

CITY OF BURNABY

PLANNING AND BUILDING REZONING REFERENCE #20-27 2020 December 02

ITEM #03

1.0 GENERAL INFORMATION

- 1.1 Applicant:** Workers' Capital (LMAO) Holding Corp.
4911 Canada Way
Burnaby, BC V5G 3W3
Attn: Paul Finch
- 1.2 Subject:** Application for the rezoning of:
See *attached* Schedule A
- From:** M4 Special Industrial District
- To:** CD Comprehensive Development District (based on RM3 Multiple Family District, RM5r Multiple Family District, C2 Neighbourhood Commercial District, and Royal Oak Community Plan as guidelines)
- 1.3 Address:** 6877, 6891, 6913, 6939, and 6945 Palm Avenue (see *attached* Sketches #1 and #2)
- 1.4 Size:** The site is irregular in shape with a site area of approximately 5,430.4 m² (58,452 ft²).
- 1.5 Services:** The Director Engineering will be requested to provide all relevant servicing information.
- 1.6 Rezoning Purpose:** The purpose of the proposed rezoning bylaw amendment is to permit the development of a new mid-rise mixed-use development with non-market housing, offices, café/commissary, and child care facility.

2.0 POLICY FRAMEWORK

The *Mayor's Task Force on Community Housing Final Report*, unanimously adopted by Council on 2019 July 29, contains a number of "Quick Starts", including that the City:

- scale up/increases additional density for projects with below market rental units;
- partner with BC Housing, non-profits, and private developers for more non-market housing; and,
- simplify zoning and other requirements to increase the number of homes in more neighbourhoods.

In addition, the Report made a number of recommendations, including that the City:

- create sustainable and accessible communities, with a range of amenities and services, in and around arterials and transit corridors;

- create a program to facilitate redevelopment of under-utilized land for affordable housing; and,
- increase the supply of affordable rental housing.

The subject proposal for mixed-use affordable housing is further supported by the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Partnership – Work collaboratively with businesses, educational institutions, associations, other communities, and governments.

A Healthy Community

- Community involvement - Encourage residents and businesses to give back to and invest in the community.

A Dynamic Community

- Economic Opportunity – Foster an environment that attracts new and supports existing jobs, businesses, and industries.

3.0 BACKGROUND AND NEIGHBOURHOOD CHARACTERISTICS

- 3.1 The subject site, principally and beneficially owned by the British Columbia Government and Service Employees' Union (BCGEU), is located north of the Expo SkyTrain line on the west side of Palm Avenue (see *attached* Sketch #1). The subject site is comprised of five separate properties, each of which is improved with an older light-industrial building. Vehicular access to the site is provided from Palm Avenue and the rear lane.
- 3.2 To the west across the lane is a newer four-storey mixed-use residential development, a car washing establishment, a four-storey mixed-use residential development under construction, and the Royal Oak SkyTrain Station. Directly to the north and to the east across Palm Avenue are light-industrial buildings, most of which are older. To the south and southwest is the Royal Oak SkyTrain Station, and Expo SkyTrain line, with Beresford Street and single, two-family and multiple-family dwellings beyond.
- 3.3 The subject site is located within the Royal Oak Community Plan area (see *attached* Sketch #2) and is designated for multiple family development based on the RM3 and RM3r Multiple Family Districts.
- 3.4 The applicant has advanced the subject rezoning based on the RM3 Multiple Family Residential District, RM5r Multiple Family Residential District, and C2 Community Commercial District, referring to the quick starts and recommendations of the *Mayor's Task Force on Community Housing Final Report* as a policy basis for the application. Staff support the proposal as an implementation measure of the Mayors Task Force, given the specific location near SkyTrain, and as a result of the achievement of a significant number of non-market rental units and other public benefits on site.

4.0 GENERAL INFORMATION

- 4.1 The applicant is requesting rezoning to the CD Comprehensive Development District (based on RM3 Multiple Family Residential, RM5r Multiple Family Residential, and C2 Community Commercial Districts) in order to permit the development of a new mixed-use rental housing development. The proposed development is comprised of two energy-efficient mid-rise rental residential towers atop a podium accommodating office uses for the BCGEU, as well as a café/commissary, and an affordable childcare facility. The rental housing is intended to be a mix of non-market and market rental housing, operated by a non-profit housing operator, at rental rates at or below those adopted by Council in the Burnaby Rental Use Zoning Policy.
- 4.2 Under the Royal Oak Community Plan, the subject site is designated for Multiple Family Development. Based on the RM3 and RM3r Districts, the maximum FAR permitted would be 2.75, with a maximum height of six storeys. Although a suitable plan of development has yet to be determined, the subject site with the proposed zoning districts could achieve a maximum development density of 5.15 FAR, with resultant building heights in a mid-rise tower form. While the addition of the RM5r District to the proposal is subject to Council approval and would not require a broad amendment to the Royal Oak Community Plan, a site specific amendment to the Plan would be required in order to add C2 Commercial District uses to the site, as well as accommodate the form contemplated in this rezoning application.
- 4.3 The Director Engineering will be requested to provide an estimate for any additional services necessary to serve this site.
- 4.4 The granting of any necessary statutory rights-of-way, easements, and covenants for the site will be required.
- 4.5 The proposed prerequisite conditions to the rezoning will be included in a future report.

