



Item.....
Meeting.....2008 July 21

COUNCIL REPORT

TO: CITY MANAGER 2008 July 14

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #06-47
Major Mixed-Use Retail, Office and High-Rise Apartment Towers
Brentwood Town Centre

ADDRESS: 4420 & 4444 Lougheed Highway, 2060 Rosser Avenue, 4461 & 4408 Sumas Street and 2131 Willingdon Avenue (see **attached** Sketches #1 & #2)

LEGAL: Parcel F Except: Part dedicated road on PI LMP50417, D.L. 119, Plan 54537; Parcel 1, D.L. 119, Plan LMP52063; Lot A, D.L. 119, Plan 13663, Lot 52, D.L. 119, Plan 38765 & Lot 63, D.L. 119, Plan 46778; Lot 1, Blk 7, D.L. 119, Plan 2855 and Lot 70, D.L. 119, Group 1, NWD Plan 57054

FROM: C3 General Commercial District, C4 Service Commercial District, P8 Parking District and M1 Manufacturing District

TO: CD Comprehensive Development District (based on RM5 Multiple Family Residential District, C3 General Commercial District and Brentwood Town Centre Plan guidelines and in accordance with the development plan entitled "Brentwood Crossing Mixed-Use Development" prepared by Chris Dikeakos Architects Inc.)

APPLICANT: Chris Dikeakos Architects Inc.
212 – 3989 Henning Drive
Burnaby, B.C. V5C 6N5
(Attention: Chris Dikeakos)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2008 August 26.

RECOMMENDATIONS:

1. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 3.3 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
2. **THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site in accordance with the terms outlined in Section 3.3 of this report and subject to the applicant pursuing the rezoning proposal to completion.

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3. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2008 July 21, and to a Public Hearing on 2008 August 26 at 7:30 p.m.

4. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.

 - b) The deposit of sufficient monies, including a 4% Engineering Inspection Fee, to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.

 - c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.

 - d) The removal of all existing improvements from the site prior to Final Adoption of the Bylaw, but not prior to Third Reading of the Bylaw.

Demolition of any improvements will be permitted after Second Reading of the Rezoning Bylaw has been granted provided that the applicant acknowledges that such permission does not fetter Council's ability to grant or not to grant Third Reading and/or Final Adoption of the Rezoning Bylaw. In addition, the demolition of any improvements will be permitted at any time if they are vacant and considered by staff to be subject to misuse and vandalism.

- e) The utilization of an amenity bonus through the provision of a 4,500 sq. ft. community "flex" space owned by the City and established through the creation of an airspace parcel and protected by a 219 Covenant in accordance with Section 3.2 of this report.

- f) The utilization of an amenity density bonus through the deposit of funds equal to the estimated remainder value of the density bonus in accordance with Section 3.2 of this report.

- g) The consolidation of the net project site into one legal parcel.

- h) The granting of any necessary covenants, including, but not necessarily limited to, Section 219 Covenants:
 - restricting the enclosure of balconies,
 - indicating that project surface driveway accesses will not be restricted by gates,

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- allocating development densities on the overall site,
 - guaranteeing provision and maintenance of public art,
 - ensuring commercial entrances on Lougheed Highway remain open and operable,
 - restricting commercial/retail uses fronting Lougheed Highway from having obscured fenestration,
 - to assure the provision and continuing maintenance of end-of-trip facilities for cyclists and bicycle storage rooms, and
 - providing that all disabled parking to remain as common property.
- i) The granting of any necessary easements.
- j) The provision of statutory rights-of-way guaranteeing public access to a north-south pedestrian walkway linking Lougheed Highway to the internal public plaza area through the commercial buildings and guaranteeing public access to the proposed plaza, public open space and pedestrian walkway/linkage areas.
- k) The provision of a statutory right-of-way guaranteeing public access to an east-west vehicular and pedestrian route (private road) connecting Rosser Avenue to Willingdon Avenue.
- l) The provision of a statutory right-of-way securing area for a future landing of a possible grade-separated pedestrian crossing of Willingdon Avenue south of Lougheed Highway.
- m) Compliance with the guidelines for surface and underground parking for residential visitors and commercial patrons.
- n) Applicant's schedule for the construction/development phasing of the subject proposal.
- o) The dedication of any rights-of-way deemed requisite.
- p) The completion of the sale of City property.
- q) The provision of covered car wash stalls and adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering within the residential portions of the development and a commitment to implement the recycling provisions.
- r) The approval of the Ministry of Transportation to the rezoning application.
- s) The design and provision of units adaptable to persons with disabilities (the provision of special hardware and cabinet work being subject to the sale/lease of the unit to a disabled person) with allocated disabled parking spaces.

