



Item.....
Meeting ..... 2019 October 29

COUNCIL REPORT

**TO:** CITY MANAGER 2019 October 23

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #17-27**  
**High-Rise Apartment Building with Street-Oriented Townhouses and a Low-Rise Non-Market Rental Component**  
**Metrotown Downtown Plan**

**ADDRESS:** 6444 Willingdon Avenue and 4241 Maywood Street  
(see *attached* Sketches #1 and #2)

**LEGAL:** Lot G, DL 151, Group 1, NWD Plan 2069 and Lot 50, DL 151, Group 1, NWD Plan 25004

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on the RM5s and RM5r Multiple Family Residential Districts and Metrotown Downtown Plan as guidelines and in accordance with the development plan entitled "6444 Willingdon" prepared by GBL Architects Inc.)

**APPLICANT:** Anthem Properties Group Ltd.  
300-550 Burrard Street  
Vancouver, BC V6C 2B5  
Attention: Melissa Howey

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2019 November 19.

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**RECOMMENDATIONS:**

1. **THAT** the predecessor Rezoning Bylaw, Amendment Bylaw No. 28/2018, Bylaw 13916, be abandoned contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2019 November 04 and to a Public Hearing on 2019 November 19 at 6:00 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.
- 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 (as well as underground switching and transformer/service boxes in town centre locations), and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 4.3 of this report.
- e) The dedication of any rights-of-way deemed requisite.
- f) The granting of any necessary statutory rights-of-way, easements and/or covenants.
- g) The granting of Section 219 Covenants in accordance with Section 4.10 of this report
- h) The registration of a Housing Agreement.
- i) The execution of a Tenant Assistance Plan, to the approval of the Director Planning and Building.
- j) The review of a detailed Sediment Control System by the Director Engineering.
- k) 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.
- l) The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.

- m) The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person.
- n) The provision of five covered car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering and a commitment to implement the recycling provisions.
- o) The review of on-site residential loading facilities by the Director Engineering.
- p) Compliance with the Council-adopted sound criteria.
- q) The undergrounding of existing overhead wiring abutting the site.
- r) Compliance with the guidelines for underground parking for visitors.
- t) The deposit of the applicable Parkland Acquisition Charge.
- u) The deposit of the applicable GVS & DD Sewerage Charge.
- v) The deposit of the applicable School Site Acquisition Charge.
- w) The deposit of the applicable Regional Transportation Charge.
- x) 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.

## **REPORT**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit the construction of a single 43-storey apartment building located at the corner of Willingdon Avenue and Maywood Street, townhouse buildings fronting Maywood Street and Cassie Avenue, and a six storey non-market rental apartment building fronting Willingdon Avenue.

## 2.0 POLICY FRAMEWORK

The proposed rezoning application is consistent with the site’s designation in the Metrotown Downtown Plan. It also aligns with the following goals and sub-goals of the Corporate Strategic Plan:

### A Connected Community

- Social Connection – Enhance social connections throughout Burnaby

### A Dynamic Community

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

### An Inclusive Community

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

## 3.0 BACKGROUND

- 3.1 The subject development site is located within the Maywood neighbourhood of the Metrotown Downtown Plan Area (see Sketch #2 *attached*). The adopted Plan designates the subject development site for high-density multiple-family residential development. Specifically, the neighbourhood is intended to be pedestrian-oriented with neighbourhood linkages and a strong relationship to the Metrotown SkyTrain Station, the BC Parkway, the Metro Downtown neighbourhood to the north, and the single- and two-family neighbourhoods to the south. With respect to building form, such developments are intended for high-rise residential apartment buildings with low-rise apartments, townhousing or row-housing podiums.
- 3.2 On 2018 April 18, Council received an initial rezoning report, Rezoning Reference #17-27, which proposed to rezone the subject development site from its prevailing RM3 Multiple Family Residential District to the CD Comprehensive Development District, utilizing the RM5s and RM3 Multiple Family Residential Districts and Metrotown Downtown Plan as guidelines.
- 3.3 On 2018 June 25, Council received a Public Hearing report for the subject application and, on 2018 July 09, granted the project First Reading. The proposed development consisted of a single high-rise apartment building, street-oriented townhousing, and a three-storey non-market rental building.

A suitable plan of development was achieved, and on 2018 June 25, Council authorized the preparation and advancement of Rezoning Bylaw #13877 to First Reading on 2018 July 09. The Rezoning Bylaw achieved First Reading on 2018 July 09. On 2018 July 19, Council adopted a recommendation that the subject rezoning application be referred back to staff to pursue 100% replacement of existing rental units within the new development and to consider a rental zoning designation for a portion of the property.

