



Item .....
Meeting..... 2022 May 30

COUNCIL REPORT

**TO:** CHIEF ADMINISTRATIVE OFFICER 2022 May 25

**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT:** **REZONING REFERENCE #21-00019**  
**High-Rise Residential Rental Building**

**ADDRESS:** 6622 and 6688 Willingdon Avenue (Sketches #1 and #2 *attached*)

**LEGAL:** Lot 82 District Lot 151 Group 1 New Westminster District Plan 30659  
Lot 83 District Lot 151 Group 1 New Westminster District Plan 30753

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on RM4s Multiple Family Residential District, RM4r Multiple Family Residential District, and Metrotown Downtown Plan as guidelines, and in accordance with the development plan entitled "Willingdon Rose Burnaby" prepared by B+H Architects)

**APPLICANT:** IDS Group  
Attn: Josh Adelberg  
170 – 3600 Lysander Ln.  
Richmond, BC V7B 1C3

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2022 June 28.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2022 May 30 and to a Public Hearing on 2022 June 28 at 5:00 p.m.
2. **THAT** the introduction of a Housing Agreement Bylaw be authorized according to the terms outlined in Section 4.4 of this report, and contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
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 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 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 undergrounding of existing overhead wiring abutting the site.
- e) The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 4.3 of this report.
- f) The consolidation of the project site into one legal parcel.
- g) The dedication of any rights-of-way deemed requisite.
- h) The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 4.9 of this report.
- i) The registration of a Housing Covenant and Housing Agreement.
- j) The submission of a suitable on-site stormwater management system, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- k) The submission of an undertaking to remove all improvements on the development site within 12 months of Final Adoption of the Rezoning Bylaw.
- l) Compliance with the City's Groundwater Management for Multi-Family Development guidelines.
- m) The submission of a suitable Solid Waste and Recycling plan.
- n) The review of on-site residential loading facilities.
- o) The provision of car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space 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) Compliance with the guidelines for underground parking for visitors.
- t) The submission of a Public Art Plan.
- u) The submission of a Green Building Plan and Energy Benchmarking.
- v) The deposit of the applicable Parkland Acquisition Charge.
- w) The deposit of the applicable School Site Acquisition Charge.
- x) The deposit of the applicable GVS & DD Sewerage Charge.
- y) The deposit of the applicable Regional Transportation Development Cost Charge.
- z) The submission of a written undertaking to distribute area plan notification forms, prepared by the City; and, to post area plan notification signs, also prepared by the City, on the development site and in the rental 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 rented, 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 high-rise residential rental building, with a street-fronting podium that includes market and non-market rental units.