- t) The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- u) The deposit of the applicable GVS & DD Sewerage Charge.
- v) The deposit of the applicable Parkland Acquisition Charge.
- w) The deposit of the applicable School Site Acquisition Charge.
- x) Completion of the Highway Closure Bylaw.
- y) The provision of facilities for cyclists in accordance with this report.
- z) The undergrounding of existing overhead wiring adjacent to the site.
- aa) Compliance with the Council-adopted sound criteria.
- bb) The review of a detailed Sediment Control System by the Director Engineering.

- cc) The submission of a Site Profile and resolution of any arising requirements.
- dd) The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit development of a major mixed-use residential/commercial project.

2.0 BACKGROUND

2.1 On 2006 September 25 Council received the report of the Planning and Building Department concerning the rezoning of the subject site and authorized the Department to work with the applicant in 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.

- 2.2 The subject site is located within the Brentwood Town Centre Development Plan area (see Sketches #1 and #2 **attached**). The subject site is comprised of several large commercially and industrially zoned properties, as well as an east-west lane right-of-way and road closure area arising from the closure of Sumas Street. It is currently developed with multiple uses and buildings, including an automobile dealership and associated vehicle storage, a restaurant, an automobile repair shop and other generalized light industrial/manufacturing facilities. To the south across the lane are various service commercial/light industrial-type uses on smaller lots fronting Dawson Street. To the east across Willingdon Avenue is a gasoline station and a large automobile dealership. To the northeast is the Brentwood SkyTrain Station and the Brentwood Shopping Centre, while to the north beyond the Lougheed Highway and Millennium SkyTrain line is an older strip commercial development, a gasoline station and the development site for another mixed-use development (Rezoning Reference #05-41), which is now under construction and includes a mid-rise office building, a high-rise apartment tower and at-grade commercial uses. To the west across Rosser Avenue is a site occupied by a Canadian Tire store, but which is also under rezoning (Rezoning Reference #08-06) for future high-rise apartment development.

- 2.3 The Brentwood Town Centre Development Plan designates this site for Core Development, for a mixed-use commercial and high-density multiple-family residential development utilizing the RM5 Multiple Family Residential and C3 General Commercial Districts as guidelines. This consolidated development site represents one of the Brentwood Town Centre’s key opportunities for realizing a primary component of the Plan – the redevelopment of one of four corners of Lougheed Highway and Willingdon Avenue.

- 2.4 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

- 3.1 Because of the proposed development’s scale, location and access to transit, once built, it will represent a key aspect to the Brentwood Town Centre’s urban transformation. Moreover, the proposed development will also foster the arrival of the Brentwood Town Centre as one of the City’s primary urban centres, second only to Metrotown.

The proposed preliminary development concept includes considerable street-fronting retail along the Lougheed Highway and Willingdon Avenue frontages as well as along portions of a central east-west private road. Two office buildings are proposed, one in the range of 10-storeys and the other 29-storeys, in the north-east portion of the site. To permit for some flexibility to respond to changing market conditions for office space, the applicant is also proposing an alternate scheme whereby the office buildings are lower in height – in the range of 7 and 15-storeys respectively. Three high-rise apartment towers ranging from 29 to 35 storeys are proposed for the interior of the site. Overall, the development concept has a gross floor area of some 1,411,693 sq.ft., inclusive of nearly 130,000 sq. ft. of commercial/retail type uses. Due to its scale and complexity, the

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proposed development of the 6.65 acre site will likely be pursued in phases. While the full phasing schedule is not certain at this time, requirement of this rezoning approval would be that the initial major phase of development will comprise the area south of the northern extent of the proposed east-west private road. The development on this first phase is contemplated to include two apartment towers and commercial/retail south of the private road as well as extensive underground parking for residential and commercial uses, including that underneath the private road. The construction of the private road will be required to its final standard. It is noted that any existing improvements north of the east-west road will be required to be demolished prior to Final Adoption of the Bylaw, and that this portion of the development site be appropriately graded and grassed as an interim condition.