- 3.4 The applicant has now submitted a plan of development that incorporates the requirements of the Rental Use Zoning Policy and Initial Implementation Framework and is suitable for presentation to a new Public Hearing.

#### **4.0 GENERAL COMMENTS**

- 4.1 The proposed development plan is for a single 43-storey apartment building located at the corner of Willingdon Avenue and Maywood Street, three storey townhouse buildings fronting Maywood Street and Cassie Avenue, and a six storey non-market rental apartment building fronting Willingdon Avenue. All parking is to be provided underground with vehicular access provided via Cassie Avenue. Based on the proposed rezoning to the CD (RM5s, RM5r) District, the overall density for the development would be 6.52 FAR, of which the market residential component is 5.61 FAR (inclusive of density bonus and density offset) and the non-market rental housing component is 0.90 FAR. The overall proposed density is in line with the proposed zoning district guidelines.
- 4.2 The proposed building siting, massing, pedestrian orientation and materiality are considered to meet the standards and objectives for such development in the Maywood Neighbourhood. The ground level townhouse and apartment forms provide a low rise base in response to the current transition of this area. To complement and soften the urban environment, a progressive landscape treatment is proposed which includes boulevards and street trees along Willington and Cassie Avenues, Maywood Street, and the neighbourhood linkage proposed along the north property line. On-site planting is integrated with the outdoor amenity spaces, including a common patio, dog area, and outdoor fitness area.
- 4.3 Given the site's Town Centre location, the applicant is proposing to utilize the allowable supplemental density provisions indicated within the Zoning Bylaw as well as the density offset provisions in order to provide non-market units. The total maximum strata market density is 6.1 FAR inclusive of a 0.4 FAR base bonus, 1.2 FAR supplemental base and 1.2 supplemental bonus as well as 1.1 FAR density offset for replacing the existing 92 rental units on-site.

Due to both site and building constraints, the developer is unable to maximize the 6.1 FAR of market strata density. The proposed tower and townhouse components have a cumulative density of 5.61 FAR. Utilization of the entire 1.1 FAR density offset is

necessary in order to ensure that the 92 rental units are replaced as affordable. The applicant is proposing to take advantage of 1.355 FAR of density bonus floor area.

The 1.355 FAR in amenity bonus, which translates into 8,243.7 m<sup>2</sup> (88,734 sq. ft.) of bonused gross floor area is included in the development proposal as described above. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.

Under the Priority Amenity Program, the community benefit funds received will be directed into the Metrotown Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund.

- 4.4 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 residential tower will meet Step 1 of the BC Energy Step Code and that the non-market housing building will meet Step 3.
- 4.5 The non-market housing component of the development is being advanced in partnership with the New Vista Society (also the housing operator for this project) and BC Housing. The applicant will undertake the construction and completion of the development, including the non-market housing component, as part of the overall rezoning process prior to occupancy of the non-market complement. The applicant will pursue an air space parcel subdivision. BC Housing has indicated support for the project and has advised that their capacity to support the project include the following options:
  - financial resources and grants;
  - development expertise;
  - access to sector housing partners; and,
  - low cost financing.

The New Vista Society would also be eligible to apply for a housing grant from the City through the Community Benefit Bonus Housing Fund to off-set permit fees and other development costs associated with the non-market housing component of the project. Any future grant application for use of the Community Benefit Bonus Housing Funds will be submitted through the Planning and Development Committee for Council's consideration.

A Housing Agreement is required between the proponent, developer and the City to address the following:

- overall density and land use of the non-market housing component;

- rent levels and structure; and,
- non-profit nature of the housing project with the provision of 92 non-market rental units.

In terms of affordability levels, rental rates for the units would meet BC Housing's definition and criteria of affordable housing; and, the non-market objectives of the New Vista Society. All of the proposed rental units will be offered at affordable rates (the lesser of pre-development rents or 20% below Canada Mortgage and Housing Corporation (CMHC) average market rates for returning tenants, and 20% below CMHC average market rates for new tenants)

4.6 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:

- construction of Willingdon Avenue to its final Town Centre standard including sidewalk, cycle track, front boulevard, pedestrian lighting, rain water amenities, curb bulges, and street trees;
- construction of Maywood Street to its final Town Centre standard including sidewalk, cycle track, front boulevard, pedestrian lighting, rain water amenities, curb bulges, and street trees;
- construction of Cassie Avenue to its final Town Centre standard including sidewalk, cycle track, front boulevard, pedestrian lighting, rain water amenities, curb bulges, and street trees;
- construction of a Neighbourhood Linkage along the north property line, connecting Willingdon Avenue to Cassie Avenue, with landscaping, shared pedestrian and cycle path and pedestrian lighting; and,
- storm, sanitary sewer and water main upgrades as required.