### **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), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

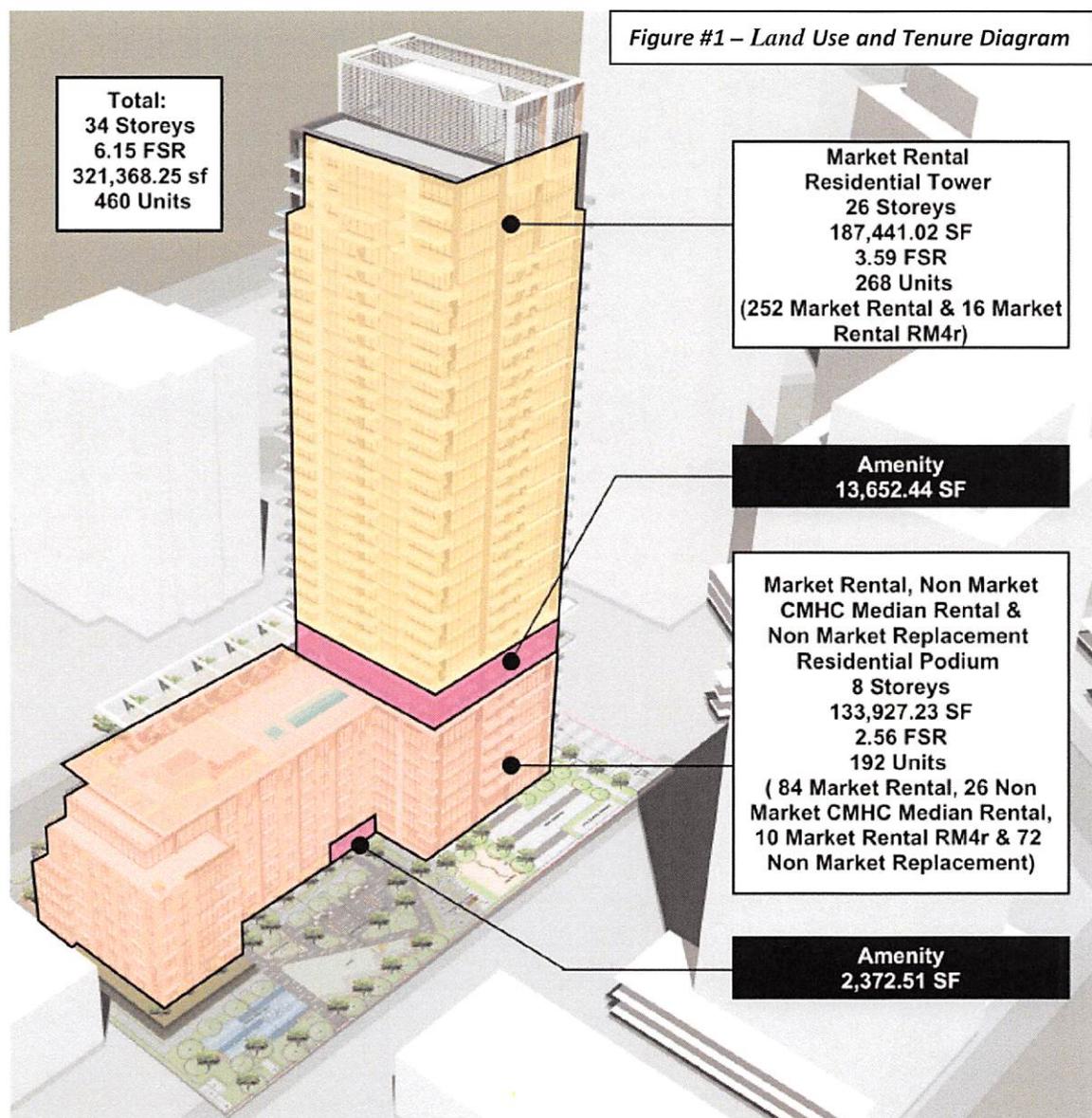
### 3.0 BACKGROUND

- 3.1 The subject site is located within the Maywood neighbourhood of the Metrotown Downtown Plan (see *attached* Sketches #1 and #2). The neighbourhood is identified as a high density, pedestrian-oriented multiple-family residential neighbourhood that is rich in park and open space amenities. With respect to building form, developments are intended to be residential in character with spacious lobbies, ground level amenities, and access to outdoor open space. The built form is intended to include high-rise residential buildings with ground-oriented apartment or townhousing components.
- 3.2 The subject site is comprised of two properties at 6622 and 6688 Willingdon, which are currently improved with two three-storey rental apartment buildings constructed in 1967, with a total of 72 units. The adopted Plan designates the subject site for high-density multiple-family residential development utilizing the RM4s Multiple Family Residential District as guidelines. As well, in accordance with Council-adopted policy regarding rental use zoning, the inclusion of the RM4r Multiple Family Residential District in the proposed Comprehensive Development zoning is required to support the development of rental units. Building heights of up to 30 storeys are identified for RM4s District sites further south of Beresford Street. However, with the addition of the RM4r District to implement the full extent of the Rental Use Zoning Policy, the overall height of the proposed development is 34 storeys. Inclusive in this proposed building height is an expansive two-storey indoor amenity space that will be available for both market and non-market rental tenants. The proposed development is consistent with the expectations under the 's' zoning category, including the delivery of significant community benefits, a sustainable redevelopment approach, exceptional public realm improvements, high quality urban design and superior architectural expression.
- 3.3 On 2021 June 28, 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 RM4s Multiple Family Residential District, RM4r Multiple Family Residential District, and the Metrotown Downtown Plan as guidelines in order to facilitate the construction of a fully rental (market and non-market) high-rise building. 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, as shown in Figure #1, is for a single 34 storey tower with an 8 storey podium fronting Willingdon Avenue. A total of 460 residential rental dwelling units are proposed, comprised of 362 market rental units (336 RM4s + 26 RM4r), 26 CMHC median non-market rental units, and 72 Rental Replacement non-market rental units. The development form provides a strong relationship to Willingdon Avenue, as well as a strong contextual relationship to surrounding, existing and planned development. The