While a very high proportion of the required parking and loading is proposed to be located underground, some provision for convenience surface parking to support the smaller retail uses related to the central east-west private road is indicated within an interior courtyard. The development concept also indicates the closure of Sumas Street and its inclusion in the overall development site which permits the development of a large multi-level contiguous underground parking garage under the entire site, with, consequently, a more efficient and functional overall configuration. Residential access to the site is proposed from Rosser Avenue and the private Sumas Street, with the commercial components taking access from Rosser Avenue, the private Sumas Street via Willingdon Avenue and Rosser Avenue, and the lane north of Dawson Street.

While Sumas Street between Willingdon Avenue and Rosser Avenue is replaced as a east-west private road, this new private road will provide for public access by vehicles and pedestrians at all times. It will function as the “main street” of this new retail “village” development and the high density apartment and office components.

- 3.2 Given the site’s Town Centre location, the applicant is proposing to utilize the amenity density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 0.40 of residential FAR, which translates into 105,616 additional sq. ft. of floor area. The City Solicitor reports the value of the density bonus to be \$44 per sq. ft. of buildable area, for a total value of \$4,647,104. At its meeting of 2007 October 23, the Community Development Committee adopted a recommendation that the density bonus funds be applied to a civic “flex” space at the grade level along the Willingdon Avenue frontage. The space is to be 4,500 sq. ft. of floor area within a double-height volume, thus allowing for future expansion through development of a mezzanine. Ten (10) underground parking spaces are also to be provided.

It is the view of staff that the value of the community benefit will exceed the estimated cost of the identified amenity. Based on very preliminary estimates, the proposed space is anticipated to cost approximately \$1.8 M, leaving an estimated residual value of \$2,847,104. For this remaining value of the community benefit derived through the subject rezoning application, the Committee recommended that it be accepted as a cash-in-lieu contribution and deposited in the Brentwood Town Centre Financial Account. As per the City’s Community Benefit Policy, 20% of the total deposited in the account

(\$569,421) would be allocated to the affordable/special needs housing sub-account, leaving the remainder of \$2,277,683 available for the provision of other community amenities, including housing related initiatives, at some point in the future.

3.3 As noted previously, the proposed development site is composed of numerous commercial and industrial properties, and includes road closure areas involving an east-west lane and the Sumas Street right-of-way. It is noted that the proposed road closure areas (44,165 sq.ft.) will likely exceed dedication areas (25,713 sq.ft.), resulting in a net gain to the developer in the range of 18,452 sq. ft. The Legal Department has valued this sale of the balance of City-owned right-of-way at \$138 per sq.ft. on land, resulting in an aggregate value of \$2,546,376 (subject to final survey).

Specifically in terms of road dedications, dedications are required on the Lougheed Highway frontage in the range of 10.0 m. for road widening to accommodate a third travel lane, bicycle lane provisions, on-street parking and urban trail construction. Dedications of 5.7 m. are also required on Willingdon Avenue to accommodate separated sidewalks, three southbound travel lanes and a raised centre median. A 1.5 m dedication is required on Rosser Avenue for separated sidewalks. A 2m x 2m corner truncation is required at Rosser and Lougheed and a 3m x 3m corner truncation is required at Willingdon and Lougheed.

As indicated, at this time, the development site consists of one large consolidated lot, but will be considered in a future separate subdivision application likely on the basis of individual airspace parcels for the residential component, the office component and community amenity space with the commercial retail as the remnant parcel. The residential component may be considered as a phased strata as part of a future application.

