



Item.....
Meeting..... 2022 April 25

COUNCIL REPORT

**TO:** CHIEF ADMINISTRATIVE OFFICER 2022 April 20

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**SUBJECT:** **REZONING REFERENCE #17-03**  
**Conceptual Master Plan**  
**Willingdon Lands**

**ADDRESS:** 3405 Willingdon Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 1 District Lot 71 New Westminster District Plan LMP12752, Except Plan EPP6303

**FROM:** CD Comprehensive Development District (based on the P6 Regional Institutional District and B2 Urban Office District)

**TO:** CD Comprehensive Development District (based on the RM5 and RM5r Multiple Family Residential Districts, C2 Community Commercial District, and B2 Urban Office District as guidelines and in accordance with the master plan entitled “Willingdon Lands Master Plan” prepared by IBI Group)

**APPLICANT:** ADC Management LP  
Aquilini Centre West  
89 West Georgia  
Vancouver, BC V6B 0N8  
Attn: Graeme Clendenan

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2022 May 31.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2022 May 09 and to a Public Hearing on 2022 May 31 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 submission of a Master Phasing and Subdivision Plan.

- c. The submission of Design Guidelines.
- d. The granting of any necessary statutory rights-of-way, easements, and/or covenants, including, in accordance with section 8.10 of this report.
- e. The dedication of any right-of-way deemed requisite.
- f. The submission of a Master Traffic and Transportation Study.
- g. The submission of a Master Conceptual Stormwater Management Plan.
- h. The submission of a Master Public Art Plan.
- i. The submission of a Master Comprehensive Sign Plan.
- j. The submission of a Master Green Building Strategy.
- k. The approval of the Ministry of Transportation to the rezoning application.
- l. The submission of a Construction Management and Access Plan.
- m. The submission of a Master SPEA Enhancement Plan for Sumner Creek.

## **R E P O R T**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to establish a conceptual Master Plan and Design Guidelines for the Willingdon Lands to guide further site specific rezoning applications for the construction of a multi-phased residential, commercial, film studio, and office development over four main phases.

### **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), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Mayor’s Task Force on Community Housing Final Report (2019); and Rental Use Zoning Policy (2020).

### **3.0 BACKGROUND**

3.1 The subject site at 3405 Willingdon Avenue was previously owned by the Provincial Government. A number of buildings were leased to the Provincial Government and housed health facilities including a youth treatment centre that has since relocated and a long-term residential treatment centre for clients with mental health, physical health, and addiction

issues. The southwest building complex was previously used as a youth detention and addiction treatment facility.

3.2 At its regular meeting on 2010 April 12, Council granted Final Adoption to Rezoning Reference #09-02, which established appropriate land uses for the Willingdon Lands and to preclude a future correctional facility use on the site. In addition, this rezoning established new community planning guidelines for the area to permit:

- high tech industries and head office uses;
- vocational and post-secondary education facilities and services;
- health and community services, including medical and hospital services, public health, continuing care and seniors' services, mental health and addiction services;
- combined emergency, transitional and supportive housing, with support services; and,
- supporting accessory land uses of higher intensity and economic opportunity such as commercial, mixed-use, and residential uses.

3.3 The Burnaby Official Community Plan (OCP) currently designates the Willingdon/Canada Way area for institutional uses and high amenity business centre, with the specific types of businesses responding to changing needs and conditions of the marketplace. The OCP must be amended to allow for residential uses on this site.

3.4 A defining feature of the Site is the ownership group. In 2017, the property was purchased through a partnership between the Musqueam Indian Band, the Tsleil-Waututh Nation, and Aquilini Development (the Partnership).

3.5 On 2017 April 03, Council received the report of the Planning and Building Department regarding the rezoning of the subject site and authorized the Department to work with the applicant toward the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.

3.6 On 2021 December 06, Council authorized Staff to undertake a public consultation process to receive input on the preliminary concepts and vision for the proposed Willingdon Lands Master Plan, and an associated proposed OCP bylaw amendment. The proposed OCP bylaw amendment can be found elsewhere on Council's agenda, and is seeking advancement to Public Hearing on 2022 May 31, subject to the advancement of the subject rezoning amendment bylaw.

#### **4.0 SITE CONTEXT**

4.1 Located at 3405 Willingdon Avenue, the 'Willingdon Lands' refers to the area southwest of the Willingdon Avenue and Canada Way intersection bounded by Canada Way to the

north, Willingdon Avenue to the east, Discovery Place to the south, and Discovery Place and Sumner Creek to the west (see *attached* Sketches #1 and #2).

- 4.2 The subject site is currently zoned CD Comprehensive Development District with Public and Institutional uses (P6 – Regional Institutional District) and Business Centre uses (B2-Urban Office District) as guidelines. The site is 16.2 hectares (40 acres) in size and improved with 21 low-rise structures of varying ages and condition that surround a central playfield area.
- 4.3 To the south and west of the subject site is the Discovery Place Business Centre area, hosting a range of research and development facilities. To the north is land that is designated for business centre use, with the Grand Villa Casino, Delta Burnaby Hotel and Conference Centre, and the Trans-Canada Highway beyond. The Willingdon Green Business Centre and Canada Way Business Park are to the northeast across Willingdon Avenue and Canada Way. To the east of the site, across Willingdon Avenue is the British Columbia Institute of Technology (BCIT) which has recently adopted a Campus Plan to introduce student housing and mixed amenities on site (Rezoning Reference #21-10). To the southwest of the Site, across Gilmore Way, the Burnaby Hospital is undertaking redevelopment to deliver a new pavilion, a new energy centre, and to facilitate the expansion of existing buildings on site (Preliminary Plan Approval #21-00111). Additionally, to the south of the site Electronic Arts (EA) has proposed an expansion to their campus which would see the development of two additional three-to-five storey buildings on the site (Rezoning Reference #19-52).
- 4.4 The Willingdon Lands are centrally located between the Brentwood and Metrotown Town Centres, along the major arterial Willingdon Avenue which has been identified as a Major Transit Network and Major Bikeway Network in the Transport 2050 Draft Strategy. A Major Transit Network is a high-capacity transit corridor and key north-south connector in the City with potential for future rapid transit connectivity. The site is also in close proximity to schools, a hospital, residential areas and several major employers.
- 4.5 The redevelopment of the Willingdon Lands provides the City with a unique opportunity to strengthen the City’s relationship with local First Nations through a meaningful and collaborative planning process which emphasizes the economic, social, and cultural benefits that the development of the site can provide for the members of the two Nations. Given its strategic location, the Willingdon Lands are proposed to become a contemporary Musqueam and Tsleil-Waututh urban village that accommodate mixed-use neighbourhoods of moderate density and scale, with locally-servicing commercial uses, employment opportunities, recreational activities, and other day-to-day services close to home.

4.6 After considerable design development and public consultation, the applicant has now submitted a plan of development in the form of a Master Plan for presentation to a Public Hearing.

## 5.0 MASTER PLAN CONCEPT

### Scope of the Rezoning

5.1 The proposed Master Plan would establish the general built form, maximum building heights, development densities, permitted uses, and proposed subdivision and phasing pattern. However, there would be no specific development rights sought through the subject rezoning application. Subsequent to Second Reading of the Master Plan bylaw, the applicant will submit to the City site specific rezoning applications for each phase of the development. In addition to the Master Plan, a set of detailed development and design guidelines will also be established to assist in the review and approval of individual site specific rezoning applications.

