



Item .....
Meeting..... 2021 October 25

COUNCIL REPORT

**TO:** CHIEF ADMINISTRATIVE OFFICER 2021 October 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #18-03**  
**Two High-Rise Apartment Buildings with Street-Fronting Podium**  
**Metrotown Downtown Plan**

**ADDRESS:** 6280 and 6350 Willingdon Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Lot "E" And "F" District Lots 151 And 153 Group 1 New Westminster District Plan 2069

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on the RM5s and, RM5r Multiple Family Residential District and the Metrotown Downtown Plan as guidelines and in accordance with the development plan entitled "Willingdon Residential Development" prepared by Chris Dikeakos Architects Inc. and David Stoyko Landscape Architecture Inc.)

**APPLICANT:** Wesgroup Properties Ltd.  
Suite 2000 – 595 Burrard Street  
Bentall 3  
Vancouver, BC V6E 0E4  
Attention: Evan Lewis

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2021 November 23.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2021 October 25 and to a Public Hearing on 2021 November 23 at 5:00 p.m.
2. **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 Administration 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

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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 4.4 of this report.
- e) The consolidation of the net project site into one legal parcel.
- f) The dedication of any rights-of-way deemed requisite.
- g) The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 4.10 of this report.
- h) The registration of a Housing Covenant and Housing Agreement.
- i) The execution of a Tenant Assistance Plan, to the approval of the Director Planning and Building.
- j) 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.
- k) Compliance with the City's Groundwater Management for Multi-Family Development guidelines is required.
- l) The submission of a detailed Sediment Control System to the Climate Action and Energy Division.
- m) The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.
- n) The review of on-site residential loading facilities by the Director Engineering.
- o) The provision of eight 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.
- p) The provision of facilities for cyclists in accordance with this report.

- q) 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 and with allocated disabled parking spaces.
- r) Compliance with Council-adopted sound criteria.
- s) The undergrounding of existing overhead wiring abutting the site.
- t) Compliance with the guidelines for underground parking for visitors.
- u) The submission of a Public Art Plan.
- v) The submission of a Green Building Strategy.
- w) The deposit of the applicable Parkland Acquisition Charge.
- x) The deposit of the applicable School Site Acquisition Charge.
- y) The deposit of the applicable GVS & DD Sewerage Charge.
- z) The deposit of the applicable Regional Transportation Development Cost Charge.
- aa) 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 two high-rise apartment buildings with podium frontage along Willingdon Avenue and Cassie Avenue.

### **2.0 POLICY FRAMEWORK**

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Metrotown Downtown Plan (2017), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Mayor’s Task Force on Community Housing Final Report (2019); Rental Use Zoning Policy (2020); and Density Transfer Policy (2021).

**3.0 BACKGROUND**

- 3.1 The subject site is in the Maywood neighbourhood of the Metrotown Downtown Plan and is located on Willingdon Avenue south of Beresford Street. 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 The subject development site encompasses a two-lot assembly at 6280 and 6350 Willingdon Avenue. The prevailing zoning for both sites is RM3 Multiple Family Residential District. The property at 6350 Willingdon Avenue is improved with a 58-unit, three-storey apartment building that was constructed in 1969; the property at 6280 Willingdon Avenue is improved with a 58-unit, three-storey apartment building that was constructed in 1968. The adopted Plan designates the subject development site for high-density multiple-family residential development utilizing the RM5s and RM5r Multiple Family Residential District as guidelines.
- 3.3 On 2020 July 27 Council received an initial rezoning report 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 RM5r Multiple Family Residential District and Metrotown Downtown Plan as guidelines.
- 3.4 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

**4.0 GENERAL COMMENTS**

- 4.1 The proposed development plan is for a 35-storey market strata building (Tower 1) and a 38-storey market strata and non-market rental building (Tower 2). Both buildings are oriented towards an internal court yard with vehicular access via Cassie Avenue. An eight-storey podium provides the base of Tower 1. The non-market rental units are situated in the podium with a lobby fronting Cassie Avenue, which provides front-door activation along Cassie Avenue while the non-market rental amenity space provides visual interest along Willingdon Avenue.
- 4.2 The maximum potential density (including the density offset) may be up to 8.3 FAR for an RM5s & RM5r site, comprised of: 2.2 FAR base, 0.4 FAR base bonus, 1.2 FAR supplementary base, 1.2 FAR supplementary bonus, 1.1 FAR offset and 2.2 FAR RM5r rental density.

