

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **REZ #23-07 – 5777 WILLINGDON AVE AND 4475 GRANGE ST – MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT**
PURPOSE: To seek Council authorization to forward REZ #23-07 to First and Second Reading at a future Council meeting.

REFERENCES

Address: 5777 Willingdon Avenue and 4475 Grange Street
Legal: PIDs: 002-710-382, 003-344-398
Lot 293 District Lot 33 Group 1 New Westminster District Plan 53610; and Lot 101 District Lot 33 Group 1 New Westminster District Plan 25477
Applicant: Intergulf Investment Corp.
880-700 W. Georgia Street, Vancouver, BC V7Y 1K8
Attention: Christopher Bardon
Current Zoning: RM3 Multiple Family Residential District
Proposed Zoning: 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 and Grange” prepared by dys Architecture)

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #23-07 be prepared and advanced to First and Second Reading at a future Council meeting;

THAT a Public Hearing not be held for the Rezoning Bylaw for REZ #23-07, as it is consistent with the Burnaby Official Community Plan;

THAT a Housing Agreement be authorized according to the terms outlined in Section 3.5 of the report titled “REZ #23-07 – 5777 Willingdon Ave and 4475 Grange St – Multiple Family Residential Development” dated June 24, 2024, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw for Final Adoption prior to or concurrently with Final Adoption of the Rezoning Bylaw for REZ #23-07; and

THAT the items listed in **Attachment 3** – Rezoning Prerequisites to the report, be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #23-07.

EXECUTIVE SUMMARY

A rezoning application has been received in order to permit the construction of a high-density multiple-family residential development above underground parking. The development is comprised of one 39-storey residential strata apartment building, and a six-storey non-market rental building. The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw be brought forward for First and Second Reading at a future date of Council.

1.0 POLICY SECTION

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

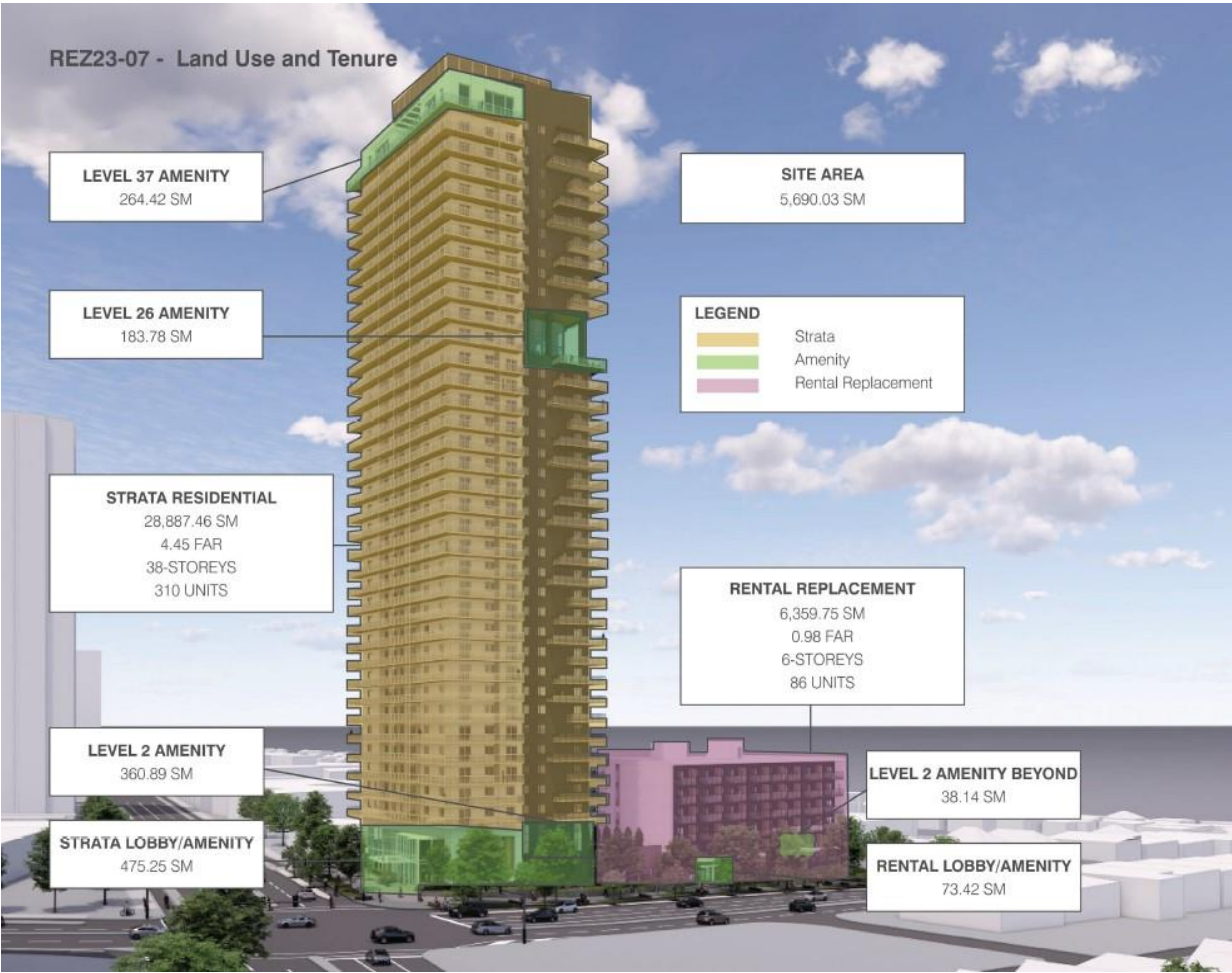
- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Metrotown Downtown Plan (2017),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy (2021) and,
- Rental Use Zoning Policy (2020).

