

**TO:** MAYOR & COUNCIL  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **REZ #22-29 – 3405 WILLINGDON AVE – MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT – WILLINGDON LANDS PHASE I**  
**PURPOSE:** To seek Council authorization to forward this application to a future Public Hearing date.

### **REFERENCES**

**Address:** Portion of 3405 Willingdon Ave  
**Legal:** Portion of Lot 1 District Lot 71 Group 1 New Westminster District Plan LMP1752 Except Plan EPP6303  
**Applicant:** Graeme Clendenan; ADC Management LP  
89 West Georgia Street, Vancouver BC V6B 0N8  
**Current Zoning:** CD Comprehensive Development District (based on P6 Regional Institutional District and B2 Urban Office District)  
**Proposed Zoning:** Amended CD Comprehensive Development District (based on RM5 and RM5r Multiple Family Residential Districts, and the Willingdon Lands Master Plan as guidelines, and in accordance with the development plan entitled “Willingdon Phase 1/Burnaby, BC” prepared by Arcadis)

### **RECOMMENDATION**

**THAT** a Rezoning Bylaw be prepared and advanced to First Reading and to a Public Hearing at a future date of Council;

**THAT** the introduction of a Housing Agreement Bylaw be authorized according to the terms outlined in Sections 3.3 and 3.11 of this report by the General Manager of Planning and Development, Rezoning Reference #22-29 dated September 25, 2023, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw; and

**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 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, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The advancement of the Willingdon Lands Master Plan (Rezoning Reference #17-03) to Final Adoption prior to, or concurrent with, the subject rezoning application.
- e) The subdivision of the Phase 1 subject site from the parent 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 3.11 of this report.
- h) The registration of a Housing Covenant and Housing Agreement.
- i) 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.
- j) The submission of a Phasing and Construction Management Plan.
- k) Compliance with the City's Groundwater Management for Multi-Family Development guidelines.
- l) The submission of a Site Disclosure Statement.
- m) The submission of a Tree Management Plan and Arborist report.
- n) The submission of a suitable Solid Waste and Recycling plan.
- o) The review of on-site residential loading facilities.
- p) 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.

- q) The provision of facilities for cyclists in accordance with this report.
- r) 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 accessible parking spaces.
- s) Compliance with Council-adopted sound criteria.
- 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 Plan and Energy Benchmarking.
- w) Ministry of Transportation and Infrastructure approval of the rezoning application.
- x) The deposit of the applicable Parkland Acquisition Charge.
- y) The deposit of the applicable School Site Acquisition Charge.
- z) The deposit of the applicable Water Development Cost Charge.
- aa) The deposit of the applicable GVS & DD Sewerage Charge.
- bb) The deposit of the applicable Regional Transportation Development Cost Charge.
- cc) 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/rental office in prominent and visible locations prior to Third Reading, or at the time of 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.

#### **CHIEF ADMINISTRATIVE OFFICER'S COMMENTS**

I concur with the recommendation of the General Manager Planning and Development.

## **EXECUTIVE SUMMARY**

A rezoning application has been received in order to permit the construction of a multiple family residential development above underground parking. The proposed development is Phase 1 of the Willingdon Lands Urban Village Master Plan. The development is comprised of three buildings: a six-storey non-market rental building, a 14-storey market rental and non-market rental building, and a 20-storey leasehold strata building with street-oriented townhomes. The purpose of this report is to provide Council with information on the proposal and to recommend that the rezoning application be forwarded to a future Public Hearing.

### **1.0 POLICY SECTION**

The proposed rezoning application is consistent with the following policies and plans adopted by Council:

- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021), and
- HOME: Housing and Homelessness Strategy (2021).

### **2.0 BACKGROUND**

- 2.1 The redevelopment of the Willingdon Lands at 3405 Willingdon Ave provides the City with a unique opportunity to strengthen the City's relationship with local First Nations through meaningful and collaborative planning processes which emphasize the economic, social, and cultural benefits that the development of the site can provide for members of the two Nations: Musqueam Indian Band and Tsleil-Waututh First Nation.
- 2.2 On July 04, 2022 Council adopted Official Community Plan (OCP) Amendment Bylaw #14451 to designate the Willingdon Lands site as an Urban Village and Business Centre. The Urban Village designation applies to the entirety of the Willingdon Lands site, bound by Canada Way to the north, Willingdon Avenue to the east, and the southern and western extent of the site boundary. The Business Centre designation would be primarily focused on the New Media and Production Studio uses directly west of the Phase 1 residential subject site. These OCP amendments facilitate the establishment of a conceptual Master Plan for a mixed-use urban village community.
- 2.3 On March 27, 2023 Council granted Third Reading to Rezoning Reference #17-03, which establishes the conceptual Willingdon Lands Master Plan. The Master