3.4 The City Engineer will assess the need for any further required services to the site, including, but not necessarily limited to:

- Construction of road widening and a separated sidewalk on the west side of Willingdon Avenue, including bus shelter, street trees, front boulevard and pedestrian lighting;
- Construction of the Rosser Avenue frontage to a full urban standard with on-street parking, separated sidewalks, front boulevard with street trees and pedestrian lighting;
- Construction of road widening on the south side of the Lougheed Highway frontage including a third travel lane, on-street parking, a 3 m. wide urban trail, front boulevard, street trees and pedestrian lighting;
- Construction of a central private east-west road with on-street parking, separated sidewalks, front boulevards, pedestrian lighting, double row of street trees and special paving treatments;

- Upgrading of the southern east-west lane to a full urban standard, including accommodation of identified accesses to the development.
- Undergrounding of overhead wires on the west side of Willingdon Avenue, along the east-west lane, and on the east side of Rosser Avenue; and,
- Storm, sanitary sewer and water main upgrades as required.

3.5 Any necessary easements and covenants for the site are to be provided, including, but not necessarily limited to, Section 219 Covenants restricting enclosure of balconies, indicating that project surface driveway accesses will not be restricted by gates, allocating development densities on the overall site, guaranteeing provision and maintenance of public art, ensuring commercial/retail entrances at grade along Lougheed Highway remain open and operable, detailing the provision of the community amenity “flex” space, and restricting commercial/retail uses fronting Lougheed Highway from having obscured fenestration. Statutory rights-of-way to ensure public access to plaza areas and pedestrian connections are required.

Statutory rights-of-way guaranteeing public access to and ensuring adequately shared maintenance arrangements for the central east-west private road connecting Rosser Avenue to Willingdon Avenue and all other indicated pedestrian routes, the landing for a possible future pedestrian overpass of Willingdon Avenue, and for plaza and public open space areas.

- 3.6 Due to the proximity of the subject site to the Lougheed Highway, Willingdon Avenue and the SkyTrain guideway to the north, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.7 Because of the complexity of the proposed development and its proximity to major transportation systems, a detailed consultant study related to parking and traffic issues has been provided, with resulting servicing conditions being required to be resolved prior to Third Reading.
- 3.8 Although a few large trees exist, much of the site accommodates poor quality second generation vegetation, and a very large portion of the site will be excavated for development. As such, the developer will not be required to submit a tree survey, although a substantial landscape plan will be pursued.
- 3.9 Provision of an adequately sized and sited garbage and recycling area for each building is required. As well, separate car wash stalls are required.
- 3.10 The applicable GVS & DD Sewerage, Parkland Acquisition and School Site Acquisition Cost Charges will be required with this application.
- 3.11 A site profile application and resolution of any resultant conditions is required.

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- 3.12 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 3.13 Engineering Environmental Services division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption. The proposed Sediment Control System will then be the basis after Final Adoption for the necessary Preliminary Plan Approval and Building Permit.

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area

Gross Site including closed rights-of-way	-	26,918.7 m ² /6.65 acres
Dedications	-	2,388.8 m ² /0.59 acres
Net Site	-	<u>24,529.9 m²/6.06 acres</u>
		(subject to detailed survey)

4.2 Density

Scheme A (full office component)

F.A.R. Permitted & Provided:

Residential	-	2.60 F.A.R.(inclusive of 0.40 FAR amenity bonus)
Commercial	-	2.75 FAR
COMBINED TOTAL	-	5.35 FAR

Scheme B (reduced office component)

F.A.R. Permitted & Provided:

Residential	-	2.60 F.A.R.(inclusive of 0.40 FAR amenity bonus)
Commercial	-	1.75 FAR
COMBINED TOTAL	-	4.35 FAR

Scheme A (full office component)

Gross Floor Area Permitted & Provided

Residential	-	63,777 m ² /686,513 sq.ft. (inclusive of 105,616 sq. ft. amenity bonus)
Office	-	52,592 m ² /566,115 sq.ft.
Commercial & Restaurant	-	14,357 m ² /154,545 sq.ft.
Community Amenity Space	-	420 m ² / 4,500 sq.ft.
TOTAL	-	131,146 m²/1,411,693 sq.ft (excludes 6,866 sq.ft. of residential amenity space)

