

TO: CITY MANAGER 2020 May 20

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #17-28**
High-Rise Apartment Building with Street-Oriented Townhouses and a Six Storey Non-Market Rental Component
Metrotown Downtown Plan

ADDRESS: 6075 Wilson Avenue (see *attached* Sketches #1 and #2)

LEGAL: Lot 114, District Lot 151, Group 1, NWD Plan 410022

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 “6075 Wilson” 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 2020 June 23.

RECOMMENDATIONS:

1. **THAT** the predecessor Rezoning Bylaw, Amendment Bylaw No. 29/2018, Bylaw 13917, 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 2020 June 08 and to a Public Hearing on 2020 June 23 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.

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- 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.
- 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.
- s) The deposit of the applicable Parkland Acquisition Charge.
- t) The deposit of the applicable GVS & DD Sewerage Charge.
- u) The deposit of the applicable School Site Acquisition Charge.
- v) The deposit of the applicable Regional Transportation Charge.
- w) 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 the construction of a single 44-storey apartment building located at the corner of Central Boulevard and Wilson Avenue, townhouses fronting Wilson Avenue, and a six storey non-market rental apartment building fronting Central Boulevard.

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:

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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 development site is within the Central Park East neighbourhood of the Metrotown Downtown Plan area (see Sketch #2 *attached*). The adopted Plan identifies this neighbourhood as a high density neighbourhood with a garden-like setting that is defined by its relationships to Central Park, Kingsway, the BC Parkway and Patterson SkyTrain station. Specifically, high density multiple-family residential developments east of Central Park are intended to have a tranquil park-like neighbourhood character, enhanced with publically accessible pocket parks/open space as well as pedestrian and cycling linkages, which connect to Central Park, Kinnee Park, the BC Parkway and other parks within Metrotown.
- 3.2 On 2018 April 18, Council received an initial rezoning report, Rezoning Reference #17-28, 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. The preliminary development concept indicated a single high-rise strata apartment building with a three-storey townhouse form oriented towards Wilson Avenue and a low-rise non-market rental housing component oriented towards Central Boulevard.
- 3.3 On 2018 June 25, Council approved the advancement of rezoning amendment bylaw #13917 for Public Hearing and subsequently granted it First Reading on 2018 July 09. The proposed development consisted of a single high-rise apartment building, street-oriented townhousing, and a three-storey non-market rental building. The proposal included the replacement of 32 of the existing 86 rental units on site.

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 On 2019 November 18 a further report recommending Public Hearing was advanced for Council's consideration. Although the rezoning had pursued the 100% replacement of existing rental units, the application was ultimately not advanced to First Reading or Public Hearing, due to emerging requirements of an updated Tenant Assistance Policy.
- 3.5 The applicant has now submitted a plan of development that incorporates the requirements of the Finalized Rental Use Zoning Policy and Tenant Assistance Policy, and is suitable for presentation to a new Public Hearing.

4.0 GENERAL COMMENTS

- 4.1 The proposed development plan is for a single 44-storey apartment building located at the corner of Central Boulevard and Wilson Avenue, three storey townhouse buildings fronting Wilson Avenue, and a six storey non-market rental apartment building fronting Central Boulevard. All parking is to be provided underground with vehicular access provided via the rear lane. Based on the proposed rezoning to the CD (RM5s, RM5r) District, the overall density for the development would be 5.97 FAR, of which the market residential component is 5.06 FAR (inclusive of density bonus and density offset) and the non-market rental housing component is 0.91 FAR. The overall proposed density is in line with the proposed zoning district guidelines.
- 4.2 The proposed building's siting, massing, pedestrian orientation and materiality meet the standards and objectives for such development in the Central Park East 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 Central Boulevard and Wilson Avenue. On-site planting is integrated with the outdoor amenity spaces, including a common patio, and outdoor lounge area.
- 4.3 Given the site's Town Centre location, the adopted plan designates a total maximum strata market density of 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 86 rental units on-site.

Due to both site and building constraints, the developer has chosen not to pursue the maximum 6.1 FAR of market strata density. As such, the proposed tower and townhouse components have a cumulative density of 5.06 FAR. Utilization of the entire 1.1 FAR density offset is necessary in order to ensure that the 86 rental units are replaced as affordable. As a result, the applicant is proposing to take advantage of 1.08 FAR of density bonus floor area (0.4 FAR of Base Bonus, 0.68 of Supplemental Bonus).

The 1.08 FAR amenity bonus, which translates into 6,285.2 m² (67,653 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 intends to pursue an air space parcel subdivision and transfer the resultant property to the non-profit housing partner. 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.

- 4.6 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 86 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 the proposed units will be offered at affordable rates (the lesser of pre-development rents or 20% below CMHC average market rates for new tenants).