Plan envisions the subject property as a contemporary Musqueam and Tsleil-Waututh Urban Village consisting of multi-phased residential, commercial, film studio, and office development, over seven phases of construction. It is noted that the Master Plan rezoning application will be brought forward for Council’s consideration of final reading in the coming months.

- 2.4 On October 03, 2022 Council received an initial rezoning report for Phase 1 of the Willingdon Lands Urban Village (see Sketch #1 attached), which proposed to rezone the subject development site in accordance with its Urban Village designation under the Official Community Plan and Willingdon Lands Master Plan. Council authorized staff to work with the applicant towards the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a future date. The applicant has now submitted a plan of development suitable for presentation at a Public Hearing.

**3.0 GENERAL INFORMATION**

- 3.1 The Willingdon Lands Master Plan originally proposed seven individual phases of construction, where Phase 1 would include both the film studio and three multiple family residential buildings at the southern extent of the site. The applicant has now proposed to decouple the future film studio from the residential component of Phase 1, and pursue the construction of a film studio in a subsequent phase. As such, the proposed development plan for the Phase 1 subject site, as shown in Figures #1 and #2 below, is for three multiple family residential buildings above underground parking.

Located on the north side of the Phase 1 subject site, ‘Midrise 1A’ is a six-storey non-market rental building fronting a new east-west road in the alignment of Goard Way, with units rented at 20% below CMHC Market Median rental rates. ‘Tower 1B’ is a 20-storey leasehold strata building situated at the intersection of Goard Way and Willingdon Avenue, with street-oriented townhomes and an outdoor rooftop amenity space. The ‘Tower 1B’ lobby can be accessed from Willingdon Avenue. ‘Tower 1C’ is a 14-storey rental building with a mix of market rental units and non-market rental units to be rented at the CMHC Market Median rental rate for the neighbourhood. The ‘Tower 1C’ lobby is accessed from Willingdon Avenue, and the building contains both indoor and outdoor amenity space in addition to an extensive green roof terrace.

Vehicular access into the Phase 1 development site is from the new east-west road, where two separate underground parkades can be accessed from an internal road. A central servicing courtyard provides the required space and circulation to facilitate loading, solid waste and recycling collection, and short-term pick up and drop off.