### Vision and Guiding Principles of the Proposal

5.2 The Vision of the Willingdon Lands site is to become “a contemporary Musqueam and Tsleil-Waututh Urban Village”. Using the Vision, the Partnership created four Guiding Principles to provide a foundation on which to develop the Master Plan. The four Guiding Principles each have a set of defined goals to ensure that all elements of the Plan support the primary cultural intent of the development and further the overall vision for the lands. The four guiding principles and supporting goals are outlined below:

#### Respect the Past and Embrace the Future

- Share the site and area’s history while charting a new path forward.
- Celebrate the Musqueam and Tsleil-Waututh legacies of storytelling across the site.
- Create a space that provides opportunities for the Nations to tell their stories.

#### Connect with the Land and the Water

- Design a site that provides and protects for the generation ahead.
- Honour the land it is on by ensuring a strong relationship with nature.
- Use green building design, energy conservation, and native landscaping.

#### Nurture a Sense of Place

- The site is an inclusive gathering place for all cultures and recognizes the community traditions of the Musqueam and Tsleil-Waututh Nations.

- The site feels like a distinctly Musqueam and Tsleil-Waututh place; visitors are welcomed in by the Nations and feel connected to their traditional and contemporary culture.
- The site incorporates the tradition of making beautiful the practical tools of everyday life.

### **Advance Reconciliation and Accommodation**

- Recognize the history of the site, since time immemorial, and what it means for this land to be returned to the Musqueam and Tsleil-Waututh Nations.
- Follow the Musqueam and Tsleil-Waututh Nations' leads as they recreate opportunities to engage in economic prosperity and skill development.

The Goals are intended to serve as a basis to evaluate the land use, design, and building form proposed for the Site against the Vision and Guiding Principles to ensure the creation of a contemporary Musqueam and Tsleil-Waututh Urban Village.

## **6.0 DEVELOPMENT PROPOSAL**

6.1 The Plan envisions a new, distinct mixed-use neighbourhood that provides a special opportunity to create a contemporary Musqueam and Tsleil-Waututh Urban Village that weaves culture and community with principles of good urban planning, strong urban design and distinction in architecture. The vision of the Plan promotes economic self-determination for the Musqueam and Tsleil-Waututh Nations and would deliver land uses that would become an economic driver in the area. Reconceptualising the site provides the City the opportunity to work with the Partnership to advance reconciliation and accommodation. One of the opportunities to advance reconciliation on the site is the pursuit of street names in the language of the Musqueam and Tsleil-Waututh Nations, *hənqəminəm*. As such, street names in the Master Plan and this report (e.g., Goard Way, Sumner Avenue, Street 1,2,3) are noted as a placeholder which will be reviewed and determined at a future date, shown in *Figure 1*.

6.2 The site is envisioned to be comprised of Character Areas, shown in *Figure 1*, each having a unique identity and relationship within the site. Together these areas function as a complete community and urban village. The four Character Areas are described as:

- The Park District
- The Trade District
- The Storytelling District
- The Residential District

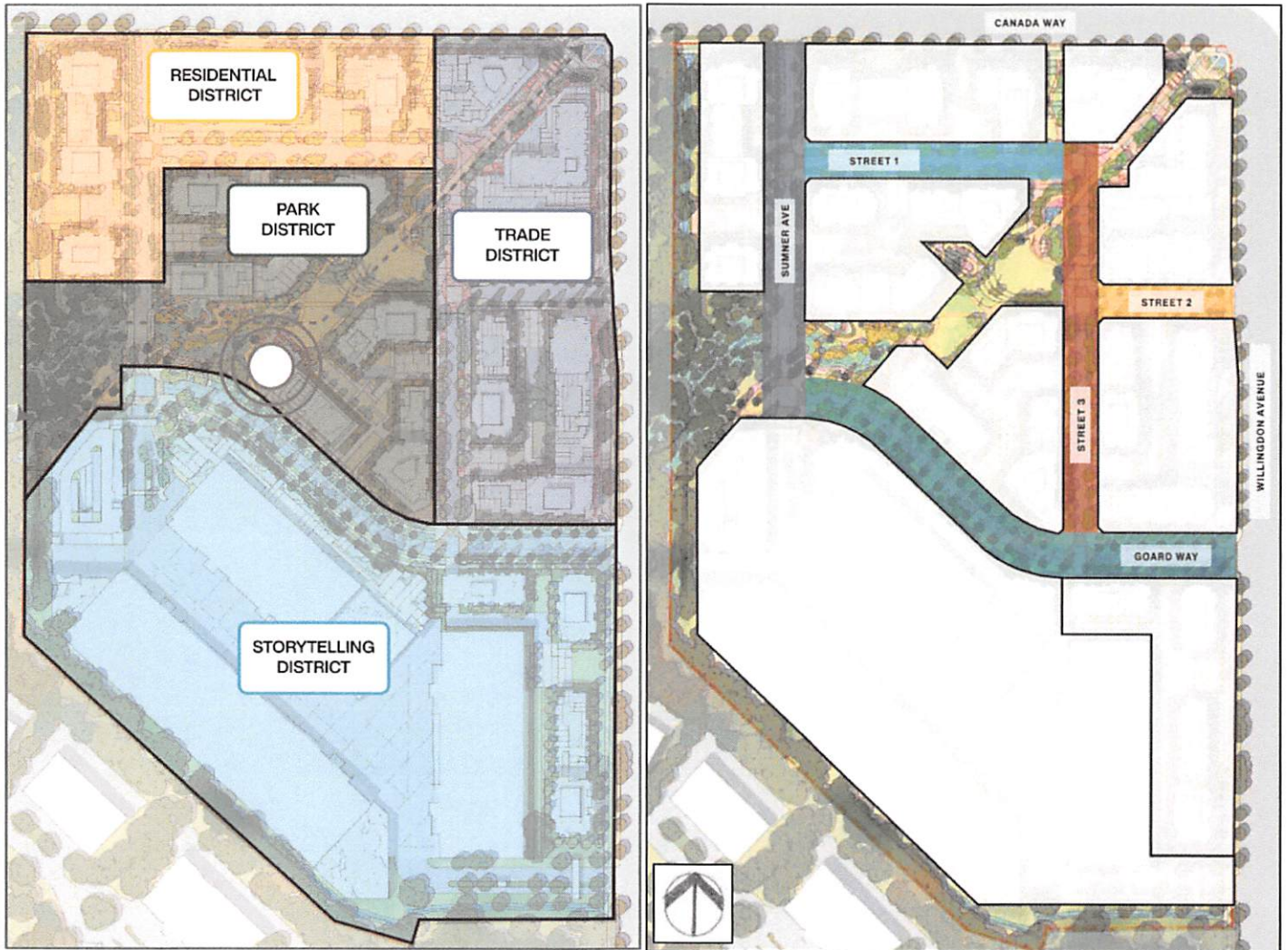


Figure 1: Character Areas and Street Names

Development will be phased within the four character areas to enable the delivery of the Master Plan overtime. Further information regarding the proposed phasing is provided in Section 7.