5.0 RECOMMENDATION

THAT the Planning and Building Department be authorized to continue to work with the applicant towards the preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.



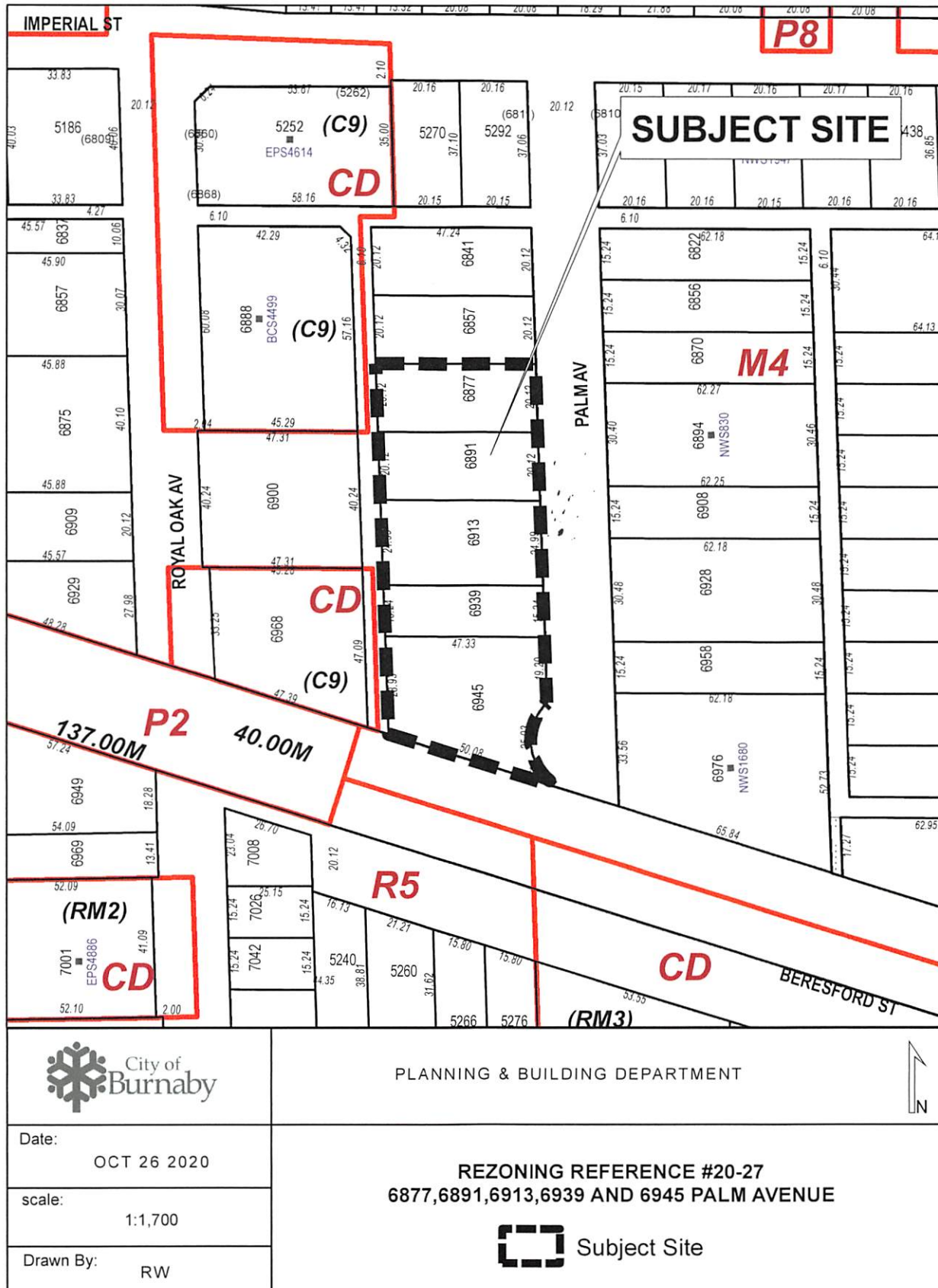
LS:jz/tn

Attachments

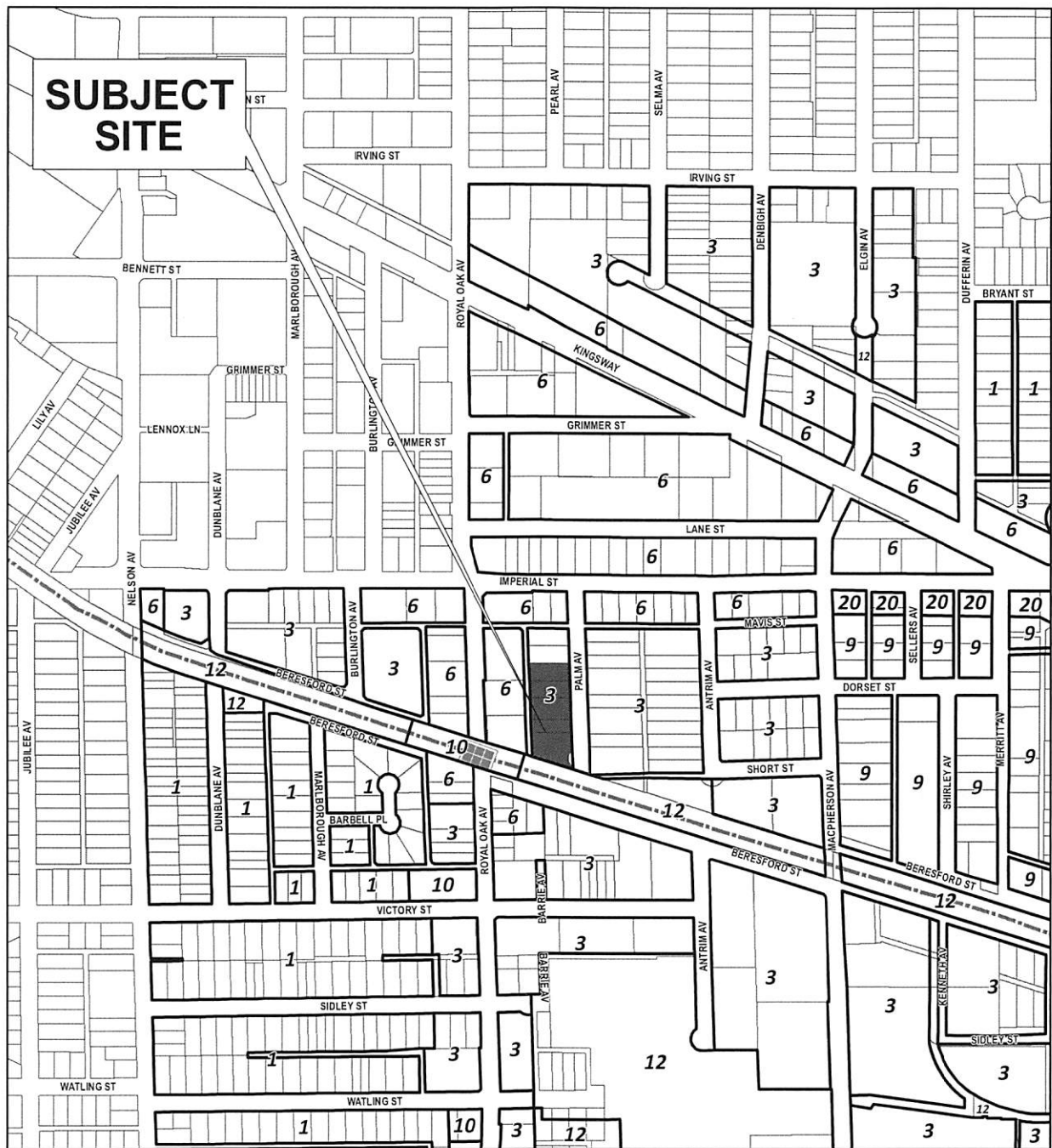
cc: City Solicitor
City Clerk

REZONING REFERENCE #20-27
SCHEDULE A

ADDRESS	PID	LEGAL DESCRIPTION
6877 Palm Avenue	002-245-299	Lot 18, Blocks 4 and 5, CL 98, Group 1 NWD Plan 2066
6891 Palm Avenue	003-297-349	Lot 17, Blocks 4 and 5, DL 98, Group 1, NWD Plan 2066
6913 Palm Avenue	012-450-324	Parcel "C" (Explanatory Plan 10392), Lots 15 and 16, Blocks 4 and 5, DL 98, Group 1, NWD Plan 2066
6939 Palm Avenue	002-440-644	Lot 15 Except: Explanatory Plan 10392, Block 4, DL 98, Group 1, NWD Plan 2066
6945 Palm Avenue	002-632-985	Lot 104, DL 98, Group 1, NWD Plan 52114