Figure #1 – Tower 1B and Tower 1C

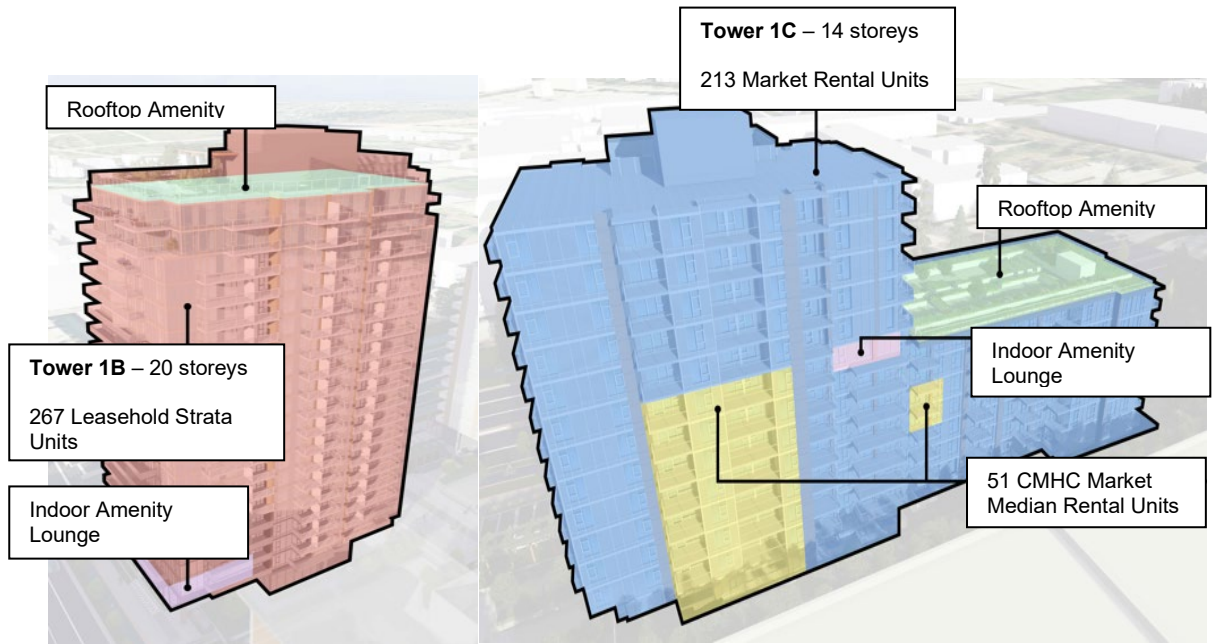
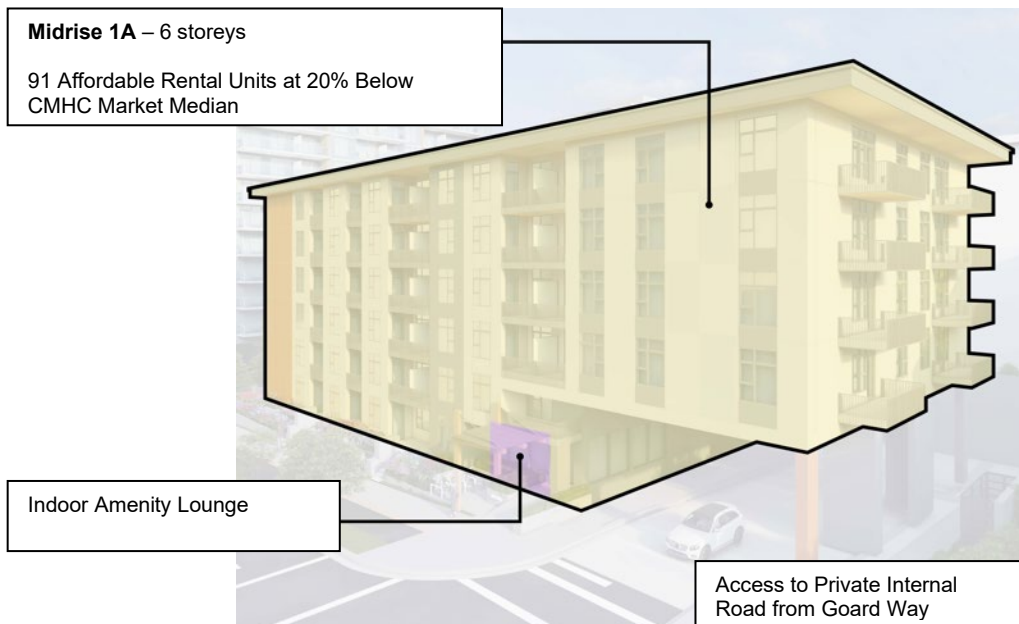


Figure #2 – Midrise 1A



3.2 As outlined in the Willingdon Lands Master Plan, the maximum potential density for the entire development is 7.6 Floor Area Ratio (FAR), comprised of 4.8 FAR from the RM5 and RM5r Multiple Family Residential Districts, 1.3 FAR from the C2 Community Commercial Districts and 1.5 FAR from the B2 Urban Office District. The overall Willingdon Lands Master Plan is proposing a density of 2.44 FAR across the entirety of the site.

Based on the Phase 1 site area of 10,108.90 m<sup>2</sup> (108,811 sq. ft.), the proposed total residential density for Phase 1 is 3.93 FAR. The proposed residential units, tenure, FAR, and Gross Floor Area (GFA) are outlined in Table 1 below:

**Table 1: Proposed Density and Land Use**

<b>Residential Tenure</b>	<b>Proposed FAR</b>	<b>Proposed GFA (m<sup>2</sup>)</b>	<b>Proposed GFA (sq.ft.)</b>	<b>Proposed Units</b>
RM5 Leasehold Strata	1.73	17,473.44	188,082.54	267
RM5r Market Rental	1.34	13,527.59	145,609.73	213
RM5r Non-Market Rental (CMHC Median Rental)	0.32	3,251.60	35,000.00	51
RM5r Non Market Rental (20% below CMHC Median)	0.55	5,509.97	59,308.88	91
<b>TOTAL</b>	<b>3.93</b>	<b>39,762.60</b>	<b>428,001.15</b>	<b>622</b>

