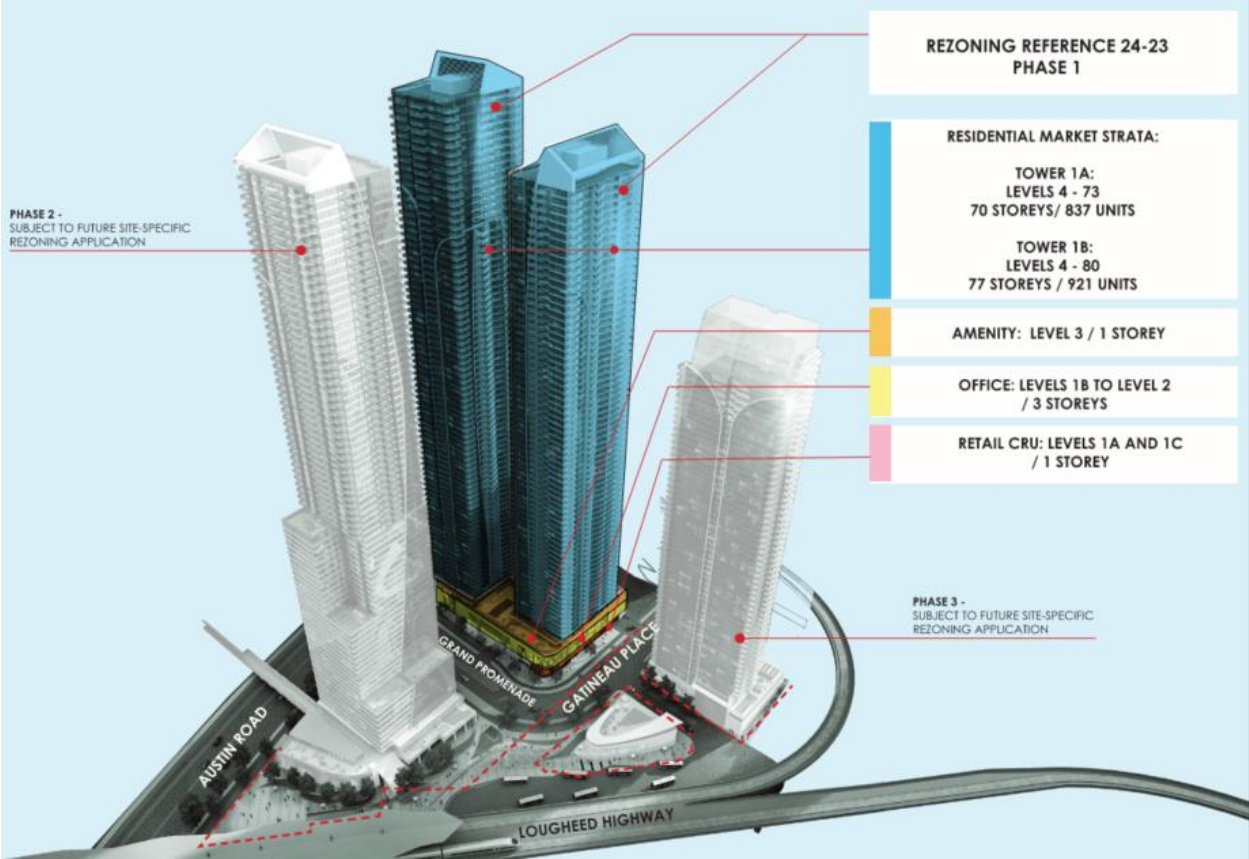
2.7 On December 02, 2024, Council received, for information, an initial rezoning report which proposed to rezone the subject property to the Amended CD Comprehensive

Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District and the Lougheed Town Centre Plan as guidelines), in order to amend the development proposal under REZ #18-32 by removing 11 storeys of office use and replacing it with additional market strata residential use. Council authorized staff to work with the applicant towards the preparation of a suitable plan. The applicant has now submitted a plan of development suitable for First and Second Reading of the Rezoning Bylaw.