4.3 The proposed total density for the subject site is 7.13 FAR, as outlined in Table 1:

**Zoning: CD (RM5s, RM5r)**  
**Site Size: 78,550 sq.ft.**

	<b>Permitted</b>	<b>Proposed</b>
RM5s Base Density	2.20	2.20
GFA (sq.ft.)	172,810	172,810
RM5s Bonus Density	0.40	0.40
GFA (sq.ft.)	31,420	31,420
RM5s Suppl. Base Density	1.20	1.20
GFA (sq.ft.)	94,260	94,260
RM5s Suppl. Bonus Density	1.20	1.20
GFA (sq.ft.)	94,260	94,260
RM5r Density	2.20	1.03
GFA (sq.ft.)	172,810	80,955
RM5s Density Offset	1.10	1.10
GFA (sq.ft.)	86,405	86,405
TOTAL Density	8.30	7.13
TOTAL GFA	651,965	560,110

**Table 1**

- 4.4 As noted above in Table 1, the applicant is proposing to use the amenity density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.6 FAR in amenity density bonus, which translates into 11,676.1 m<sup>2</sup> (125,680 sq. ft.) of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Department of Public Safety and Community Services will initiate discussions with the applicant on the amenity bonus value. 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.
- 4.5 In accordance with Council’s adopted policy, 80% of the cash-in-lieu contributions are applied toward the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.
- 4.6 With respect to the rental component of the project this application is proposed to be processed in accordance with the City’s Rental Use Zoning Policy, utilizing Stream 1 – Rental Replacement. The applicant is using 1.03 FAR of RM5r density to provide 116 rental replacement units at below market rates (pre-development rents for returning tenants subject to RTA rental increases during construction, and 20% below CMHC median market rates for new tenants) in order to help meet the City’s housing affordability objectives and to access the full 1.1 FAR density offset available under the RM5s District as per the Policy. The provision of 116 rental replacement units meets the requirement to provide 20% of units derived from

RM5s density as non-market rental units. The required rental units will be provided within the podium level of the southern tower on site.

4.7 The development is providing 147 adaptable units within the two buildings, which meets the 20% minimum requirements of the Council-adopted Adaptable Housing policy. A total of 88 accessible parking stalls have been provided in the underground parking area (15 spaces within the non-market rental parking area in Tower 1; 31 spaces within the market-strata parking area in Tower 1 and 42 within the market-strata parking area in Tower 2). The accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation and rental housing operator.

4.8 The applicant will be providing a comprehensive Transportation Demand Management strategy including:

- A transit pass subsidy equivalent to a two-zone pass for 65% of the strata units for one year;
- 15 bicycles, helmets and bike storage for the shared use and benefit of all residents to be administered by the strata corporation;
- two bike parking spaces for each residential (strata and rental) unit; and
- A communications strategy that provides the Owners, Strata, Renters, Rental Management Company and Strata Management Company an understanding of how to best use each of the alternative transportation options.

A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision of these measures.

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

- construction of Cassie Avenue to Town Centre local road standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
- construction of Willingdon Avenue to Town Centre four-lane arterial standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
- cost sharing for the design and installation of pedestrian signals on Willingdon Avenue at Mayberry Street and a midblock connection;
- construction of a neighbourhood linkage through the site along the northern property line;
- The dedication of land on Willingdon Avenue; and
- storm, sanitary sewer and water main upgrades as required.

- 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:
- Section 219 covenant restricting enclosure of balconies;
  - Section 219 covenant indicating that project surface driveway access will not be restricted by gates;
  - Section 219 covenant ensuring compliance with the approved acoustical study;
  - Section 219 covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - Section 219 covenant ensuring that accessible parking stalls are held in common property to be administered by the Strata Corporation;
  - Section 219 covenant 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;
  - Section 219 covenant guaranteeing the provision and ongoing maintenance of public art; and,
  - An 8m statutory-right-of-way for the provision of a neighbourhood linkage along the northern property line;
  - Section 219 covenant restricting the use of guest suites (one in the market-strata residential section of Tower 1, two suites in Tower 2); and
  - An easement granting access between the subdivided lots.
- 4.11 The registration of a Housing Covenant and a Housing Agreement will be required to protect and regulate affordability measures and tenure of the non-market rental and the market rental units. Terms of the Housing Agreement are to be established prior to Final Adoption of the Rezoning Bylaw. Council consideration and approval of a Housing Agreement Bylaw will be required prior to occupancy.
- 4.12 The submission of a Tenant Assistance Plan, in line with Council’s adopted policy.
- 4.13 Due to the proximity of the subject site to the Expo SkyTrain Line the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.14 Provision of eight separate car wash stalls is required for the residential development.
- 4.15 As the site will be fully excavated for development, an arborist’s report and tree survey will be required prior to Final Adoption 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.