2.0 BACKGROUND

- 2.1 The subject site is located at the northwest corner of Willingdon Avenue and Grange Street and is designated for high-density multiple-family development utilizing the RM4s and RM4r Multiple Family Residential Districts as guidelines within the Metrotown Downtown Plan, and Town Centre uses within the Official Community Plan (see **Attachment 1** – REZ #23-07: Sketch #1 and Sketch #2). The subject site is comprised of two lots, each improved with an older rental apartment building. There are 86 existing rental units on the two sites proposed for redevelopment.
- 2.2 On June 19, 2023, Council received an initial rezoning report which proposed to rezone the two subject properties in line with the adopted 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.
- 2.3 The applicant has now submitted a plan of development suitable for First and Second Reading of the Rezoning Bylaw.

3.0 GENERAL INFORMATION

3.1 The development proposal, as shown in **Figure 1**, is for a 39-storey residential strata apartment, and a separate six-storey non-market rental apartment building. The development is proposed to be constructed above a single shared underground parkade, with access from the existing rear lane. The lobby entrance for the strata apartment building fronts Grange Street and the rental apartment building entrance fronts Willingdon Avenue. A more detailed summary of the proposed development, including density, floor area, residential unit mix, amenity space, and parking and loading, is provided in **Attachment 2 – REZ #23-07: Development Statistics**.



3.2 Density is determined based on the gross site area and the permitted Floor Area Ratio (FAR). The maximum potential density for the subject site is 6.15 FAR, which is comprised of: 1.7 FAR base, 0.3 base bonus, 1.6 FAR supplementary base, 0.85 FAR offset, and 1.7 RMr density. The proposed total density for the subject site is 5.43 FAR, as outlined in **Table 1**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 1** as a result of design

refinements or detailed surveys, subject to the proposed density not being exceeded.

Table 1:

Zoning: CD (RM4s, RM4r)			
Site Size (subject to survey): 5,690.03 m ²			
	Permitted Density (FAR) and GFA (m²)	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM4s Base Density	1.7	1.7	119
GFA (m ²)	9,673.05	9,673.06	
RM4s Bonus Density	0.3	0.3	20
GFA (m ²)	1,707.01	1,707.01	
RM4s Suppl. Base Density	0.8	0.8	56
GFA (m ²)	4,552.02	4,552.02	
RM4s Suppl. Bonus Density	0.80	0.80	56
GFA	4,552.02	4,552.02	
RM4r FAR	1.7	0.98	86
GFA (m ²)	9,673.06	5,567.01	
Offset FAR	0.85	0.85	59
GFA (m ²)	4,836.53	4,834.30	
Total Density	6.15	5.43	396
Total GFA (m ²)	34,993.68	30,885.43	

3.3 As noted in **Table 1**, the applicant is proposing to use the amenity density provisions in the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.1 FAR in amenity density bonus, which translates into 6,259 m² of bonused gross floor area (GFA) included in the development proposal. The Real Estate Division of the Lands and Facilities Department will initiate discussions with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be brought forward to Council for consideration and approval before the subject Rezoning Bylaw is advanced for Third Reading. Council approval of the density bonus value is a prerequisite condition of this rezoning application. In accordance with Council-adopted policy, 80% of the cash-in-lieu contributions will be applied to the City-Wide Community Benefit

Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

- 3.4 A total of 396 residential dwelling units are proposed, comprised of 310 market strata units, and 86 non-market rental units. With respect to the non-market 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 proposing to utilize 0.98 FAR of RM4r density to provide a total of 86 required rental replacement units. There are no CMHC market median rate or market rental units proposed. It is noted that the proposal meets the requirements of the Rental Use Zoning Policy. 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.
- 3.5 The applicant is providing 84 adaptable units which exceeds a minimum of 20% of residential units as adaptable, in line with the Adaptable Housing policy.
- 3.6 A portion of the market strata one bedroom unit sizes are generally based on the Zoning Bylaw minimum rental unit sizes, which requires a minimum area of 50 m². Smaller one-bedroom units are intended to provide a level of affordability for new home ownership, providing access to the market for first time home buyers. To offset the number of smaller one-bedroom units, a commensurate number of larger two bedroom and den, and three-bedroom units are proposed.
- 3.7 Transportation improvements to service the site include the construction of Willingdon Avenue (Major Arterial) and Grange Street (Major Collector) to the final Town Centre Standards, an east-west 6.0 m wide publicly accessible pedestrian and cycling linkage along the north property line, and any required improvements to the lane. Approximate road dedications to service the site include a 3.0 m x 3.0 m truncation at Willingdon Avenue and Grange Street, 7.9 m along Willingdon Avenue, and 5.6 m along Grange Street.
- 3.8 As the subject site is located within 800 m of the Patterson SkyTrain station, off-street residential parking is not required. The applicant has elected to provide a residential parking ratio of 1.04 spaces per market strata unit, and 0.5 spaces per non-market rental unit for the development. The vehicle parking rates outlined above may be varied, prior to the issuance of a Preliminary Plan Approval or Development Permit, to the rates set out in this paragraph or the then-current requirements in the Burnaby Zoning Bylaw.
- 3.9 To encourage sustainable forms of transportation, the applicant is required to provide a comprehensive transportation demand management strategy for both rental and strata residents, which will include:
 - a subsidy equivalent to 50% of the cost of a two-zone adult transit pass per dwelling unit per month (maximum \$2,850 per dwelling unit);
 - provision of \$1,500 in car share vehicle driving credits per dwelling unit;

- provision of three parking spaces for car share vehicles on-site with Level 2 or higher charging level;
- 2 long-term bike parking spaces per dwelling unit;
- 0.2 short-term visitor bike parking spaces per dwelling unit; and
- provision of bicycle repair and maintenance stations on-site.

The final transportation demand management strategy measures may be varied in line with future adopted City policy or bylaw regulations, as amended from time to time.

- 3.10 The submission of a Green Building Plan and energy benchmarking is required to demonstrate consistency with the Burnaby Green Building Policy. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The development will meet a minimum of Step 2 of the BC Energy Step Code and the Zero Carbon Step Code EL-4.
- 3.11 The City is currently developing a district energy utility (DEU) to serve space heating and domestic hot water needs of buildings in south Burnaby. Based on the development’s location, proposed Comprehensive Development (CD) District zoning and the total floor area of all buildings on the site (>100,000 sq. ft.), the proposed buildings will be required to meet the Council-adopted District Energy policy. Since the site is within Service Area A1, connection to the future DE system is mandatory. A DEU system compatibility review will be conducted prior to building permit issuance. A Section 219 Covenant will be required to ensure that the Development is designed and constructed to be compatible with, and will be connected to, the DEU.
- 3.12 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3 – REZ #23-07: Rezoning Prerequisites**. In part, the prerequisites include the necessary fees, financial securities, professional reports, legal and servicing agreements, easements, covenants, and statutory rights-of-way to facilitate the servicing and development of the proposed site.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

As of November 30, 2023 the *Housing Statutes (Residential Development) Amendment Act, 2023* amended Section 464 of the *Local Government Act* to prohibit local governments from holding a Public Hearing for rezoning applications that are all or predominantly (greater than 50%) residential, where the proposed rezoning is consistent with the City’s Official Community Plan. As such, a Public Hearing is prohibited from being held for this rezoning application.

Although a Public Hearing is not permitted to be held, public notice of the Rezoning Bylaw for REZ #23-07 will be completed prior to bringing forward the Rezoning Bylaw for First Reading, in accordance with section 467 of the *Local Government Act*, the City’s Public Notice Bylaw and Council policy. City staff will mail a notice to those

properties that are within a 30 m radius of the subject site. A public 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 – REZ #23-07: Sketch #1 and Sketch #2
- Attachment 2 – REZ #23-07: Development Statistics
- Attachment 3 – REZ #23-07: Rezoning Prerequisites

REPORT CONTRIBUTORS

This report was prepared by Shawn Natrasony, Development Planner, and reviewed by Ian Wasson, Senior Planner, May Leung, City Solicitor, Jennifer Wong, Assistant City Solicitor, and Jesse Dill, Director Development Approvals.