## The Park District

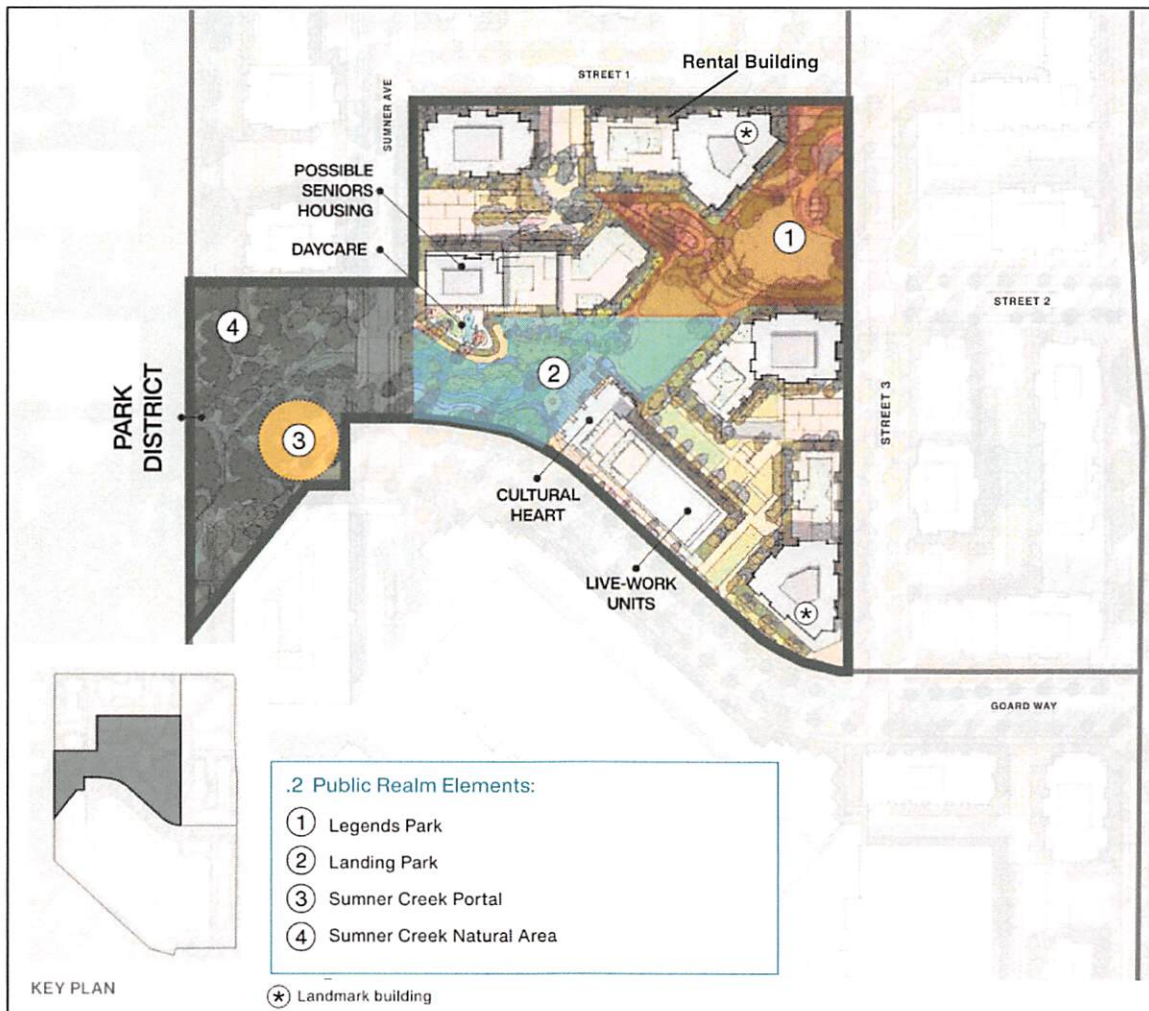


Figure 2: Park District

6.3 This district is the cultural hub at the centre of the site, anchored by the Cultural Heart and gathering spaces; Legend’s Park and Landing Park; and the area known as the Sumner Creek Portal and Natural Area (**Figure 2**). The Park District will provide the majority of the public open space provided on site and will include both programmed and multi-purpose recreational space. Proposed recreational facilities include a performance space, multi-use active spaces, a children’s playground, urban agriculture, walking trails, and a dog run. The development is also proposing to day-light a portion of Sumner Creek to provide a naturalized open space area. There are also several proposed community facilities located within the Park District, including the Cultural Heart, a child care facility and possible seniors housing.



- 6.4 The built form within the Park District will be designed to ensure maximum light access to open spaces. Buildings will take a mid-rise terraced form around the edges of the park with stepped height up to two focal taller buildings - one located along the Diagonal Axis on Street 1 within the core of the site and one on Goard Way and Street 3. This district provides opportunities for live-work units, townhouses, and garden suites. The Master Plan proposes the possibility of utilizing cross-laminated timber (CLT) constructed buildings for the mid-rise buildings in this District.
- 6.5 Residential uses in the Park District are primarily leasehold strata with the provision of a six storey market and moderate income rental building proposed to the west of the landmark building on Street 1.