all-rental development includes a range of market and non-market units in order to accommodate a range of incomes and age cohorts, as well as a generous indoor and outdoor amenity package available to all tenants, including a two-storey amenity with lounges, change rooms, fitness areas, meeting space and a theatre room. Resident access to the development is provided from Willingdon Avenue via a shared lobby. All parking is provided underground with vehicular access also taken from the rear lane. Overall, the subject proposal exemplifies exceptional urban design and architectural expression related to the building’s siting, massing, pedestrian orientation and materiality, and meets the standard expected for development in the City’s Town Centre areas.



4.2 The maximum potential density may be up to 6.15 FAR, comprised of: 1.7 FAR base, 0.3 FAR base bonus, 0.8 FAR supplementary base, and 0.8 FAR supplementary bonus for the RM4s District, 0.85 FAR density offset, and 1.7 FAR for the RM4r density. The proposed total density for the subject site is 6.15 FAR, as outlined in Table 1 below:

**Zoning: CD (RM4s, RM4r)**  
**Site Size: 4,854.65 m<sup>2</sup> (52,255 sq.ft.)**

	Permitted (m <sup>2</sup> )	Proposed (m <sup>2</sup> )	Proposed Units
RM4s Base Density	1.7	1.7	129
GFA	8252.90	8252.90	
RM4s Bonus Density	0.3	0.3	23
GFA	1456.40	1456.40	
RM4s Suppl. Base Density	0.8	0.8	60
GFA	3883.72	3883.72	
RM4s Suppl. Bonus Density	0.8	0.8	60
GFA	3883.72	3883.72	
RM4r Density	1.7	1.7	124
GFA	8252.90	8252.90	
RM4s Density Offset	0.85	0.85	64
GFA	4126.45	4126.45	
TOTAL Density	6.15	6.15	460
TOTAL GFA	29856.09	29856.09	

**Table 1**

4.3 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 1.1 FAR in amenity density bonus, which translates into 5,340.11 m<sup>2</sup> (57,481 sq. ft.) of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Department of Lands and Facilities 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. 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.

4.4 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, and Stream 2 – Inclusionary Rental. The development meets the rental replacement rental obligation to provide 72 replacement rental units at pre-

development rents for returning tenants, subject to RTA rental increases during construction, and 20% below Canada Mortgage and Housing Corporation (CMHC) median market rates for the Metrotown Central Park rental survey area for new tenants). There are 52 inclusionary rental units that will accommodate market and CMHC market median rental units, provided at a 1:1 ratio. A further 336 market rental units are proposed under the RM4s District. It is noted that the proposal meets and exceeds the requirements of the Rental Use Zoning Policy.