A 4.0 m (13 ft.) statutory right-of-way along the north property line is required for a Neighbourhood Linkage, connecting Willingdon Avenue to Cassie Avenue.

4.7 Given the site's location near the Metrotown SkyTrain Station, a parking ratio of 1.1 parking spaces per unit (0.1 of which is for visitor parking) for the market strata units and 0.6 spaces per unit for the non-market rental units, is considered appropriate. To supplement the proposed parking standard, the developer will be providing a comprehensive Transportation Demand Management Strategy. Proposed components of the Transportation Demand Management include the provision of:

- 5 bicycles, helmets and bike storage spaces for the shared use and benefit of all residents;
- a Transit-subsidy bank account, equivalent to 70 for the strata corporation to be used solely to provide owners with a transit pass subsidy until such times as the funds are exhausted;

- twice the required secured bicycle parking and a bicycle repair room within the residents' parking area; and,
  - a communications strategy that provides the Owners, Strata, Renters, Rental Management Company and Strata Management Company an understanding of how best to use each of the alternative transportation options
- 4.8 A total of 409 strata apartment units (of which 22% are adaptable) and 15 strata townhouses are proposed. It is noted that the smaller one-bedroom apartment units are 50.0 m<sup>2</sup> (538 sq. ft.) in area, in accordance with the P11e District (SFU). This is balanced with a high percentage of two-bedroom + den units and three-bedroom units proposed within the overall development, all of which exceed the minimum unit size requirements of the Zoning Bylaw. The use of the P11e District for smaller one-bedroom units supports the affordability of units for those looking to enter the housing market.
- 4.9 The development is providing 82 adaptable units within the high-rise strata apartment building and 18 adaptable units within the non-market apartment building, which is in line with the 20% minimum requirements of the Council-adopted Adaptable Housing policy. All handicap parking stalls provided as part of the development will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 4.10 Any necessary easements and covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:
- restricting enclosure of balconies;
  - restricting the use of the guest room;
  - indicating that project surface driveway access will not be restricted by gates;
  - ensuring that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
  - ensuring compliance with the approved acoustical study;
  - guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - ensuring that all handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation; and,
  - guaranteeing the provision and ongoing maintenance of public art.
- 4.11 The applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.

- 4.12 As the site will be fully excavated for development, a tree survey will be required identifying trees to be removed from the site. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 4.13 The applicant is required to submit a Groundwater and Stormwater Management Study. 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.
- 4.14 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 4.15 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 4.16 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 4.17 Bicycle storage lockers and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 4.18 The applicant has been informed that submission of a Tenant Assistance Plan that meets, in principle, the City's forthcoming updated Tenant Assistance Policy will be required.
- 4.19 Applicable Development Cost Charges are:
  - a) Parkland Acquisition Charge
  - b) School Site Acquisition Charge
  - c) GVS&DD Sewerage Charge
  - d) Regional Transportation Charge.

**5.0 DEVELOPMENT PROPOSAL**

- 5.1 Site Area (subject to detailed survey)
  - Gross Site Area (area for calculation of density) - 6083.9 m<sup>2</sup> (65,486.24 sq. ft.)
  - Dedications  
(subject to a detailed civil design) - 495.7 m<sup>2</sup> (5,335.7 sq. ft.)
- 5.2 Site Coverage - 42.1%

5.3 Density and Gross Floor Area

- Overall Residential Density - 6.51 FAR**
- Market Residential Tower and Townhouses - 5.61 FAR  
*(inclusive of 1.355 FAR amenity bonus and 1.1 FAR Density offset)*
- Non-Market Rental - 0.9 FAR

***Market Residential Tower and Townhouses***

- Residential Gross Floor Area - 34,143.4 m<sup>2</sup> (367,517 sq. ft.)
- Residential Amenity Space - 618.0 m<sup>2</sup> (6,652 sq. ft.)  
*(Exempt from FAR calculations)*
- Adaptable Unit FAR Exemption - 228.5 m<sup>2</sup> (2,460 sq. ft.)