**The Trade District**

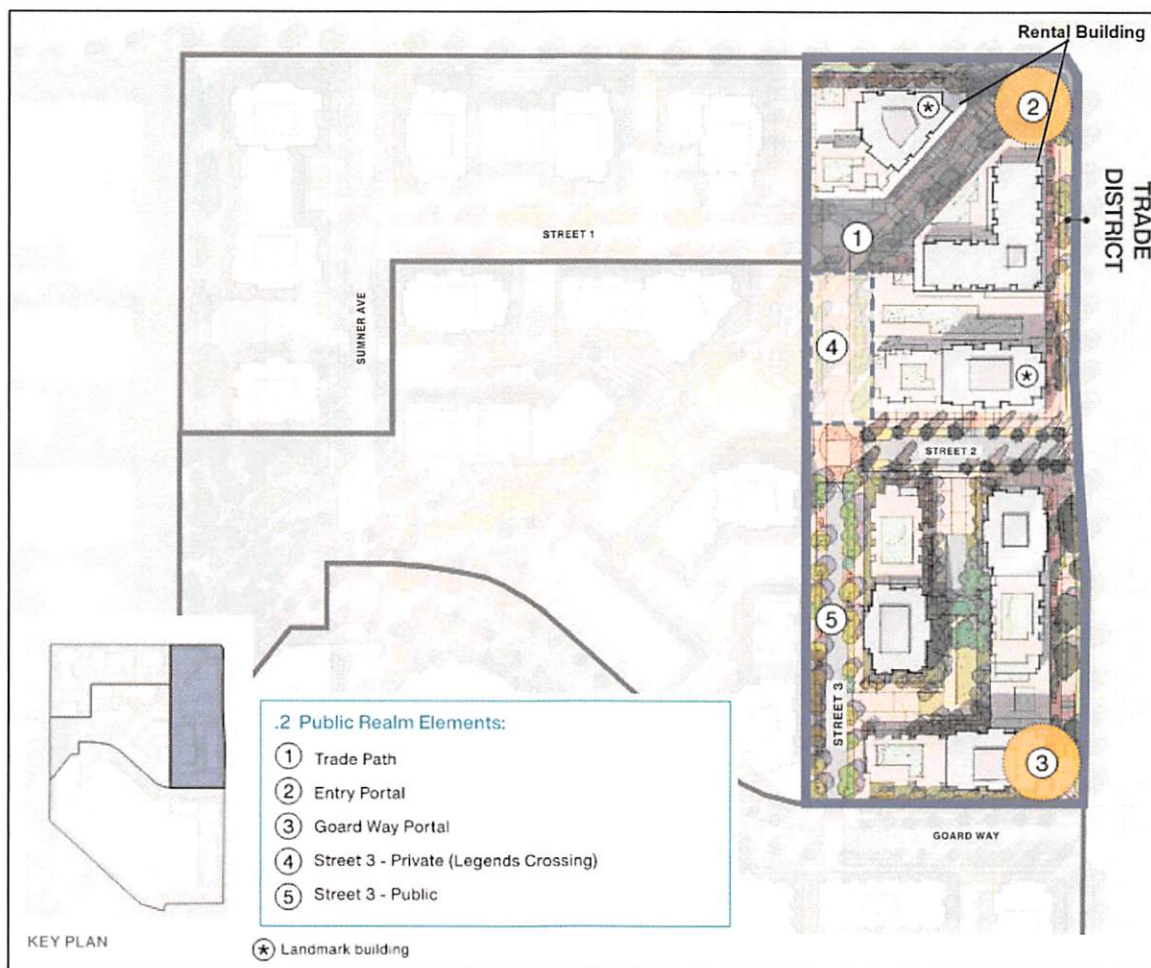


Figure 3: Trade District

- 6.6 The Trade District (**Figure 3**) is the commercial core of the site and local neighbourhood, providing a variety of commercial and retail spaces drawing patrons in from the corner of

Canada Way and Willingdon Avenue through the site's Entry Portal along the diagonal Trade Path. The commercial space in this district could include a large grocery store as an anchor tenant at the corner of Canada Way and Willingdon Avenue as well as smaller retail, restaurant and café spaces along Willingdon Avenue and the internal Street 3 and Diagonal Axis. Second storey commercial space could provide offices and studios for personal services such as health practitioner offices, fitness centres or space for wellness providers. A temporary presentation sales centre serving the project is proposed to be located in this District during construction of the development.

- 6.7 The diagonal pedestrian pathway, the Trade Path, is intended to be a lively commercial space, drawing pedestrians in from the Entry Portal to the center of the development. The commercial units will be designed in a variety of sizes to provide commercial opportunities to different business types such as cafés and restaurants with outdoor seating, artisanal shops and larger stores. A goal of the Partnership is to include Musqueam and Tsleil-Waututh businesses in retail storefronts, food and beverage services, offices and studios in the Willingdon Lands.
- 6.8 Along Willingdon Avenue the project proposes ground-floor commercial uses that will serve those within the development and those passing by. These commercial spaces are anticipated to accommodate convenience retail and service businesses such as cafés, smaller stores and service commercial businesses.
- 6.9 Building typologies within the Trade District are proposed to be mid-rise forms with commercial podiums that provide an active street frontage. The entrance to the site at Canada Way and Willingdon Avenue will be punctuated with a landmark 22 storey building and there will be a 25 storey building marking the entrance at Street 2 and Willingdon Avenue.
- 6.10 In addition to commercial space, both market and non-market housing is proposed to be located within the Trade District. The two buildings flanking the entrance to the District at Canada Way and Willingdon Avenue are proposed to house market and non-market rental housing atop commercial podiums, while the remaining four buildings within the District are planned to be lease-hold residential buildings with commercial ground-floor uses.
- 6.11 A portion of Street 3 within the Trade District is proposed to be a private road that could be closed temporarily to serve as a festival street during events. Vehicular access for buildings within the Trade District will follow the service courtyard format seen elsewhere in the development with internal courtyards located on the south side of Street 2 and the south east extent of Street 3. Additionally, mixed-use vehicular access, loading, and solid waste servicing access will be provided into the mixed-use development at the terminus of Street 1 and Street 3 and on the northern side of Street 2. These service access points will

allow for convenience commercial parking and loading, as well as residential parking on the lower parking levels.

### The Storytelling District

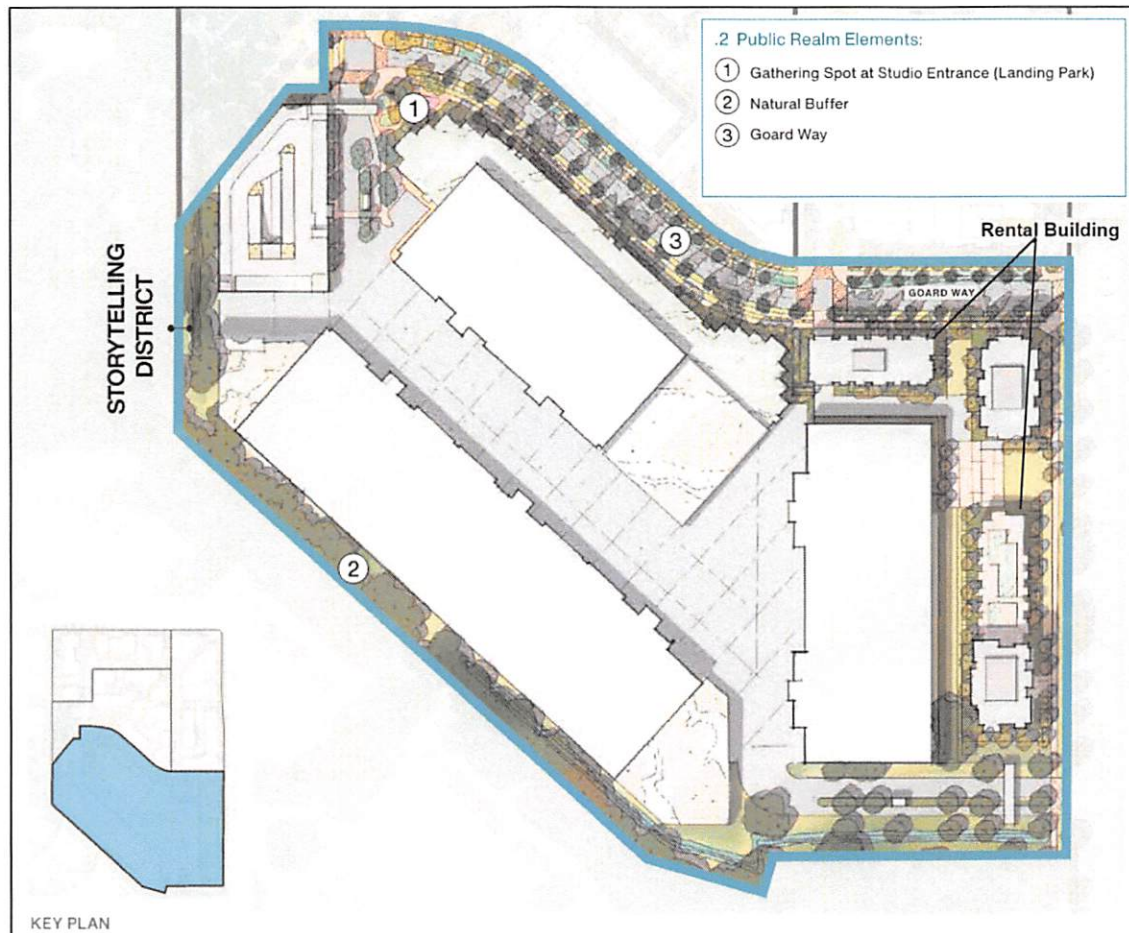


Figure 4: Storytelling District

- 6.12 This district encompasses the entirety of the film studio and associated offices and is the primary employment node within the Site, estimated to provide 3,050 full-time jobs. The studio is integrated into the site with an activated commercial frontage along Goard Way and a residential presence on Willingdon Avenue and a portion of Goard Way. Access to the studio will be provided by an access road on Willingdon to south of Goard Way and an internal site entrance aligning with Sumner Avenue.
- 6.13 In addition to the film studio uses the Storytelling District is proposed to deliver market and non-market housing along Willingdon Avenue and Goard Way. A leasehold strata building is proposed at the entrance of the site on Goard Way. Non-market rental housing

will be located on Goard Way at the terminus of Street 3, and a market and moderate income rental building is proposed on Willingdon Avenue.