- 4.16 The submission of a groundwater and storm water management plan is required. As well, 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.
- 4.17 The submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption is required.
- 4.18 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 4.19 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 4.20 The submission of a Public Art Plan detailing the concept, character, and location of public art on site as well as details of the budget, terms, and the artist selection process is required.
- 4.21 The submission of a Green Building Strategy. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that both residential buildings will meet Step 1 of the BC Energy Step Code.
- 4.22 The submission of a Communications Strategy that provides the Owners, Strata and Strata Management Company an understanding of the development is required.
- 4.23 Applicable development cost charges are:
  - Parkland Acquisition Charge;
  - School Site Acquisition Charge;
  - GVS&DD Sewerage Charge; and
  - Regional Transportation Charge.

**5.0 DEVELOPMENT PROPOSAL**

5.1	<u>Site Area</u> (subject to detailed survey)	<b>7,297.5 m<sup>2</sup> (78,550 sq. ft) Total</b>
	6280 Willingdon Avenue	3,650.3 m <sup>2</sup> (39,291 sq. ft.)
	6350 Willingdon Avenue	3,647.3 m <sup>2</sup> (39,259 sq. ft.)
	Dedication Area	205.2 m <sup>2</sup> (2,208 sq. ft.)



5.2	<u>Site Coverage</u>	33%
5.3	<u>Density</u>	<b>7.13 FAR TOTAL</b>
	RM5s District	
	Base	2.2 FAR
	Bonus	0.4 FAR
	Supplemental base	1.2 FAR
	<u>Supplemental bonus</u>	<u>1.2 FAR</u>
	Subtotal	5.0 FAR
	Density Offset	1.1 FAR
	RM5r District	1.03 FAR
5.4	<u>Gross Floor Area</u>	<b>Tower 1 – 26,144.1 m<sup>2</sup> (281,413sq. ft)</b> <b>Tower 2 – 25,891.8 m<sup>2</sup> (278,697 sq. ft)</b>
5.5	<u>Residential Unit Mix</u>	
	<b><u>Tower 1 Market Strata</u></b>	
	26 – Studio units	37.16 m <sup>2</sup> (400 sq. ft.)
	26 – P11e One bedroom	50.25 m <sup>2</sup> (542 sq. ft.)
	78 – One bedroom	56.0 m <sup>2</sup> (603 sq. ft.)
	26 – One Bedroom (adapt.)	56.0 m <sup>2</sup> (603 sq. ft.)
	52 – Two bedroom units	71.5 m <sup>2</sup> (770 sq. ft.)
	26 – Two bedroom (adapt.)	71.5 m <sup>2</sup> (770 sq. ft.)
	<u>26 – Three bedroom units</u>	91.0 m <sup>2</sup> (980 sq. ft.)
	260 units	
	<b><u>Tower 1 Non-Market Rental</u></b>	
	75 – One bedroom	50.25 m <sup>2</sup> (542 sq. ft.)
	17 – One bedroom (adapt.)	50.25 m <sup>2</sup> (542 sq. ft.)
	16 – Two bedroom units	71.5 m <sup>2</sup> (770 sq. ft.)
	<u>8 – Two bedroom (adapt.)</u>	71.5 m <sup>2</sup> (770 sq. ft.)
	116 units	
	<b><u>Tower 2 Market Strata</u></b>	
	35 – Studio units	37.16 m <sup>2</sup> (400 sq. ft.)
	35 – P11e One bedroom	50.25 m <sup>2</sup> (542 sq. ft.)
	109 – One bedroom	56.0 m <sup>2</sup> (603 sq. ft.)
	35 – One Bedroom (adapt.)	56.0 m <sup>2</sup> (603 sq. ft.)
	72 – Two bedroom units	71.5 m <sup>2</sup> (770 sq. ft.)