***Non-Market Rental Apartment Building***

- Non-Market Residential Gross Floor Area - 5,478.0 m<sup>2</sup> (58,965 sq. ft.)
- Residential Amenity Space - 98.8 m<sup>2</sup> (1,064 sq. ft.)  
*(Exempt from FAR calculations)*
- Adaptable Unit Exemption - 33.45 m<sup>2</sup> (360 sq. ft.)

5.4 Residential Unit Mix

***Market Residential Tower and Townhouses***

<u>Unit Type</u>	<u>Unit Size</u>
2 – Three bedroom + Den units	- 143.1 m <sup>2</sup> (1,540 sq. ft.)
2 – Three bedroom units	- 104.4 -123.2 m <sup>2</sup> (1,064 - 1,274 sq. ft.)
41 – Three bedroom units ( <i>adaptable</i> )	- 102.6 m <sup>2</sup> (1,064 - 1,274 sq. ft.)
161– Two bedroom units	- 74.3 - 78.7 m <sup>2</sup> (756 - 900 sq. ft.)
162– One bedroom units	- 50.0 - 51.3 m <sup>2</sup> (538 - 552 sq. ft.)
41 – Studio units ( <i>adaptable</i> )	- 40.4 m <sup>2</sup> (435 sq. ft.)
<u>15 – Townhouse units</u>	- 148.6 - 16.3 m <sup>2</sup> (1,599 - 1,801 sq. ft.)

Total Number of Market Units: 424

***Non-Market Rental Apartment Building***

<u>Unit Type</u>	<u>Unit Size</u>
6 – Three bedroom units	- 80.0 m <sup>2</sup> (861 sq. ft.)
17 – Two bedroom units	- 65.2 – 71.3 m <sup>2</sup> (702 - 768 sq. ft.)
35 – One bedroom units	- 50 - 50.2 m <sup>2</sup> (538 - 540 sq. ft.)
18– One bedroom units ( <i>adaptable</i> )	- 50 - 50.2 m <sup>2</sup> (538 - 540 sq. ft.)
<u>16 – Studio units</u>	- 37.1 m <sup>2</sup> (399 sq. ft.)

Total Number of Non-Market Units: 92

Overall Unit Count: 516 units

5.5 Building Height

Market Residential Tower	133.4 m (438 feet); 43 storeys
Market Residential Townhouses	10.7 m (35 feet); 3 storeys
Non-Market Apartment Building	17.2 m (56 feet); 6 storeys

5.6 Vehicle Parking

***Market Residential Tower and Townhouses***

*Required and Provided*

424 units @ 1.1 spaces per unit:

Required: 466 spaces  
 Provided: 466 spaces

***Non-Market Rental Apartment Building***

*Required and Provided*

92 units @ 0.6 spaces per unit:

Required: 55 spaces  
 Provided: 55 spaces

5.7 Bicycle Parking/Storage Area

***Market Residential Tower and Townhouses***

*Required and Provided*

424 units @ 2 spaces per unit:

Required: 848 spaces  
 Provided: 848 spaces

To: City Manager  
From: Director Planning and Building  
Re: REZONING REFERENCE #17-27  
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Visitor Bicycle Parking

Required and Provided

424 units @ 0.2 spaces per unit:

Required: 84 spaces  
Provided: 84 spaces

**Non-Market Rental Apartment Building**

Secured Bicycle Parking (lockers)

Required and Provided

92 units @ 2 spaces per unit:

Required: 184 spaces  
Provided: 184 spaces

Visitor Bicycle Parking

Required and Provided

92 units @ 0.2 spaces per unit:

Required: 18 spaces  
Provided: 18 spaces

5.8 Loading

Required and Provided - 2 spaces

5.9 Communal Facilities  
(Excluded from FAR Calculations)

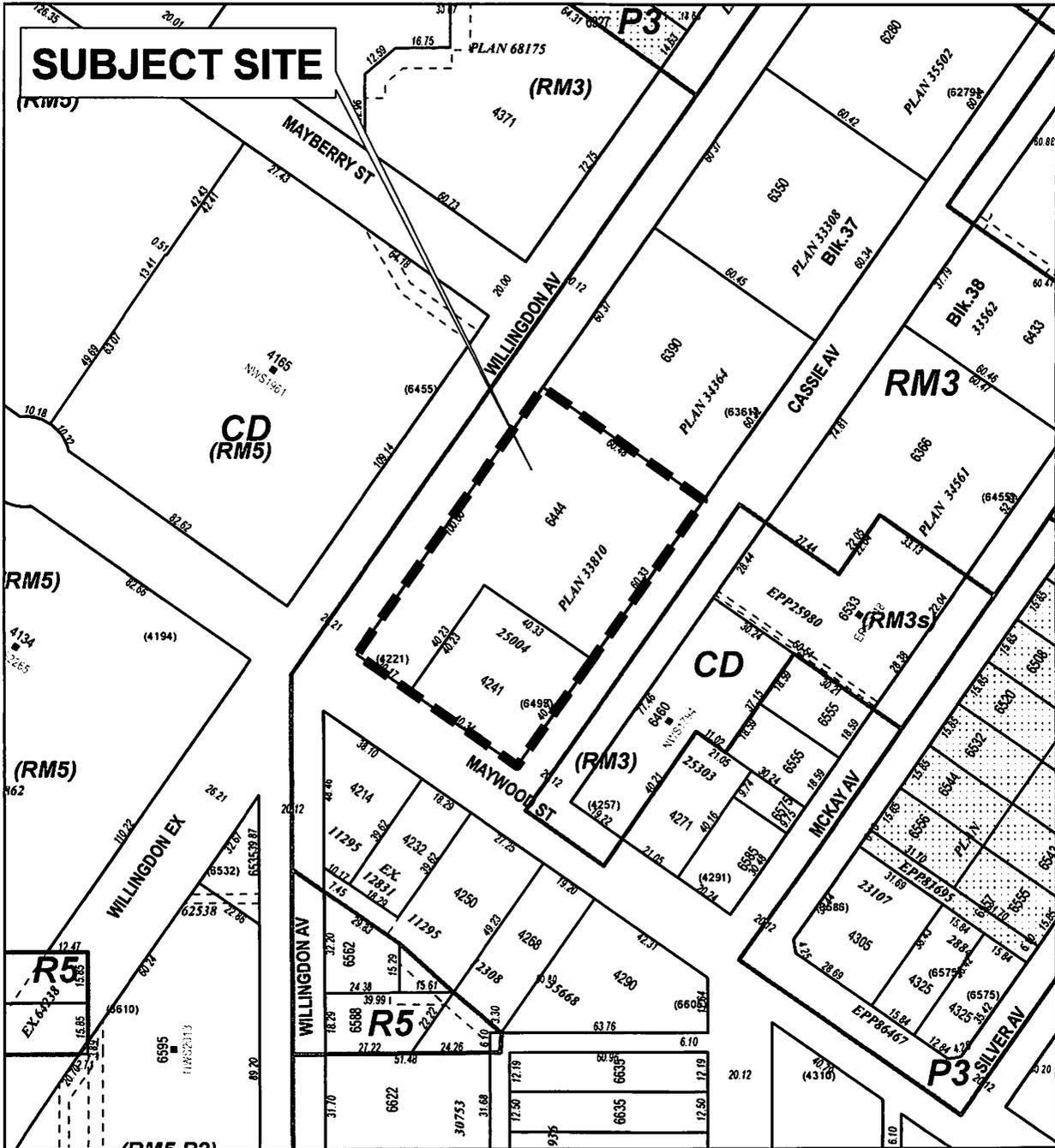
Common amenity facilities for market strata development are located on levels one and two. Level one includes an amenity lobby, seating area, cold package storage, concierge, sauna, fitness area, games room and lounge amenity. Level two includes meeting space and a guest suite. Common amenity facility includes a laundry facility and multi-purpose room. Collectively, this amenity area amounts to 716.8 m<sup>2</sup> (7,716 sq. ft.), which is less than 5% of Gross Floor Area, that is permitted to be exempted as amenity space within the Zoning Bylaw.