- 6.14 The studio will be housed in three large-plate format commercial sound stages up to 60 feet tall (equivalent to approximately five to six storeys), with an above ground parkade provided in the north-west extent of the District (**Figure 4**). Studio related offices will be provided along the northern extent of the District and will provide an activated interface between the studio and the rest of the site.

### The Residential District

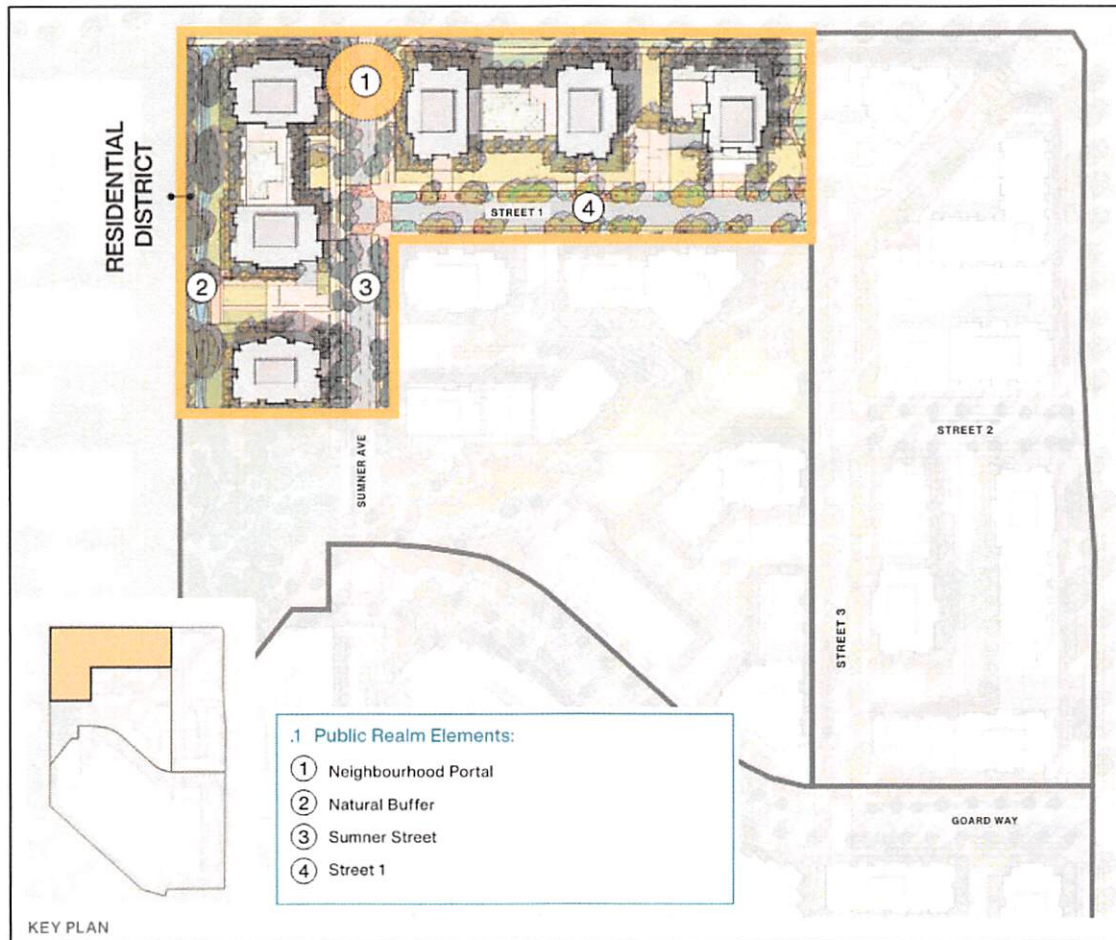


Figure 5: Residential District

- 6.15 The Residential District (**Figure 5**) provides a neighbourhood of private residential spaces buffered by private realm amenities and green spaces. The district is marked by the Neighbourhood Portal on Canada Way, the extension of Sumner Avenue and Street 1

connecting to the Trade District. Mid-block connections are provided from Street 1 to Canada Way to provide permeability for pedestrians.

- 6.16 There are six residential buildings proposed within the Residential District with heights ranging from six to 20 storeys. Buildings will primarily take the form of mid-height towers with six to 10 storey podiums, providing a terraced or stepped approach to height. Ground floor units and townhouses with street-level access are provided wherever possible.
- 6.17 Private residential amenity space is proposed at the ground floor level as well as on podium terraces to maximize outdoor space available to residents. Green roofs are proposed on the terraced podium rooftop amenity space.

### Connectivity and Circulation

- 6.18 The Master Plan provides a circulation plan for movement to, from, and within the site (*Figure 6*). The plan aims to prioritize walking and cycling within the site, while proposing a simple vehicle access route to travel throughout the site. All street names are provided

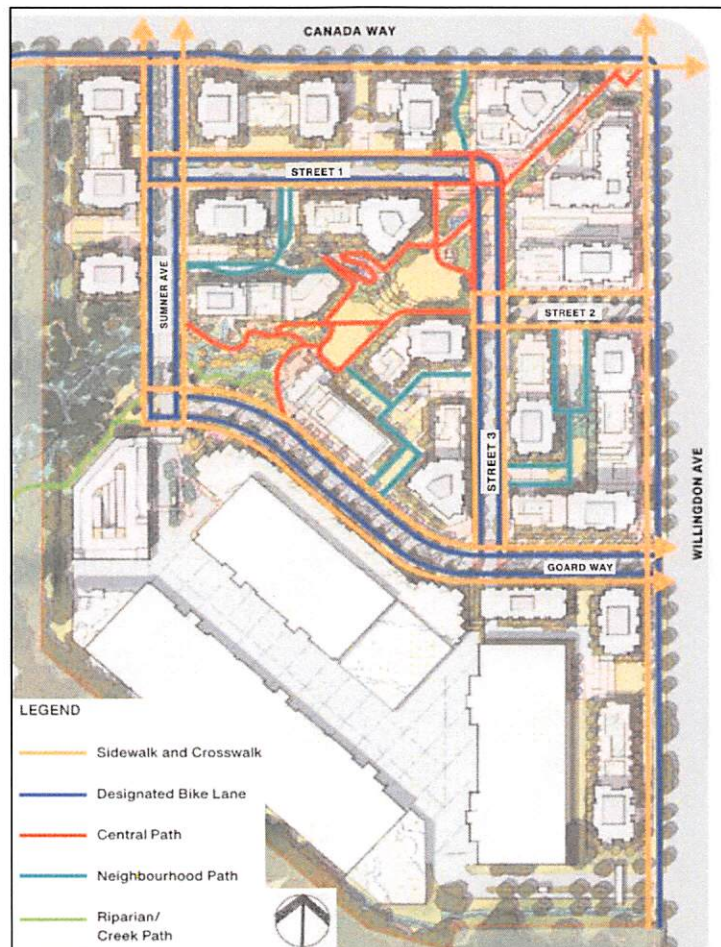


Figure 6: Site Circulation

for reference only; final names will be determined through collaboration with the Nations and the City.