3.3 A total of 622 residential dwelling units are proposed in Phase 1, comprised of 267 leasehold strata units, 51 Canada Mortgage Housing Corporation (CMHC) Market Median rental units, 213 market rental units, and 91 Inclusionary Rental units rented at 20% below CMHC Market Median rates for Central Park/Metrotown rental survey area. The Willingdon Lands Master Plan proposes a unique approach to housing tenure and affordability which varies from the Council-adopted Rental Use Zoning Policy. The leasehold tenure of the Willingdon Lands allows the Nations to maintain ownership of the lands in

perpetuity while simultaneously creating a more affordable alternative to freehold home ownership in Burnaby. The mix of strata-leasehold, market rental, and non-market rental units provides a wide range of housing to meet the varying needs of all residents and different levels of income. Further, the leasehold tenure approach is critical for the prosperity of future generations of the Musqueam and Tsleil-Waututh Nations, and is aligned with the City’s commitment to Truth and Reconciliation.

- 3.4 The Willingdon Lands Master Plan site will provide market and non-market rental units equivalent to 20% of the total number of units derived from the RM District density across the overall site. A total of 5% of all units will be non-market rental units at the rate of 20% below the CMHC Market Median for the neighbourhood. The subject Phase 1 rezoning application provides 57% of its total proposed units as market rental or non-market rental, which contributes a significant portion of the required rental units proposed across the entire Master Plan site. The leasehold strata units proposed in Phase 1 are expected to make homeownership relatively more affordable compared to the conventional freehold housing tenure. For future development phases, there will be opportunities for a larger proportion of family-oriented units than are provided in Phase 1, based on the presence of more ground-oriented building typologies and proximity to open space. Unit mix and tenure is to be generally reviewed and considered for each site specific rezoning to ensure consistency with the directions in the Master Plan.
- 3.5 The development is providing 132 adaptable units within the three proposed residential buildings, which exceeds the 20% minimum (125 units) requirement of the Council-adopted Adaptable Housing Policy.
- 3.6 All required parking for the development is proposed to be located underground, with access from an internal road off of Goard Way. Transportation improvements, street design, and parking demand was determined through a detailed Traffic Impact Assessment completed as part of the Master Plan rezoning. The applicant is proposing parking ratios of 1.1 stalls per leasehold strata unit, 0.6 stalls per market rental and CMHC Market Median rental unit, and 0.4 stalls per affordable rental unit. These parking rates are inclusive of 0.1 stalls for visitor parking. Residential spaces will be equipped with individually metered energized outlets capable of providing Level 2 or higher charging for an electric vehicle, in accordance with the Burnaby Zoning Bylaw.

To verify the above parking ratios and any necessary operational improvements, a further site-specific transportation assessment will be completed prior to Final Adoption of this rezoning. Further alterations to the underground parking design and the number of proposed car wash, loading, and parking stalls provided may be explored, subject to meeting the minimums rates outlined in Section 3.21, or as required by the Burnaby Zoning Bylaw, as amended from time to time, whichever is less.



To encourage sustainable forms of transportation, the applicant is required to provide a comprehensive transportation demand management (TDM) strategy including:

- Establishing an alternative transportation fund equivalent to:
    - a two-zone monthly transit pass for 100% of the rental units and 15% of the leasehold strata units for two years;
    - a car share membership for all rental units and 50% of the leasehold strata units;
  - six car share parking spaces for use by a public car share provider;
  - two secured bike parking spaces (locker) for each residential 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.
- 3.7 As a requirement of the subject rezoning application, the Phase 1 subject site will be subdivided from the parent parcel of 3405 Willingdon Avenue.
- 3.8 The General Manager Engineering will be requested to prepare an estimate for all services necessary to serve this site including, but not necessarily limited to:
- construction of the Willingdon Avenue frontage to accommodate the Town Centre Standard (Six-Lane Arterial), including separated sidewalk, cycle track, street trees, enhanced boulevards, street and pedestrian lighting;
  - construction of the new Willingdon Avenue and Goard Way intersection;
  - construction of the first section of the east-west Goard Way connection to Town Centre Standards (modified Local Road); and,
  - storm, sanitary sewer and water main upgrades as required.
- 3.9 To support the off-site servicing requirements, road dedication of approximately 6.85 m, along the Willingdon Avenue frontage, subject to final civil drawings, will be required.
- 3.10 Any necessary easements, 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 to ensure a Housing Agreement Bylaw is completed prior to Occupancy Permit being issued and ensure the affordability measures of the rental units;
  - Section 219 Covenant ensuring compliance with the approved acoustical study;
  - Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;