Sketch #1



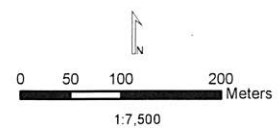
Royal Oak Community Plan Land Use



PLANNING & BUILDING DEPARTMENT

General Land Use Designation Key

- 1 Single and Two Family Residential
- 3 Medium Density Multiple Family Residential
- 5 Commercial
- 6 Medium Density Mixed Use
- 9 Industrial
- 10 Institutional
- 12 Park and Public Use
- 20 Industrial and Commercial Mixed Use





B.C. Government and Service Employees' Union
A Component of NUPGE (CLC)

October 21, 2020

Edward W. Kozak, Director
City of Burnaby Planning Department
4949 Canada Way
Burnaby, BC V5G 1M2

Re: Rezoning Letter of Intent
6877, 6891, 6913, 6939 and 6945 Palm Avenue, Burnaby, British Columbia
(collectively, the "Property")
Royal Oak Community Plan

Workers' Capital (LMOA) Holding Corp., as the registered owner of the Property, has submitted this application to rezone our five lots located at 6877, 6891, 6913, 6939 and 6945 Palm Avenue, Burnaby, British Columbia from the current M4 Special Industrial District to the CD Comprehensive Development District. We understand, from guidance provided by the City of Burnaby, that this will involve utilizing the RM3 Multiple Family District, RM5r Multiple Family District, C2 Community Commercial District and Royal Oak Community Plan as guidelines, subject always to the approval process outlined to us by the City of Burnaby Planning Department.

The intent of this rezoning application is to support the development of two mid-rise residential towers consisting of a mix of market and non-market rental units, constructed on top of a podium comprising office, retail, and amenities (including licensed childcare). The RM5r request is being used is to provide non-market rental units in accordance with the City's Rental Use Zoning Policy, and the inclusion of the C2 District is for a regional office (and associated amenities) anticipated to be used by the B.C. Government and Service Employees' Union ("BCGEU") and its affiliates. It is acknowledged that a Community Plan amendment may be required for the inclusion of the proposed commercial use.

The BCGEU is the beneficial owner of the Property, which is held by Workers' Capital (LMOA) Holding Corp. as agent, nominee and bare trustee for and on behalf of the BCGEU as principal and beneficial owner. The BCGEU has three primary objectives in pursuing this project: to build suitable office and meeting/conference space to move our Lower Mainland Area Office from the city of Vancouver to the city of Burnaby; to build an affordable rental housing complex to be owned and maintained by a non-profit society, in fulfillment of the goals set out by Burnaby's rental housing task force that were adopted by Burnaby city council; and to provision an affordable childcare centre for an independent operator to run at subsidized rates.

4911 Canada Way (at Iris), Burnaby, BC V5G 3W3 www.bcgeu.ca

Phone: (604) 291-9611 / 1-800-663-1674 Fax: (604) 291-6030 / 1-800-946-0244



If zoning is granted, we estimate being able to deliver 296 studio, one, two and three bedroom rental units. Of these, a minimum of 50% would be permanently designated as below-market affordable units at no greater than 80% of the CMHC's guideline. Dependent on subsidies, capital grants, cost waivers and financing arrangements, we aim to deliver a full 100% of the units at below-market affordability. We will construct an energy efficient complex with modern design, with long term and robust maintenance to prevent decay of the asset.

If zoning is granted, we believe this project will allow for a modest economic impact by moving full time jobs in our office from Vancouver to Burnaby, and deliver on the mayor and council's stated goals, using an innovative financing approach to deliver a significant increase in high quality affordable housing stock to the city. This approach, if approved and successful, could serve as a future model across the lower mainland for building out desperately needed affordable housing for working and middle income renters.

Thank you for your consideration of this rezoning request, we look forward to working with the City towards the approval of this rezoning application.

Please let us know if you require any additional information in connection with this letter of intent or our rezoning application.

Sincerely,

Workers' Capital (LMAO) Holding Corp.,
by its authorized signatory:

Paul Finch
Director, Workers' Capital (LMAO) Holding Corp.
Treasurer, B.C. Government and Service Employees' Union

PF/AR/jcs