- 6.19 Vehicular access to the site is provided via Sumner Avenue off Canada Way and via three access points on Willingdon Avenue: a southern access into the studio, access via Goard Way, and a northern access into Street 2. Internally all roads will be publicly dedicated rights-of-way, with the exception of the northern extent of Street 3, north of Street 2. This section is proposed to be a private roadway in order to provide flexibility in use or temporary closure for special circumstances such as public events and festivals.
- 6.20 Pedestrian and cycle access is provided into the site through Goard Way, Sumner Avenue, and Street 2. Additionally, pedestrian access is provided through the Entry Portal at Canada Way and Willingdon Avenue and the Sumner Creek Portal at the southwest extent of the Park District. Pedestrian neighbourhood pathways will be provided in-between residential buildings to provide porosity to the site.

## 7.0 PUBLIC CONSULTATION

- 7.1 On 2021 December 06, Council authorized Staff to undertake a public consultation process on the proposed conceptual Master Plan and associated OCP amendment. As part of this consultation effort, City Staff, in coordination with the applicant, carried out an extensive round of public consultation that included the following components:
- 7.2 Information Sessions: City Staff and the Applicant held two information sessions to gather feedback on the proposed concept. Due to the COVID-19 pandemic, the information sessions were hosted virtually with a total of 40 registrants. At each session, City Staff and the applicant presented an overview of the proposed Master Plan including the proposed site layout, land uses, building form, open space, connectivity, and cultural amenities. The presentation was followed by smaller break-out rooms where feedback on the proposal was gathered from the public. The information sessions were held at the following times:
- Thursday 2022 February 03 from 5:30 p.m. to 7:30 p.m.
  - Wednesday 2022 February 09 from 5:30 p.m. to 7:30 p.m.
- 7.3 Survey: Between 2022 January 26 and 2022 February 20, a survey was available for completion on the City's dedicated project webpage. In total, the City received 81 responses to the survey. The survey included the following questions:
1. *Please provide any comments or feedback you have on the proposed amendment to the City's Official Community Plan for the Willingdon Lands.*
  2. *Please provide any comments or feedback you have on the conceptual Master Plan Proposal for the Willingdon Lands.*

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3. Which specific elements of the proposed Master Plan make you feel optimistic?
4. What else needs to be taken into consideration for this project to be successful?  
Please provide any further comments.

7.4 **Community Engagement:** City Staff engaged with additional members of the public who were unable to attend the virtual sessions and or wanted some additional time to share their thoughts. This included phone call meetings and email correspondence.

To raise awareness of the project and public consultation events, City Staff developed postcards, advertisements in local newspapers, geo-targeted social media posts, a press release, and a dedicated project webpage. In total, 3,971 postcards were mailed to residences and businesses in the area.

In addition, notification letters were sent to key parties including local First Nations (Musqueam Indian Band, Tsleil-Waututh First Nation, Squamish First Nation), Burnaby School District #41, and the Ministry of Transportation (MoTI). The notification letters invited responses to the proposed OCP amendment within a 60-day comment period.

7.5 **Consultation Results:** The general sentiment towards the proposed Master Plan and OCP amendment, based on comments received at the public information sessions and the survey results, was split evenly between support and opposition. The results of the public consultation process indicated broadly supported components of the proposed Master Plan, including the following:

- *Commitment to Truth and Reconciliation* – Appreciation for the self-determination of the Nations, the long-term benefits that the proposal would contribute to their communities, and the integration of Indigenous culture into the guiding principles of the proposal and overall development concept.
- *Mixed-Use Development* – Support for the introduction of additional shops and services in the area. Enthusiasm for daycare, a grocery store, and additional restaurant choices to bring a level of fun and vibrancy to the neighbourhood.
- *Housing Supply* – Support for the addition of more housing units in Burnaby to help address regional housing demand and affordability. Support for BCIT student housing opportunities and housing opportunities for members of the Nations.
- *Urban Village Concept* – Enthusiasm for active streetscapes, locally-serving retailers and service providers, and the prioritization of walkability and cycling over a reliance on automobile trips. Support for the pedestrian-friendly street design, the proposed trail connection to the West of the site, and new cycling connections.

Other submissions received expressed concerns related to the proposed Master Plan. The concerns raised can be categorized into seven general subject areas:

### 7.5.1 Traffic and Congestion

Concerns were raised regarding traffic and anticipated congestion in the area as a result of the proposed development, particularly at the intersection of Canada Way and Willingdon Avenue. In addition, the safety of drivers and pedestrians was expressed as a concern, as well as the lack of rapid transit (e.g. SkyTrain) options near the site.

A comprehensive review of traffic and transportation-related infrastructure required for the proposed Master Plan development has been undertaken by City staff. The applicant is also undertaking a Transportation Impact Assessment (TIA) for the site. The TIA will identify feasible and effective street network requirements for the interim condition and full build-out of the proposed Urban Village neighbourhood. The findings of the TIA will be used to identify any further improvements (e.g., lane reconfigurations, new or adjusted traffic signals) that may be required to support the development in line with the adopted Plan.

To enhance pedestrian safety and to improve the public realm, the applicant is required to provide the Town Centre Standard public realm along all road frontages adjacent the development site. This includes construction of new separated sidewalks, cycle tracks, boulevard landscaping, pedestrian lighting, street lighting, rain water amenities, curb bulges, and street trees.

With respect to comments received regarding a lack of rapid transit options in the area and insufficient bus service along Willingdon Avenue, bus routes are annually reviewed by TransLink and the City to ensure the needs of a growing population are met. The Willingdon Avenue arterial has been identified as a Major Transit Network and Major Bikeway Network in the Transport 2050 Draft Strategy. Additionally, in 2022 January, Council endorsed the Burrard Inlet Rapid Transit Project (BIRT) proposal for rapid transit across the Burrard Inlet, connecting the North Shore to the rest of Metro Vancouver, developed by the Integrated North Shore Transportation Planning Project (INSTPP). The alignment of the BIRT endorsed by Council would see Willingdon Avenue as a primary corridor for future rapid transit in the City.

In response to the comments received during public consultation, staff worked with the applicant to develop a new 'Transportation and Infrastructure' chapter of the Master Plan booklet. In addition, staff had further discussions with the applicant regarding the flexibility of the site design, particularly at the northwest corner of the site to ensure a potential future rapid transit line could be realized adjacent to the development.

### 7.5.2 Amenities and Recreational Space

Concerns were raised about the lack of amenity space and recreational space identified in the Master Plan proposal. Specifically, comments were raised regarding the need for a pet-



friendly area, community gardens, and active recreation spaces for residents, particularly youth, to enjoy.

In relation to on-site amenities, the Master Plan proposal is conceptual in nature and the specific design of the individual buildings, and their amenity spaces, will be determined as part of future detailed design. It is common for residential buildings to have indoor and outdoor amenity spaces which may include fitness centres, multi-purpose gathering spaces, community garden plots, and children’s play areas, for example. These details will be determined at the site-specific rezoning stage for each of the proposed residential buildings. With respect to the broader public realm proposal, the site is proposed to have two large parks (Legends Park and Landing Park) which create a central spine through the site and ensure easy access to green space for all visitors and residents. In addition, the proposal includes a central Cultural Centre (5,000 ft<sup>2</sup>) containing flexible multi-use space and a Café (3,000 ft<sup>2</sup>).