3.0 GENERAL INFORMATION

3.1 The development proposal, as shown in **Figure 1**, for Phase 1 of the Austin-Gatineau site is for two strata residential towers of 75 and 82 storeys, respectively, inclusive of a 5 storey commercial retail/office and residential amenity podium. A total of 1,758 market strata residential units, and approximately 607 m² of retail space and 7,287 m² of office space are proposed. Vehicular access is provided via Grand Promenade and Gatineau Place, with parking provided underground. Pedestrian access to the residential lobbies is provided from Grand Promenade and Gatineau Place. Pedestrian access to the office component is provided from Grand Promenade. 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 – Development Statistics**.

Figure 1: Land Use and Tenure



3.2 The residential density is determined based on the gross site area and the permitted Gross Floor Area (GFA) allocated to Pinnacle International from the Loughheed Mall site. It is noted that the applicant is proposing to utilize the full density offset attributed to the Austin-Gatineau site within Phase 1. Given that the full Inclusionary requirement of the entire Austin-Gatineau site will be delivered at the Carrigan site under REZ #20-18, with all Inclusionary units obtaining occupancy prior to occupancy of the Austin-Gatineau site, this is considered supportable. The commercial density is determined based on the gross site area and the FAR. The maximum permitted and proposed density for the Austin-Gatineau site is outlined in **Table 1**. The proposed density for Phase 1 is outlined in **Table 2**.

The proposed density for Phase 2 is outlined in **Table 3**. It is noted that the commercial density that is removed from Phase 1 will be accommodated in Phase 2. Conceptually, the applicant will be utilizing the commercial density in Phase 2 for a mix of retail, office and hotel uses. The proposed density for Phase 3 is outlined in **Table 4**.

There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 1** as a result of design refinements or detailed surveys, subject to the proposed density (FAR) for the Austin-Gatineau site not being exceeded.

Table 1: Permitted Austin-Gatineau site density

Zoning District	Permitted GFA (m ²)	Units
RM5s	176,515.78	2,028
RM5s Density Offset	38,833.47	446
C3	97,959.60	-
Total GFA (m ²)	313,308.85	2,474

Table 1 identifies the total density available for the Austin-Gatineau site, and the total number of units proposed, which corresponds to the Inclusionary requirement for the site transferred to the Carrigan site under REZ #20-18. Through REZ #20-18 and REZ #18-32, the Austin-Gatineau site’s available RM5r District density was transferred to the Carrigan site to facilitate the inclusionary rental obligation. The proposed allocated density for the subject Phase 1 is outlined in Table 2.

Table 2: Proposed Phase 1 density based on subject site area (Austin-Gatineau site)

Zoning: CD (RM5s, C3)		
Site Area (subject to survey): 16,326.60 m ²		
	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM5s Base	3.06	634
GFA (m ²)	49,940.90	
RM5s Bonus	0.56	115
GFA (m ²)	9,080.17	
RM5s Suppl. Base	1.67	346
GFA (m ²)	27,240.50	
RM5s Suppl. Bonus	1.67	346
GFA (m ²)	27,240.50	
RM5 Density Offset	2.38	317
GFA (m ²)	38,833.47	
C3	0.48	-
GFA (m ²)	7,894.22	
Total Density	9.81	1,758
Total GFA (m ²)	160,229.76	

Note: The full density offset for the Austin-Gatineau site is being utilized within Phase 1, as the applicant has provided the Inclusionary rental requirement for the entire Austin-Gatineau site under REZ #20-18 (Carrigan site). The Inclusionary rental units will obtain occupancy prior to the occupancy of Phase 1.