- 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 and rental housing operator;
  - Section 219 Covenant guaranteeing the provision and ongoing maintenance of public art;
  - Section 219 Covenant will be required to ensure that the rental units are not stratified and remain in common ownership;
  - Section 219 Covenant to ensure alternative transportation provisions for the development; and,
  - 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 commitment for the property owner/representative to submit the necessary information to NRCAN.
- 3.11 The registration of a Housing Covenant and 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 3.3 of this Report.
- 3.12 As the site is influenced by traffic noise from Willingdon Avenue, an acoustical report will need to be undertaken, and a Section 219 Covenant will be required to ensure compliance with Council-adopted sound criteria.
- 3.13 As the site will be fully excavated for development, a 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.
- 3.14 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 drainage and landscape features will be required.
- 3.15 The submission of a suitable Solid Waste and Recycling Plan is required.
- 3.16 The submission of a detailed Residential Loading Management Plan is required.
- 3.17 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.
- 3.18 The submission of a Green Building Plan and energy benchmarking is required.

3.19 The submission of a Communication Strategy Plan that provides the owners, strata, renters, rental management company and strata 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.

3.20 Development Cost Charges applicable to this rezoning include:

- Parkland Acquisition Charge;
- GVS & DD Sewerage Charge;
- Water Development Cost Charge;
- School Site Acquisition Charge; and,
- Regional Transportation Development Cost Charge.

3.21 **Development Statistics:**

Site Area (subject to detailed survey)     **10,108.90 m<sup>2</sup> (108, 811 sq. ft.)**

Site Coverage     30%

Residential Density     3.93 FAR

RM5 Density  
 Leasehold Strata     1.73 FAR

RM5r Density  
 Market Rental     1.34 FAR  
 CMHC Median Rental     0.32 FAR  
20% Below CMHC Median Rental     0.55 FAR  
 Subtotal     2.20 FAR

Total Residential Density     3.93 FAR

Floor Area     **39,762.59 m<sup>2</sup> (428,001 sq. ft.)**

Midrise 1A     5,509.99 m<sup>2</sup> (59,309 sq. ft.)  
 Tower 1B     17,473.48 m<sup>2</sup> (188,083 sq. ft.)  
 Tower 1C     16,779.22 m<sup>2</sup> (180,610 sq. ft.)

Residential Unit Mix

**Leasehold Strata**

68 – Studio     37.06 – 49.98 m<sup>2</sup> (399 - 538 sq. ft.)  
 80 – One Bedroom (rental size)     50.07 – 53.14 m<sup>2</sup> (539 - 572 sq. ft.)  
 38 – One Bedroom + Den (adapt.)     60.66 – 61.41 m<sup>2</sup> (653 - 661 sq. ft.)

57 – Two Bedroom + Den	81.19 – 89.74 m <sup>2</sup> (874 - 966 sq. ft.)
6 – Three Bedroom	81.19 – 89.74 m <sup>2</sup> (874 - 966 sq. ft.)
17 – Three Bedroom (adapt.)	85.47 – 87.79 m <sup>2</sup> (920 – 945 sq.ft.)
1 – Three Bedroom + Den	118.07 m <sup>2</sup> (1,271 sq. ft.)
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267 units	

**Market Rental**

30 – Studio	35.21 – 49.61 m <sup>2</sup> (379 - 534 sq. ft.)
12 –Studio (adapt.)	35.21 – 49.61 m <sup>2</sup> (379 - 534 sq. ft.)
40 -One Bedroom	50.72 – 54.99 m <sup>2</sup> (546 - 592 sq. ft.)
3 - One bedroom (adapt.)	50.72 – 54.99 m <sup>2</sup> (546 - 592 sq. ft.)
34 – One Bedroom + Den	56.00 – 63.08 m <sup>2</sup> (603 - 679 sq. ft.)
32 – One Bedroom + Den (adapt.)	56.00 – 63.08 m <sup>2</sup> (603 - 679 sq. ft.)
56 – Two Bedroom	65.00 – 71.72 m <sup>2</sup> (704 - 772 sq. ft.)
6 – Two Bedroom + Den	73.02 m <sup>2</sup> (786 sq. ft.)
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213 units	