In response to the comments received during public consultation, staff worked with the applicant to further explore the potential programming of the public realm, specifically the open lawn space within the two parks. As a result of these discussions, the public realm has been updated to include the addition of a dog run and a lawn area designated specifically for sports and more active uses. The Public Realm Concept section of the Master Plan booklet was amended to better articulate the various activities, amenities, and recreational opportunities that the site will accommodate. This includes lawn space for both passive and active users, performance space, a naturalized walking trail, a tranquil natural area, a children’s playground and more.

In addition, staff worked with the applicant to add additional language into the Master Plan booklet regarding residential amenity spaces. Updates were made to the Residential (Leasehold Strata) and Residential (Rental) sections of the booklet.

*7.5.3 Affordable Housing*

Concerns were raised about the level of affordability that the proposed development will achieve. The proposed leasehold tenure of the site allows the Nations to maintain ownership of the lands in perpetuity while simultaneously creating an alternative to freehold home ownership in Burnaby. It is noted that leasehold residential strata development is often a more affordable form of home ownership. The leasehold tenure approach is critical for the prosperity of future generations of the Musqueam and Tsleil-Waututh Nations, and is considered supportable given the City’s commitment to Truth and Reconciliation.

In addition to strata-leasehold tenure units, the proposal provides market and non-market rental units equivalent to 20% of the total number of units derived from the RM District density on the site. The mix of strata-leasehold, market rental, and non-market rental units provide a wide range of housing to meet the varying needs of all residents and different

levels of income. This is well aligned with the City's Home Strategy goals and helps to create an inclusive neighbourhood.

#### *7.5.4 Capacity of Nearby Infrastructure and Local Services*

Concerns were raised regarding the overall density of the project and whether the nearby infrastructure and local services were sufficient to support it. The capacity of water services and sanitary services were included in these concerns. Additionally, residents noted a lack of essential services such as grocery stores, healthcare providers, and daycares in the vicinity.

As part of a Master Plan process, the applicant is required to provide an Engineering Master Plan which identifies the level of infrastructure services required and any required upgrades or additions that will be necessary to support the proposed development. It is anticipated that the existing sanitary, storm and water mains surrounding the property on the north and east side will need to be upgraded to support the development. The existing sanitary main at the southern extent of the site will also need to be relocated.

At the site specific rezoning stage, and as a requirement of the Rezoning and Subdivision process, a detailed review of all necessary services to serve a site will be completed by the Planning and Engineering Departments.

With respect to the lack of essential services in the vicinity, the proposal includes provisions to address this issue. This includes the siting of a new grocery store, daycare, and commercial services. In response to the concerns raised during public consultation, staff worked with the applicant to more effectively articulate the proposed services which could be included in this development. Specifically, descriptive language was added to the Commercial section of the Master Plan booklet which clearly identifies a proposed anchor grocery store and a proposed daycare with a capacity of approximately 50 children and ~300 m<sup>2</sup> of outdoor play space. Staff also worked with the applicant to designate a portion of the ~135 000 ft<sup>2</sup> of proposed commercial space for appointment-based services such as health and wellness providers.

#### *7.5.5 Impacts of Development*

Concerns were raised regarding the overall impact of the development to the surrounding areas during construction - specifically dust, noise and construction traffic. Additionally, concerns were raised regarding potential environmental impacts including the loss of wildlife habitat, removal of trees, and negative impacts to Sumner Creek.

A guiding principle of the proposal is to 'Connect with the Land and the Water'. With connections to the neighbouring Discovery Place Conservation Area and the Sumner Creek watershed, a goal of the proposal is to restore a natural ecosystem in this area by daylighting a portion of Sumner Creek which is currently piped. The intent of this is to reconnect a disrupted ecosystem, provide a place for passive recreation, and provide an educational

opportunity through interpretative signage. In addition to daylighting the creek, the proposal aims to enhance the Sumner Creek riparian area by creating an average 30 m wide naturalized setback from the top of bank, removing invasive plant species, planting native species, adding woody debris for additional wildlife habitat, and installing bird and bat boxes where appropriate. The existing tree canopy on the site is 27.4%. Through the addition of street trees, parks and open spaces, and the establishment of a continuous urban forest on the outskirts of the site, the proposed tree canopy for the site is 30%.

In addition to these proposed enhancements, the Engineering Division works with applicants to ensure compliance with municipal, provincial, and federal regulations and acts to protect and improve the health and quality of the environment. These regulations include requirements related to stormwater, groundwater, and rainwater management.

With respect to comments regarding noise and pollution, it is recognized that during the construction phase of any development, there will be some impact to the surrounding area, including noise and dust. To minimize noise impacts to the surrounding neighbourhood, the applicant will be required to ensure that construction and vehicle noise originating from a future development site abides by the permitted hours of construction and the Burnaby Noise or Sound Abatement Bylaw. With respect to air pollution, the applicant will be required to submit a sediment control plan to the Engineering Department prior to issuance of a Building Permit to ensure that dust and other sediment control matters are properly managed. The proposed construction activities onsite will be required to comply with all municipal and regional bylaws concerning noise, dust and air quality, including Metro Vancouver's Air Quality Management Bylaw No. 1082, 2008

To mitigate potential traffic impacts during construction activities, the applicant will be required to submit a construction access plan to the Engineering Department prior to commencement of construction. The applicant will be requested to accommodate construction traffic and materials delivery on the development site itself, wherever possible. Further, contractors and trades will be encouraged to use transit to access the site, and applicants will also be required to secure sufficient off-street parking for contractors and trades so that parking on City streets is not necessary.

#### *7.5.6 Proposed Land Use*

Concerns were raised regarding the proposed land uses on the site. Several comments noted that this site would be more suitable for an extension or redevelopment of the Burnaby General Hospital. Burnaby Hospital is located within 2 km driving distance of the subject site. The provincial Ministry of Health, in concert with the Fraser Health Authority, determines the location and staffing of hospital facilities. In September 2019, the provincial government announced a \$1.3 billion upgrade and redevelopment plan for

Burnaby Hospital, with commenced in 2021, to meet the growing needs of Burnaby residents.

#### 7.5.7 Public Notification

Concerns were raised regarding public notification for the subject rezoning proposal. Respondents noted that they were caught off guard by the proposal and wished they were notified sooner. In relation to public notification, developments undergoing rezoning are required to advance to a Public Hearing for public consultation. Requirements of a Public Hearing process are established under the provisions of the Local Government Act (Sections 465 Public Hearing Procedures and Section 466 Public Hearing Notice), as well as the Burnaby Zoning Bylaw (Section 7.8 Bylaw Amendments).

It is noted that the proposed Master Plan has not yet received approval from Council to advance the application to a Public Hearing. As such, the legislated notification process has not officially begun. That said, Council authorized City staff to conduct early consultation on the proposed conceptual Master Plan and the preliminary land use framework in 2022 February. As such, the proposed Master Plan concept has been made available for viewing in advance of the Public Hearing and some residents have had an opportunity to express their opinion or fill out an online survey. Should the application be authorized to advance to a Public Hearing, residents will be notified in advance and provided an additional opportunity to share their opinion on the proposal. Public notification of the proposal will occur in compliance with the requirements of the *Local Government Act* and *Burnaby Zoning Bylaw*.

#### 7.5.8 Consultation Summary

Given the level of support for the project, the City's commitment to reconciliation, and the refinements made to the Master Plan proposal based on the input received during the public consultation process, it is felt that the issues raised during consultation have been appropriately addressed, and remain supportive of the proposal.