Table 3: Proposed Phase 2 density based on subject site area (Austin-Gatineau site)

Zoning: CD (RM5s, C3)		
Site Area (subject to survey): 16,326.60 m ²		
	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM5s Base	1.70	315

GFA (m ²)	27,726.03	
RM5s Bonus	0.31	57
GFA (m ²)	5,041.10	
RM5s Suppl. Base	0.93	172
GFA (m ²)	15,123.29	
RM5s Suppl. Bonus	0.93	172
GFA (m ²)	15,123.29	
C3	2.29	-
GFA (m ²)	37,306.50	
Total Phase 2 Density	6.14	716
Total GFA (m ²)	100,320.21	

Table 4: Proposed Phase 3 density based on subject site area (Austin-Gatineau site)

Zoning: CD (RM5s, C3)		
Site Area (subject to survey): 16,326.60 m ²		
	Proposed Density (FAR) and GFA (m²)	Proposed Market Rental Units
C3 Rental	2.94	518
GFA (m ²)	47,999.27	
C3 Commercial	0.29	
GFA (m ²)	4,759.61	
Total Phase 3 Density	3.23	518
Total GFA (m ²)	52,758.88	

Note: Table 3 and Table 4 shows the remaining density allocation across Phases 2 and Phase 3 of the subject Austin-Gatineau site.

3.3 As noted in **Table 1**, the applicant is proposing to use the amenity density provisions in the Zoning Bylaw. In so doing, the applicant would achieve 36,320.67 m² of bonused gross floor area (GFA) included in the development proposal for Phase 1. It is noted that a density bonus value for 33,583.80 m² of bonused gross floor area (GFA) was approved by Council under REZ #18-32. As such, there is an additional 2,736.87 m² of bonused gross floor area (GFA) proposed as part of the subject

rezoning amendment. 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 value of the density bonus will be brought forward to Council for consideration and approval before the subject Rezoning Bylaw is advanced for Third Reading. Council approval of the density bonus value is a prerequisite condition of this rezoning application. In accordance with Council-adopted policy, 80% of the cash-in-lieu contributions will be applied to the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

It is noted that the applicant may choose to 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.

- 3.4 A residential parking ratio of 0.67 spaces per unit is proposed for the development, based on the total number of units. A commercial parking ratio of 1 space per 57 m² of floor area is proposed. It is noted that 144 commercial parking stalls are required, with a total of 138 commercial parking stalls are provided. The applicant has agreed to provide payment-in-lieu for the reduction in commercial parking spaces (6 spaces), in accordance with the Burnaby Zoning Bylaw. A more detailed summary of the proposed parking including bicycle parking and end of trip facilities is outlined in **Attachment 2**.

In accordance with the Transportation Demand Management package that was approved for REZ #18-32, the applicant is providing a suite of transportation demand management strategies for strata residents, which include:

- A transit subsidy fund that amounts to a 2-zone monthly transit pass for 2 years for 85% of the total strata units;
- provision of \$500.00 in car share vehicle driving credits per dwelling unit;
- provision of 15 parking spaces for car share vehicles on-site with Level 2 or higher charging level;
- provision of a EV charging station for each of the 15 parking spaces for car share vehicles
- provision of 25 electrical bicycles for use by strata residents;
- 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 proposed parking rates 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. The final transportation demand management strategy measures may be varied prior to Final Reading in line with adopted City policy or bylaw regulations, as amended from time to time.

- 3.5 The Development Services Division, Engineering Department, has confirmed the Servicing Agreement approved under REZ #18-32 does not need to be updated and the proposed amendments to the Phase 1 development under the subject rezoning application do not impact or alter the Servicing Agreement finalized under REZ #18-32.
- 3.6 The submission of an updated Green Building Plan and energy benchmarking is required to demonstrate consistency with the Burnaby Green Building Policy. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that the development will meet a minimum of Step 2 of the BC Energy Step Code and the Zero Carbon Step Code EL-4, in line with the approved Green Building Plan and energy benchmarking that was approved under REZ #18-32.
- 3.7 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.
- 3.8 The subject proposal does not include further subdivision of the subject site, as the subdivision of the site was created under REZ #18-32 and its associated subdivision application, SUB #22-16.
- 3.9 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3: Rezoning Prerequisites**. 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 #24-23 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,

Lee-Ann Garnett, Deputy General Manager Planning and Development, on behalf of
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 Grant Taylor, Development Planner, and reviewed by Mark Norton, Development Manager, Ellen Ripley, Staff Solicitor, and Jesse Dill, Development Director.