**Inclusionary Non-Market Rental  
 (20% Below CMHC Market Median  
 Rates)**

14 – Studio	30.90 – 33.60 m <sup>2</sup> (333 - 362 sq. ft.)
22 – One Bedroom	50.50 – 54.44 m <sup>2</sup> (544 - 586 sq. ft.)
24 – One Bedroom (adapt.)	50.50 – 54.44 m <sup>2</sup> (544 - 586 sq. ft.)
8 - One Bedroom + Den	61.20 m <sup>2</sup> (658.80 sq. ft.)
13 – Two Bedroom	65.00 – 75.99 m <sup>2</sup> (699 - 818 sq. ft.)
1 – Two Bedroom + Den	77.00 m <sup>2</sup> (829 sq. ft.)
9 – Three Bedroom	80.00 – 87.70 m <sup>2</sup> (861 - 944 sq. ft.)
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91 units	

**Non-Market Rental (at CMHC  
 Market Median Rates)**

7 – Studio	35.21 – 49.61 m <sup>2</sup> (379 - 534 sq. ft.)
30 – One Bedroom	50.72 – 54.99 m <sup>2</sup> (553 – 564 sq. ft.)
6 – One Bedroom (adapt.)	50.72 – 54.99 m <sup>2</sup> (553 - 564 sq.ft.)
8 – One Bedroom + Den	56.00 – 63.08 m <sup>2</sup> (603 – 679 sq. ft.)
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51 units	

**TOTAL NUMBER OF UNITS: 622 units**

**Vehicle Parking**

**Total Required and Provided:**

Strata leasehold Residential  
 (1.1 spaces per unit)

294 (including 27 visitor spaces and 29  
 accessible spaces)

Market and Market Median Rental Residential (0.6 spaces per unit)	160 spaces (including 27 visitor spaces and 27 accessible spaces)
Non-Market Rental Residential (20% below Market Median) (0.4 spaces per unit)	28 spaces (including 10 visitor spaces and 10 accessible spaces)
Car Wash	6 spaces
Car Share	6 spaces

**Bicycle Parking**  
**Total Required and Provided:**

Secured Residential (2 spaces per unit)	1,244 spaces (in double lockers)
Visitor (0.2 spaces per unit)	124 spaces (bike racks)

**Loading**

Total Required and Provided	3 spaces
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**Communal Facilities**

The amenity offering has been designed to support each user group and provides residents with programmed indoor and outdoor amenity spaces. Communal facilities for the leasehold strata residents (Tower 1B) include an indoor fitness room, co-working lounge, and boardroom. An expansive rooftop amenity includes a children’s play area, urban agriculture plots, a lounge, and covered barbecue area. Tower 1C will contain a mail room, large lobby with seating area, and an outdoor podium on Level 9 which provides access to a covered barbecue area, children’s play area, urban agriculture, lounge seating, and an extensive green roof. Midrise 1A residents will have access to a dog wash station, a lounge with full kitchen, mailroom, and in-suite laundry facilities.

The internal amenity area amounts to 744.85 m<sup>2</sup> (8,017.5 sq.ft.), which is less than the permitted 5% or 1,988.13 m<sup>2</sup> (21, 400sq.ft) permitted to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw. The applicant will also provide one or more public art installations, to be selected and installed prior to occupancy of the development.

**4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

A Public Hearing will be held at a future date. In advance of that, the City will send a notice, at least 10 days before a Public Hearing, to those properties that are within a 30

m (100 ft.) radius of the property. A notice will also be published on the City’s website, distributed as part of the City’s online newsletter, and a sign regarding the proposal will be posted on the site.

**5.0 FINANCIAL CONSIDERATIONS**

There are no financial considerations related to this proposal.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

**ATTACHMENTS**

- Attachment 1 – Sketch #1
- Attachment 2 – Sketch #2

**REPORT CONTRIBUTORS**

This report was prepared by Michael Phillips, Development Planner, and reviewed by Jesse Dill, Senior Development and Urban Design Planner, and Johannes Schumann, Director Development and Urban Design, and Lee-Ann Garnett, Deputy General Manager Planning and Development.