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Scheme B (reduced office component)

Gross Floor Area Permitted & Provided
 Residential

	-	63,777 m ² /686,513 sq.ft. (inclusive of 105,616 sq. ft. amenity bonus)
Office	-	28,235 m ² /303,925 sq.ft.
Commercial	-	14,357 m ² /154,545 sq.ft.
Community Amenity Space	-	420 m ² / 4,500 sq.ft.
TOTAL	-	106,789 m²/1,149,503 sq.ft (excludes 7,980 sq.ft. of residential amenity space)

Site Coverage - 57%

- 4.3 Height (all above grade)
- **Scheme A** - 11 and 29 storeys for office buildings
 - **Scheme B** - 8 and 15 storeys for office buildings
 - 1 and 2 storeys for commercial/retail podium
 - 35 storeys for apartment Tower A
 29 storeys for apartment Tower B
 31 storeys for apartment Tower C

4.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
2 - 1 Bedroom + Den	846 – 1,212 sq.ft.
406 - 2 Bedroom	1,032 – 1,227 sq.ft.
77 - 2 Bedroom + Den	1,265 sq.ft.
<u>24 - 3 Bedroom</u>	1,438 – 2,016 sq.ft.

TOTAL: 509 UNITS

*Includes 5% (25) of the units adaptable to the disabled with (25) allocated disabled parking spaces

4.5 Parking

Vehicle Parking Required and Provided Spaces

509 Apartment Units (1.6 spaces/unit)	-	827 (inclusive of 129 visitor spaces - 116 extra spaces shown)
566,115 sq. ft. Office (Scheme A) (1 space/495.16 sq. ft.)	-	1,144
303,925 sq. ft. Office (Scheme B) (1 space/495.16 sq. ft.)	-	614
73,200 sq. ft.net Large Format Retail (75% of G.F.A. for net retail floor area) (1 space/150.70 sq. ft. net)	-	489
73,565 sq. ft. Retail		

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(1 space/495.16 sq. ft.)	-	149
4,500 sq. ft. Community Flex Space		
(1 space/495.16 sq. ft.)	-	10
389 Restaurant Seats		
(1 space/5 seats) (2 restaurants)	-	78
<u>Car Wash Stalls</u>	-	9

Bicycle Parking

Required and Provided Spaces

Residential

Resident - 1/unit @ 509 units
 Visitor – 0.2/unit

- 558 in secured storage
- 107 in racks

Commercial & Visitor

(10% of required vehicle parking)

- 200 (168 secured/32 unsecured) in racks throughout the site

End Of Trip Facilities

- Bike lockers, showers, lockers, change rooms, water closets and wash basins provided.

4.6 Communal Facilities

- Major central garden/green space, plaza and internal amenity spaces, landscaped roof decks.