  
E.W. Kozak, Director  
PLANNING AND BUILDING

DR:tn

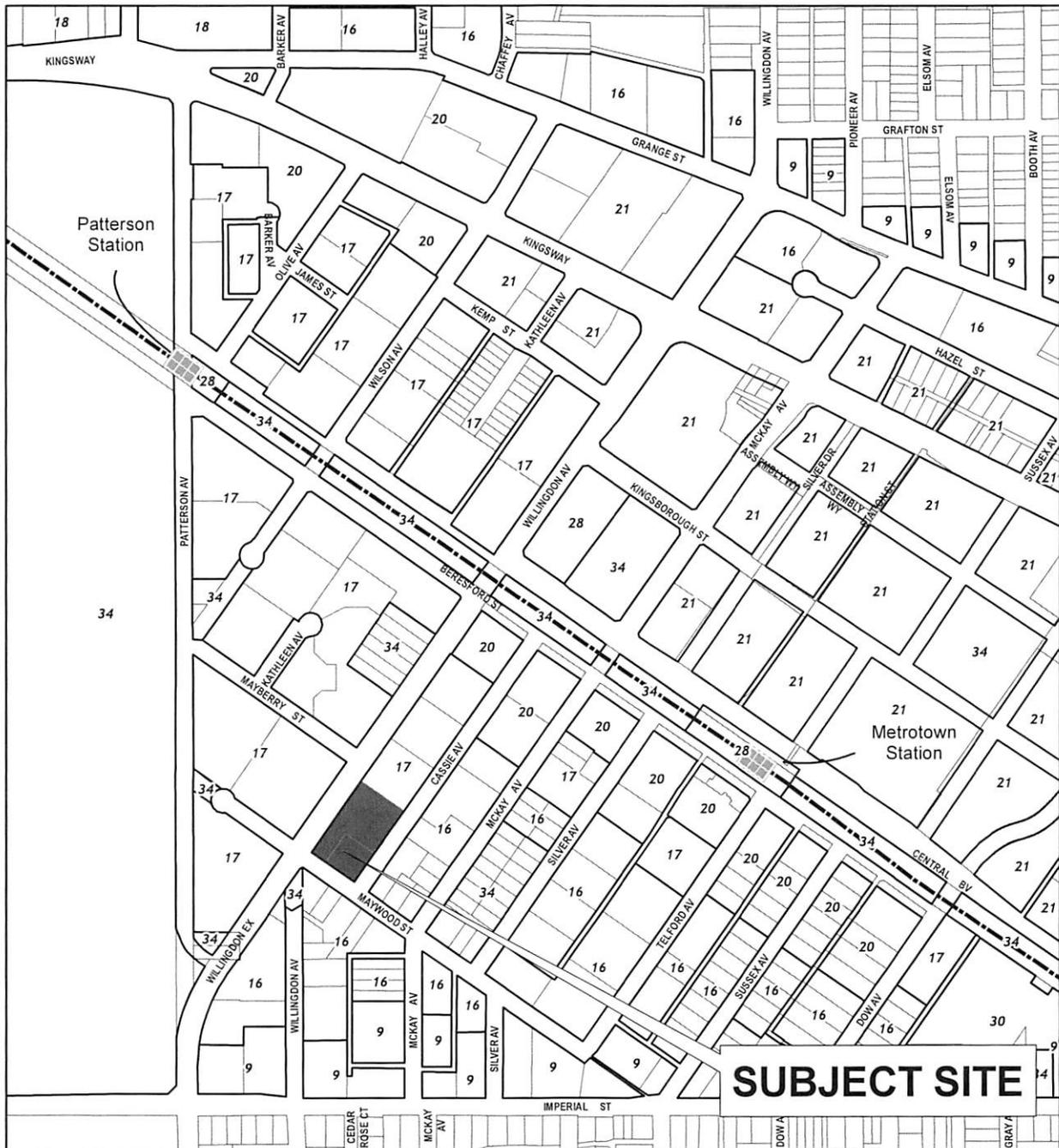
**Attachments**

cc: Director Public Safety and Community Services  
City Solicitor  
City Clerk



	<p>PLANNING &amp; BUILDING DEPARTMENT</p>
<p>DATE: OCT 03 2019</p>	<p><b>REZONING REFERENCE #17-27</b>  <b>4241 MAYWOOD STREET</b>  <b>6444 WILLINGDON AVENUE</b></p>
<p>SCALE: 1:2,000</p>	
<p>DRAWN BY: AY</p>	

 Subject Site



- 9** Medium Density Residential (RM3s)
- 15** High Density Residential (RM5)
- 16** High Density Residential (RM4s)
- 17** High Density Residential (RM5s)
- 18** High Density Mixed Use (RM4s/C2)
- 19** High Density Mixed Use (RM4s/C3)

- 20** High Density Mixed Use (RM5s/C2)
- 21** High Density Mixed Use (RM5s/C3)
- 28** Institutional
- 30** Public School (P3)
- 34** Park and Public Use (P3)



Planning and Building Dept

## Metrotown Plan