- 4.5 The development is providing 92 adaptable units with 51 accessible parking stalls, which is in line with the 20% minimum requirement of the Council-adopted Adaptable Housing policy. 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.
- 4.6 A parking ratio of 0.6 spaces per rental unit is proposed for the development. Of this ratio, 0.1 spaces per unit is for visitor parking. All residential spaces, with the exception of visitor parking, will be equipped with an individually metered energized outlet capable of providing a Level 2 or higher charging level for an electric vehicle, in accordance with the Burnaby Zoning Bylaw.
- 4.7 To supplement the proposed residential parking standard, the applicant will provide alternative transportation provisions that include 920 secure bike lockers, two rooms with bicycle repair and wash stations, and 92 secure bicycle rack spaces for visitors. A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision of these measures.
- 4.8 The Engineering Department will assess the need for any further required services to the site, including, but not necessarily limited to:
  - construction of Willingdon Avenue to the Town Centre (Local Road) street standard, including concrete curb and gutter, separated sidewalks, street trees, enhanced boulevards, and street and pedestrian lighting;
  - construction of Wilson Avenue to the Town Centre (Local Road) street standard including concrete curb and gutter, separated sidewalks, street trees, enhanced boulevards, and street and pedestrian lighting;
  - undergrounding of overhead lines across the development frontage; and,
  - storm, sanitary sewer and water main upgrades as required.
- 4.9 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 rental housing operator;
  - Section 219 Covenant guaranteeing the provision and ongoing maintenance of public art;
  - Section 219 Covenant ensuring compliance with the Green Building Plan for the site (Step 2 of Step Code, Low Carbon Energy System, and Energy/GHG Model) as well as a commitment for the property owner/representative to submit the necessary information to the NRCAN Energy Benchmarking program; and,
  - Section 219 Covenant to ensure alternative transportation provisions for the development.
- 4.10 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 units. Terms of the Housing Agreement are outlined in Section 4.4 of this Report.
- 4.11 Due to the proximity of the subject site to Willingdon Avenue and Imperial Street, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.12 The site is to be fully excavated for development, with the exception of an area in the northwest portion of the site that will act as a protection zone for three mature trees located along the Willingdon Avenue property line. A tree survey will be required prior to Final Adoption identifying other 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.
- 4.13 Provision of 3 car wash stalls is required for the residential development.
- 4.14 The submission of a groundwater and stormwater management plan is required. As well, a suitable engineered design 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 management features will be required.
- 4.15 The submission of a suitable Solid Waste and Recycling Plan is required.
- 4.16 The submission of a detailed Residential Loading Management Plan is required.

- 4.17 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.
- 4.18 The submission of a Green Building Plan and energy benchmarking is required. The applicant has indicated that the development will meet Step 2 of the BC Energy Step Code with Low Carbon Energy Systems.
- 4.19 The submission of a Communication Strategy Plan that provides the renters and rental management company with an understanding and recommendations as to how best utilize the on-site amenities and alternative transportation provisions proposed for the development site is required.
- 4.20 Development Cost Charges applicable to this rezoning include:
  - Parkland Acquisition Charge;
  - GVS&DD Sewerage Charge;
  - School Site Acquisition Charge; and,
  - Regional Transportation Development Cost Charge.

**5.0 DEVELOPMENT STATISTICS**

5.1	<u>Site Area</u> (subject to detailed survey)	<b>4,854.65 m<sup>2</sup> (52,255 sq. ft.)</b>
5.2	<u>Site Coverage</u>	36.37%
5.3	<u>Density</u>	<b>6.15 FAR</b>
	RM4s District	
	Base	1.7 FAR
	Bonus	0.3 FAR
	Supplemental base	0.8 FAR
	<u>Supplemental bonus</u>	<u>0.8 FAR</u>
	Subtotal	3.6 FAR
	Density Offset	0.85 FAR
	RM4r District	1.7 FAR
5.4	<u>Gross Floor Area</u>	<b>29,856.09 m<sup>2</sup> (321,368 sq. ft.)</b>