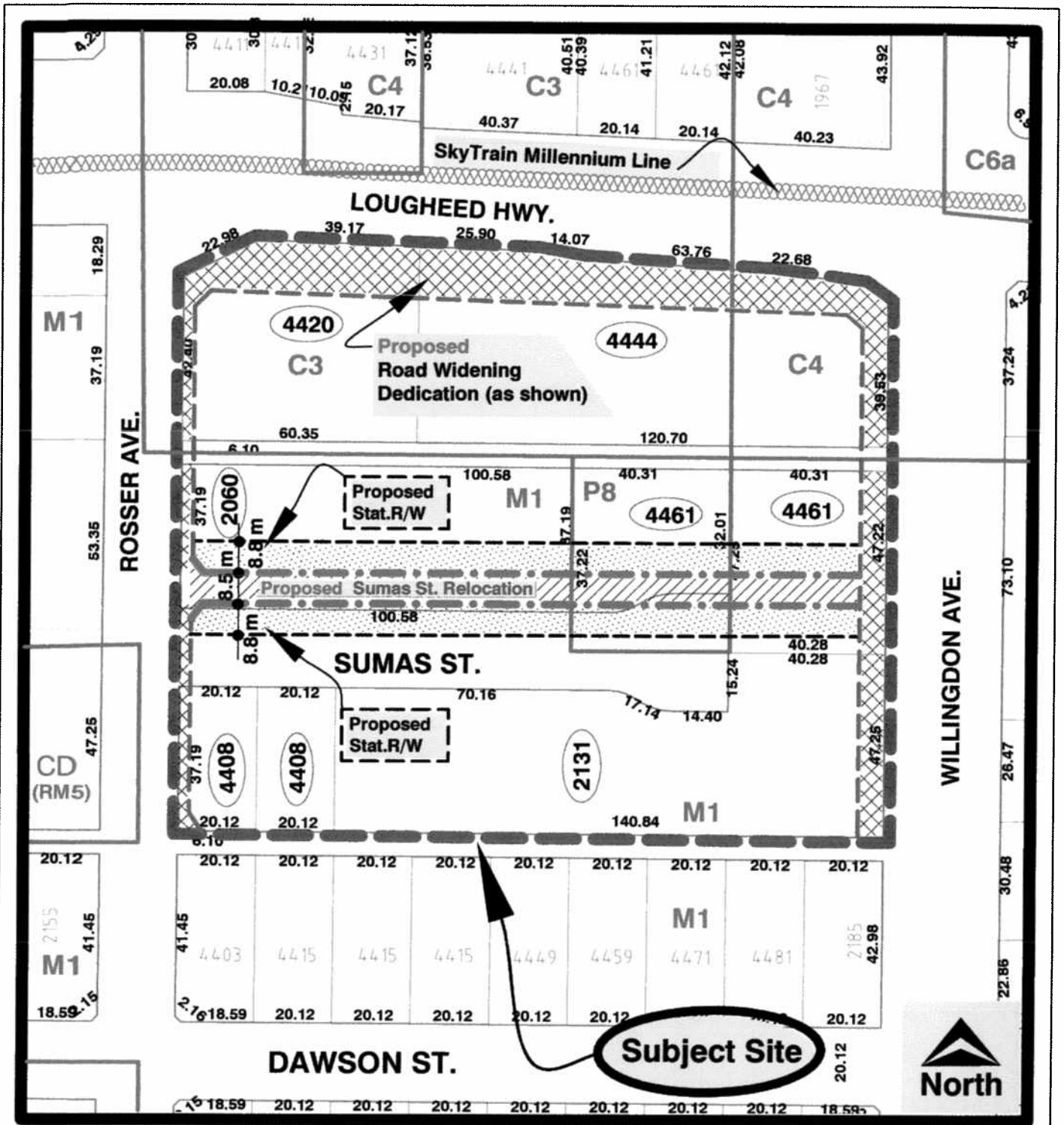


B. Luksun
 Director Planning and Building

EK:gk

Attachments

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



Planning and Building Department

Scale: 1 = 1500

Drawn By: J.P.C.