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35 – Two bedroom (adapt.)	71.5 m <sup>2</sup> (770 sq. ft.)
<u>36 – Three bedroom units</u>	91.0 m <sup>2</sup> (980 sq. ft.)
357 units	

**TOTAL NUMBER OF UNITS: 733 units**

5.6 Building Height Tower 1 - 35 storeys, 104.3 m (342 ft.)  
 Tower 2- 38 Storeys, 120 m (394 ft.)

5.7 Vehicle Parking

**Total Required:**

- Market strata residential @ 1.1 spaces per unit	Tower 1: 286 Tower 2: 393
- Non-market rental residential @ 0.6 spaces per unit	Tower 1: 71

**Total Provided:**

Market strata residential	Tower 1: 322 spaces ( <i>including 26 visitor spaces and 31 accessible spaces</i> )  Tower 2: 411 spaces ( <i>including 39 visitor spaces and 42 accessible spaces</i> )
Non-market rental residential	Tower 1: 71 spaces ( <i>including 12 visitor spaces and 15 accessible spaces</i> )

5.8 Bicycle Parking

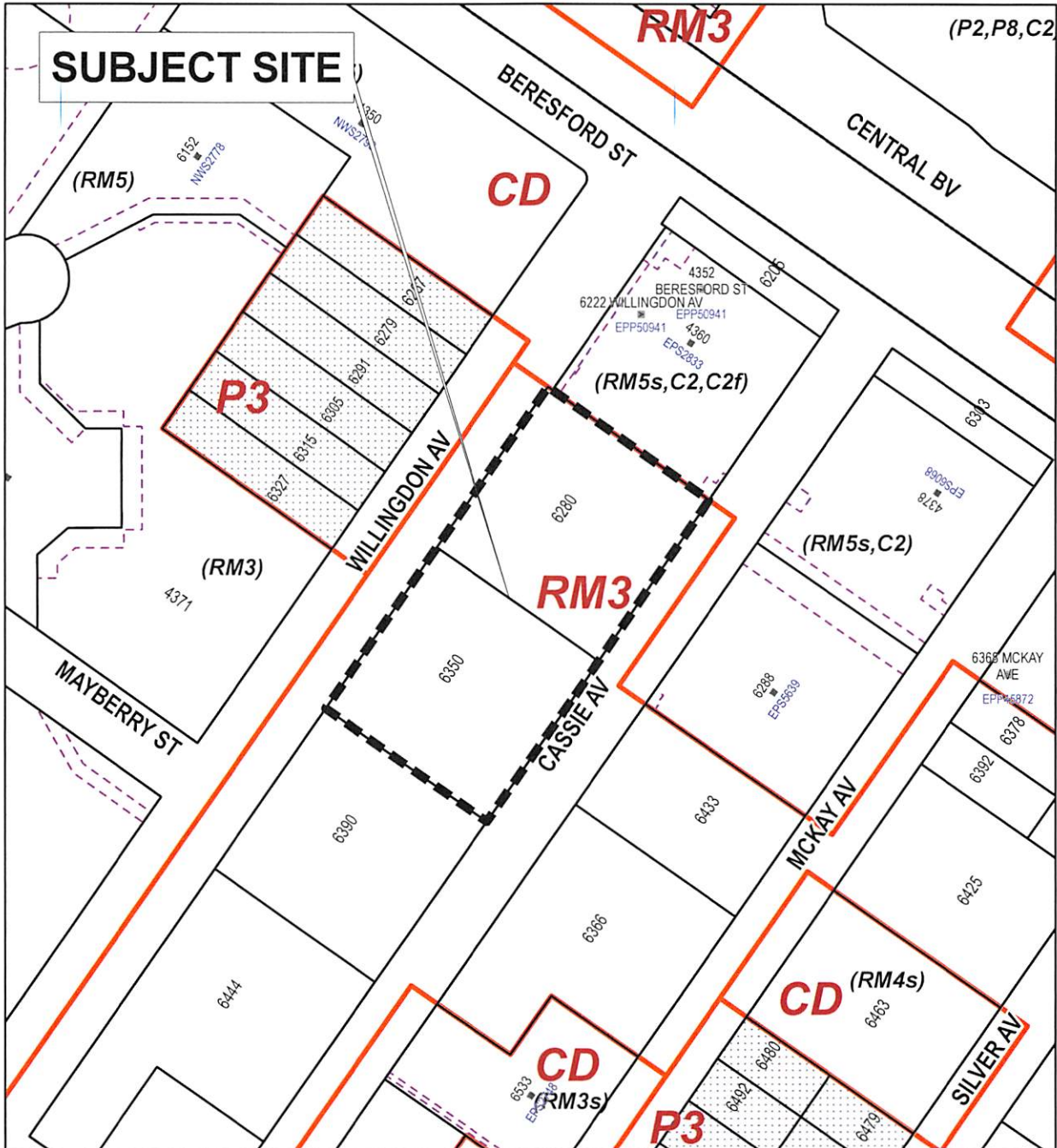
**Total Required:**



Secured residential (rental and strata): 733 units @ 2.0 spaces per unit	1,466 spaces
Visitor spaces (rental and strata): 733 units @ 0.2 spaces per unit	147 spaces