5.5 Residential Unit Mix

Market Rental

110 – Studio	35.00 – 51.37 m <sup>2</sup> (377 – 553 sq. ft.)
60 – One Bedroom	51.54 – 51.70 (555 - 556 sq. ft.)
30 – One Bedroom (adapt.)	51.69 m <sup>2</sup> (556 sq. ft.)
47 – One Bedroom + Den	56.20 – 67.14 m <sup>2</sup> (605 – 723 sq. ft.)
23 – Two Bedroom	70.42 – 73.98 m <sup>2</sup> (758 – 796 sq. ft.)
42 – Two Bedroom (adapt.)	72.91 m <sup>2</sup> (785 sq. ft.)
40 – Two Bedroom + Den	73.98 – 104.80 m <sup>2</sup> (796 – 1,128 sq. ft.)
6 – Three Bedroom	85.04 – 106.59 m <sup>2</sup> (915 – 1,147 sq. ft.)
<u>4 – Three Bedroom + Den</u>	98.08 – 139.59 m <sup>2</sup> (1,056 – 1,503 sq. ft.)
362 units	

Non-Market Rental (CMHC Market Median Rates)

14 – Studio	33.71 – 34.21 m <sup>2</sup> (363 – 368 sq. ft.)
1 – One Bedroom	52.24 m <sup>2</sup> (562 sq. ft.)
1 – Two Bedroom + Den	70.1 m <sup>2</sup> (755 sq. ft.)
<u>10 – Three Bedroom</u>	80.27 m <sup>2</sup> (864 sq. ft.)
26 units	

Non-Market Rental (Replacement Units)

3 – Studio	34.23 - 38.37 m <sup>2</sup> (368 – 413 sq. ft.)
4 – Studio (adapt.)	37.76 m <sup>2</sup> (406.48 sq. ft.)
35 – One Bedroom	50.52 – 52.24 m <sup>2</sup> (544 – 562 sq. ft.)
16 – One Bedroom (adapt.)	50.64 – 52.24 m <sup>2</sup> (545 - 562 sq. ft.)
11 – Two Bedroom	65.20 – 70.69 m <sup>2</sup> (702 - 761 sq. ft.)
<u>3 – Two Bedroom + Den</u>	70.06 m <sup>2</sup> (754 sq. ft.)
72 units	

**TOTAL NUMBER OF UNITS:** 460 units

5.6 Vehicle Parking

Rental residential  
 (0.6 spaces per unit) **Required - 276 spaces (including 46 visitor spaces and 51 accessible spaces)**

**Provided - 278 spaces (including 46 visitor spaces and 51 accessible spaces)**

Car Wash 3 spaces

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From: General Manager Planning and Development  
Re: Rezoning Reference #21-19  
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5.7 Bicycle Parking

**Total Required and Provided:**

Secured Residential 920 spaces (bike lockers)  
(2 spaces per unit)

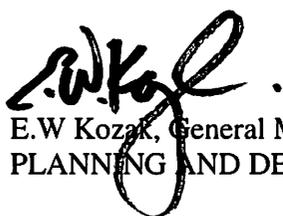
Visitor 92 spaces (bike racks)  
(0.2 spaces per unit)

5.8 Loading

**Total Required and Provided** 2 bays

5.9 Communal Facilities

Communal facilities for building residents include an amenity lobby with a concierge on Level 1, a fitness centre, yoga area, change rooms, bathrooms, lounge, theatre room, and kitchen on Level 9, and additional lounges, bathrooms, meeting space and fitness areas on Level 10. The outdoor amenity area includes an outdoor pool, hot tub, seating and kitchen area, and landscaping on top of the podium on Level 9, as well as a children's play area, garden plots, dining and lounge area, and extensive landscaping at the ground level. The internal amenity area amounts to 1488.77 m<sup>2</sup> (16,025 sq.ft.), which is permitted to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw. The applicant will also provide a feature public art contribution, to be selected and installed prior to occupancy of the development. Amenities are proposed to be shared between all tenants in the development.



E.W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

JD:tn

**Attachments**

cc: General Manager Community Safety  
City Solicitor  
City Clerk