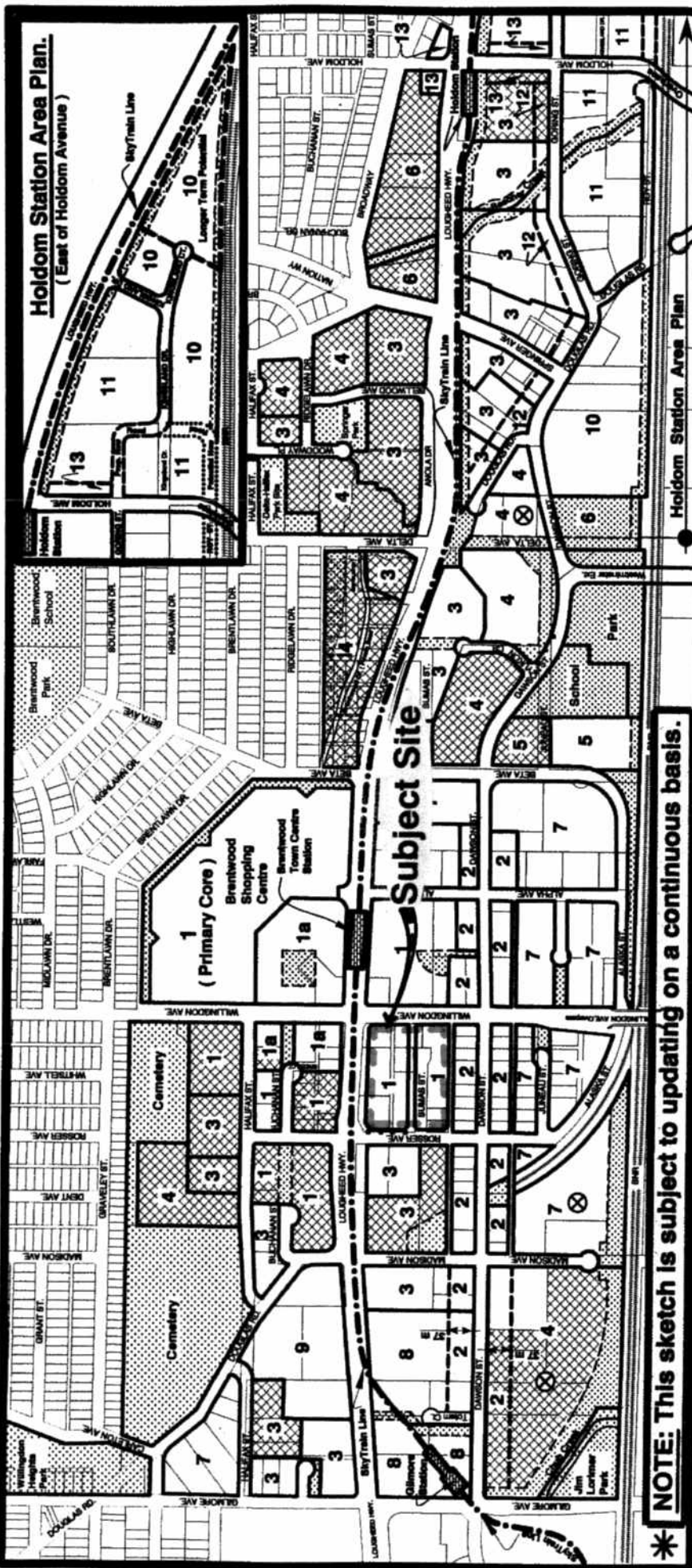
Date: July 2008

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4420,4444 Lougheed, 2060 Rosser,
4408,4461 Sumas, 2131 Willingdon

Sketch # 1

Holdom Station Area Plan.
(East of Holdom Avenue)






Subject Site

***NOTE:** This sketch is subject to updating on a continuous basis.

Brentwood Town Centre
Development Plan
(Including Holdom Station Area Plan)

Land Use Concept

- LEGEND:**
- 1 → Core Development CD (C3, RM5) - 1a → CD (C3)
 - 2 → Village Street C9
 - 3 → Residential (High Density) CD(RM5)
 - 4 → Residential (Medium Density) CD(RM3)
 - 5 → Residential (Medium Density) CD (RM2)
 - 6 → Residential (Low-Density Townhousing) CD (RM1)
 - 7 → Succession (Industrial to Multiple Family Residential)
 - 8 → Secondary Commercial CD (As per RZ #00 - 25)
 - 9 → Existing Service Commercial
 - 10 → Suburban Business Centre (B1)
 - 11 → Urban Business Centre (B2)
 - 12 → Live/Work or Townhouse Buffer CD (C2, RM2)
 - 13 → Street Frontage Commercial Mixed Use CD (C2, RM3)
-  Areas may include tower forms .
 Park, School, Public Open Space, Buffer
 Completed or Rezoned In Accordance with Development Guidelines

 City of Burnaby
Planning and Building Department

 North

1, 1998
Updated to May 2008

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4420,4444 Lougheed, 2060 Rosser,
4408,4461 Sumas, 2131 Willingdon

Sketch # 2