- 4.7 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
- construction of Wilson Avenue to Town Centre two-lane collector standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
 - construction of Central Boulevard to a modified Town Centre two-lane collector standard (from Wilson Avenue to Olive Avenue) with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
 - upgrades to the rear lane as required; and,
 - storm, sanitary sewer and water main upgrades as required.
- 4.8 Given the site's location near the Patterson 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 to be administered by the strata corporation;
 - a transit-subsidy bank account, equivalent to a two-zone pass for 70% of the strata units for one year, 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
- 4.9 A total of 354 strata apartment units (of which 22% are adaptable) and 4 strata townhouses are proposed. It is noted that the smaller one-bedroom apartment units are 50.1 -53.0 m² (540 - 571 sq. ft.) in area, in accordance with the P11e District (SFU). This is balanced with a high percentage of two-bedroom and den 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.
- 4.10 The development is providing 78 (22%) 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.

- 4.11 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;
 - 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.
- 4.12 The applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.13 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.
- 4.14 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.
- 4.15 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 4.16 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.

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- 4.17 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 4.18 Bicycle storage lockers and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 4.19 The submission of a Tenant Assistance Plan, in accordance with adopted Council policy, for tenants affected by the proposed redevelopment.
- 4.20 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*) - 5,819.6 m² (62,642 sq. ft.)

Dedications
 (*subject to a detailed civil design*) - 1,095.8 m² (11,795 sq. ft.)

5.2 Site Coverage - 45 %

5.3 Density and Gross Floor Area

Overall Residential Density - 5.97 FAR

Market Residential Tower and Townhouses - 5.06 FAR
 (*inclusive of 1.08 FAR amenity bonus and 1.1 FAR Density offset*)

Non-Market Rental - 0.91 FAR

Market Residential Tower and Townhouses

Residential Gross Floor Area - 29,439.4 m² (316,883 sq. ft.)

Residential Amenity Space - 658.8 m² (7,091. ft.)
 (*Exempt from FAR calculations*)

Adaptable Unit FAR Exemption
Non-Market Rental Apartment Building - 181.2 m² (1,950 sq. ft.)

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Non-Market Residential Gross Floor Area	
Residential Amenity Space	- 5,316.5 m ² (57,226 sq. ft.)
(Exempt from FAR calculations)	- 160.7 m ² (1,730 sq. ft.)
Adaptable Unit Exemption	- 50.15 m ² (540 sq. ft.)

5.4 Residential Unit Mix

Market Residential Tower and Townhouses

<u>Unit Type</u>	<u>Unit Size</u>
42 – Three bedroom units	- 106.2 – 115.0 m ² (1,143 – 1,238 sq. ft.)
78 – Two bedroom and den units	- 78.4 – 85.4 m ² (844 – 919 sq. ft.)
39 – Two bedroom units (<i>adaptable</i>)	- 81.8 m ² (881 sq. ft.)
39 – One bedroom and den units	- 58.5 m ² (630 sq. ft.)
39 – One bedroom units (<i>adaptable</i>)	- 50.1 – 53.0 m ² (540 – 571 sq. ft.)
78 – One bedroom units	- 50.1 – 53.0 m ² (540 – 571 sq. ft.)
39 – Studio units	- 42.9 m ² (462 sq. ft.)
<u>4 – Townhouse units</u>	- 152.4 – 156.4 m ² (1,641 – 1,683 sq. ft.)

Total Number of Market Units: 358

Non-Market Rental Apartment Building

<u>Unit Type</u>	<u>Unit Size</u>
18 – Two bedroom units (<i>adaptable</i>)	- 67.9 – 69.7 m ² (731 – 750 sq. ft.)
63 – One bedroom units	- 50.0 – 51.7 m ² (538 – 557 sq. ft.)
<u>5 – Studio units</u>	- 32.9 – 33.4 m ² (354 – 359 sq. ft.))

Total Number of Non-Market Units: 86

Overall Unit Count: 444 units

5.5 Building Height

Market Residential Tower	141.3 m (464 feet); 44 storeys
Market Residential Townhouses	10.4 m (34 feet); 3 storeys
Non-Market Apartment Building	17.2 m (56 feet); 6 storeys

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5.6 Vehicle Parking

Market Residential Tower and Townhouses

Required and Provided

358 units @ 1.1 spaces per unit:

Required: 394 spaces
Provided: 405 spaces

Non-Market Rental Apartment Building

Required and Provided

86 units @ 0.6 spaces per unit:

Required: 52 spaces
Provided: 52 spaces

5.7 Bicycle Parking/Storage Area

Market Residential Tower and Townhouses

Required and Provided

358 units @ 2 spaces per unit:

Required: 716 spaces
Provided: 716 spaces

Visitor Bicycle Parking

Required and Provided

358 units @ 0.2 spaces per unit:

Required: 72 spaces
Provided: 72 spaces

Non-Market Rental Apartment Building

Required and Provided

86 units @ 2 spaces per unit:

Required: 172 spaces
Provided: 172 spaces

Visitor Bicycle Parking

Required and Provided

86 units @ 0.2 spaces per unit:

Required: 17 spaces
Provided: 17 spaces

5.8 Loading

Required and Provided

- 2 spaces

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5.9 Communal Facilities
(Excluded from FAR Calculations)

Common amenity facilities for market strata development are located on levels one and four. Level one includes an amenity lobby, seating area, party room and parcel room; level four includes a sauna, fitness area, games room and lounge amenity meeting space and a guest suite. Common amenity facilities for the non-market development includes a multi-purpose room and laundry facilities. Collectively, this amenity area amounts to 819.5 m² (8,821 sq. ft.), which is less than 5% of Gross Floor Area permitted to be exempted as amenity space within the Zoning Bylaw.

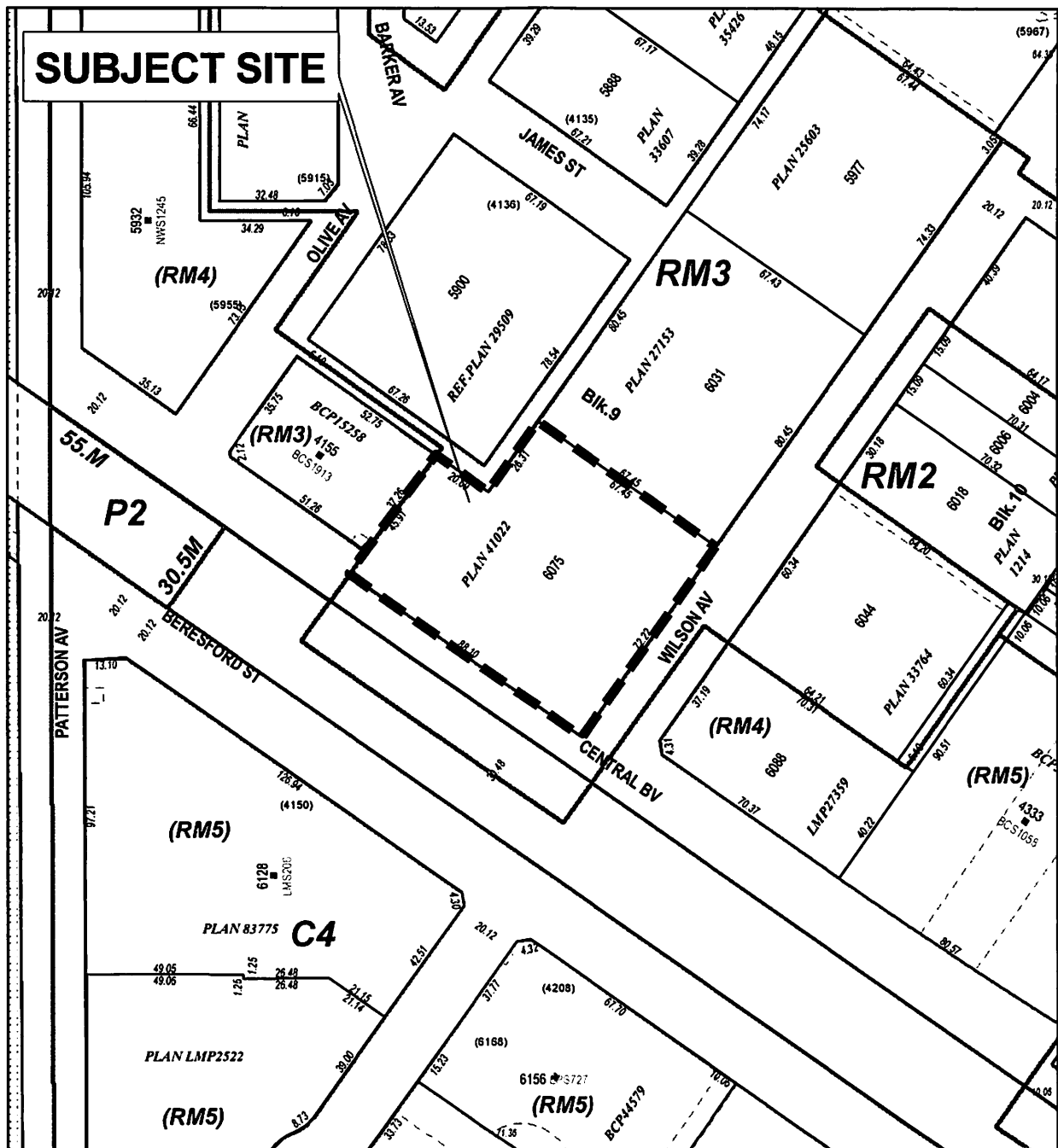


E.W. Kozak, Director
PLANNING AND BUILDING

JBS:tn

Attachments

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



PLANNING & BUILDING DEPARTMENT



DATE:

JUN 18 2018

SCALE:

1:2,000

DRAWN BY:

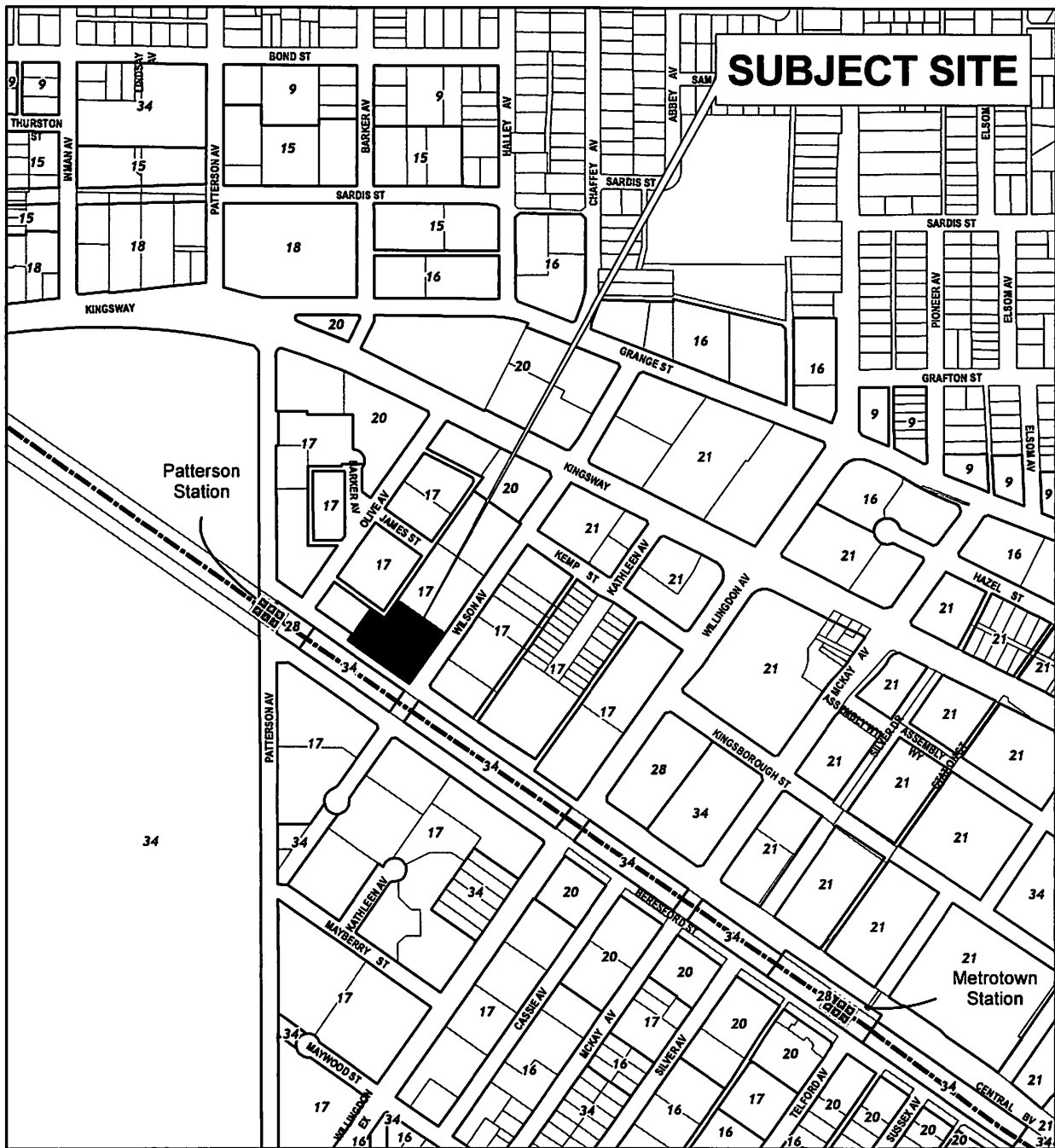
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REZONING REFERENCE #17-28
6075 WILSON AVENUE



Subject Site

Sketch #1



- 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)



City of Burnaby
Planning and Building Dept

Metrotown Plan