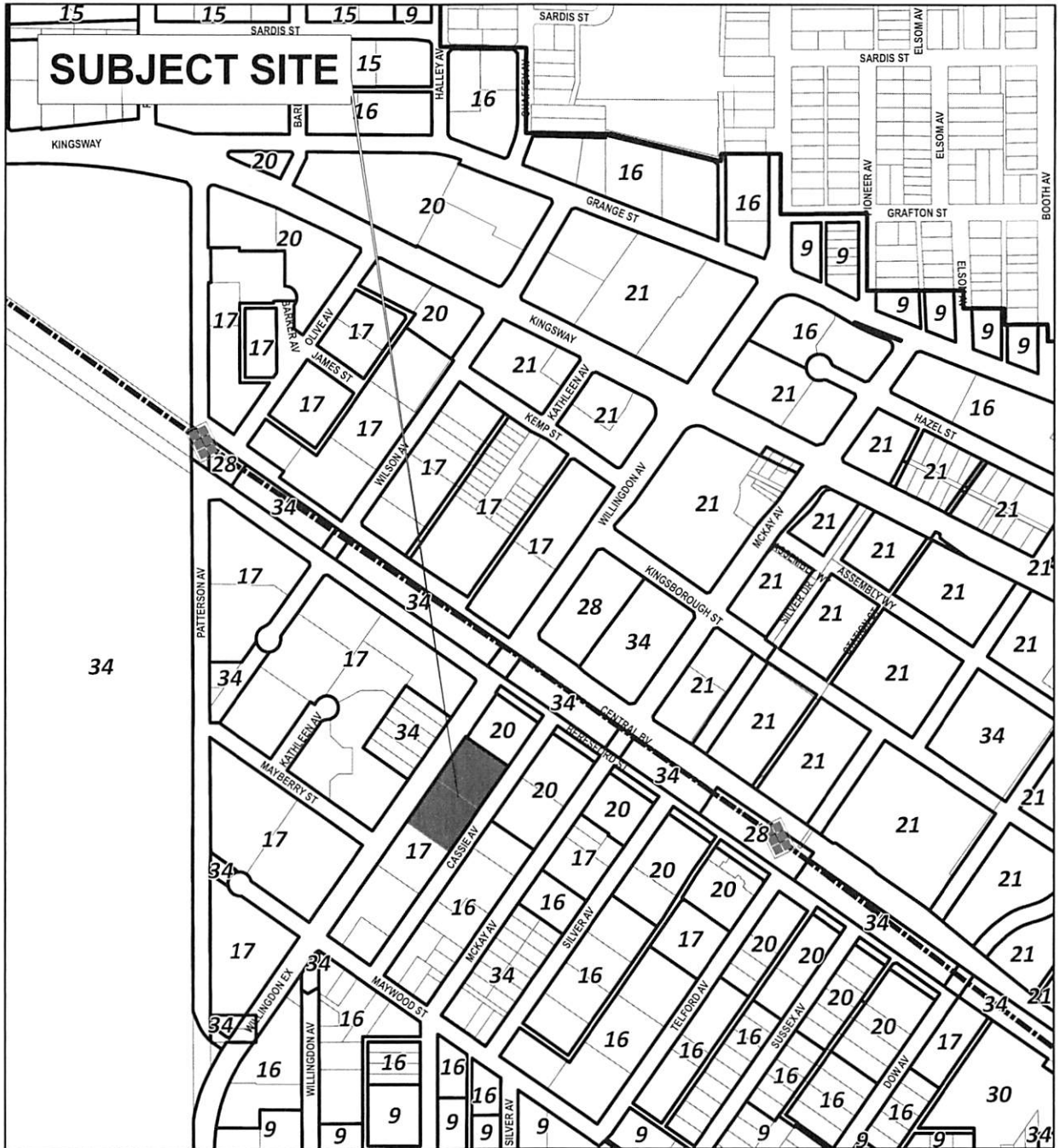
**Total Provided:**

- Secured Residential	1,539 spaces
- Visitor	196 spaces





 <p>City of Burnaby</p>	<p>PLANNING &amp; BUILDING DEPARTMENT</p>
<p>Date: SEP 07 2021</p>	<p>REZONING REFERENCE #18-03 6280 AND 6350 WILLINGDON AVENUE</p>
<p>scale: 1:2,000</p>	 Subject Site
<p>Drawn By: JS</p>	



- 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