### 8.0 GENERAL COMMENTS

- 8.1 Phasing and Subdivision: The phasing for the site aims to deliver key site components overtime and therefore does not directly align with the delineation of the Character Areas described in Section 5. While each parcel fits within one of the Character Areas, portions of the given Character Areas will reach completion at different times. The delivery of the development will be broken into seven phases with the Studio and adjacent residential development planned as Phase 1, as indicated in the numbers shown on each building shown in *Figure 7*.
- 8.2 It is anticipated that each phase would be brought forward as a single, or related grouping of rezoning applications. It is envisioned that the development phases and their adjacent

service provisions would be completed over a 5-15 year period. However, the exact timing of development is reflective of prevailing market conditions.

- 8.3 Currently, the site is comprised of one property and is intended to be subdivided based on phase boundaries. Each phase will be subdivided from the parent parcel as each site specific rezoning application is completed. A master easement agreement and/or airspace parcel cost sharing agreement will be required to ensure the proportional cost of publicly accessible amenities, roadways and open spaces is appropriately distributed between the phases and the commercial and residential components of the site.

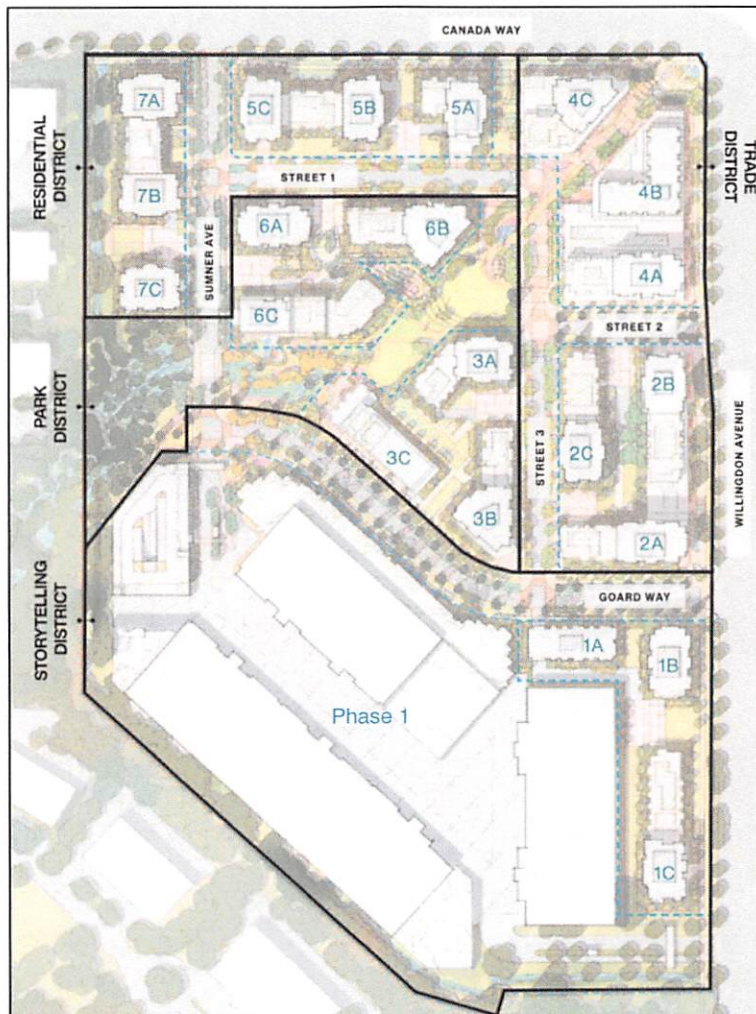


Figure 7: Site Phasing

- 8.4 Site Density: The Willingdon Lands Site is approximately 16.18 ha (40 ac.) in size, subject to legal survey. Under the proposed OCP amendment the subject site would be designated Business Centre and Urban Village Centre in the commercial framework and Urban Village in the residential framework, utilizing the RM5 and RM5r Multiple Family

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Residential Districts as guidelines; the retail and commercial utilizing the C2 Community Commercial as a guideline; and a film studio using B2 Urban Office as a guideline.

8.5 The site’s maximum potential strata-leasehold and rental residential density would be up to 4.4 FAR; maximum potential community commercial density would be up to 1.3 FAR; and maximum potential business centre/production studio use density would be 1.5 FAR as outlined in Table 1 below, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Committee and Council. The Willingdon Lands Plan is proposing a density of 2.59 FAR, as outlined in Table 1 below:

**Table 1: Potential and Proposed Site Density**

Zoning District	Potential Density	Proposed Density
RM5	2.2	1.9
RM5r	2.2	0.35
C2 (office/retail)	1.3	0.08
B2 (Studio)	1.5	0.26
<b>Total</b>	<b>7.6</b>	<b>2.59</b>

8.6 It is acknowledged that specific Gross Floor Areas of each building may be amended through site specific rezoning applications, but shall not exceed the maximum density identified for the site as indicated in Table 1.

8.7 Overall the site will deliver approximately 5,239 residential units, split between leasehold strata and market, moderate and affordable rental units. The moderate rental rate is defined as the CMHC Market Median rental rate for the neighbourhood and affordable rental rate is defined as 20% below the CMHC Market Median rental rate for the neighbourhood. In addition, the site will provide approximately 450,000 sq.ft. of film studio space, 135,000 sq.ft. of commercial space, and 5,000 sq.ft for a cultural hub shown in Table 2:

**Table 2: Proposed Land Use**

Land Use	Total Area (Sq.ft.)	Proposed FAR	Units
Leasehold Strata	3,318,200	1.9	4,366
Market Rental	385,300	0.22	554
Moderate Rental	70,000	0.04	101
Affordable Rental	151,600	0.09	218
Commercial	135,000	0.08	-
Cultural	5,000	0.003	-
Studio	450,000	0.26	-

8.8 Design Guidelines: In addition to the Master Plan for the site, a companion set of Design Guidelines will be provided prior to Final Adoption, establishing architectural, landscape, signage and environmental guidelines for the overall site. The guidelines are required to

provide consistency over the multiple phases and the many years it is anticipated to complete the site's redevelopment. Guidelines will be provided for:

- Building Setbacks
- Building Projections
- Building Heights
- Residential Tower Footprints
- Site Grading
- Sidewalk and Pathway Standards
- Road and Pathway Cross Sections
- Commercial Facades
- Signage
- Landscape Treatment
- Public Art
- Site Lighting
- Universal Accessibility

8.9 These standards are not intended to restrict the architectural expression of the project as design aesthetics will change over time. It is, however, intended to encourage a language of unifying elements amongst the architecture, landscape architecture, and public realm that will guide individual designs for the site regardless of the designer or applicant in the future.

8.10 Easements, Covenants, and Statutory Rights-of-Way: 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 to allocate development densities across the overall site;
- Section 219 Covenant for provision of a Master Stormwater Management Plan for the entire Site;
- Section 219 Covenant guaranteeing vehicular, pedestrian and cycling access through the site, connecting Canada Way and Willingdon Avenue;
- Easement guaranteeing public passage between subdivided parcels comprising the overall site;
- Section 219 Covenant for the provision of a Master SPEA Enhancement Plan; and,
- Section 219 Covenant for the provision of a Master Green Building Report.

8.11 Site Servicing and Dedication: The General Manager Engineering will assess the need for any further required services to the site through an Engineering Master Plan, including, but not necessarily limited to:

- construction of Canada Way across the development frontage to its final Town Centre arterial standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;

- construction of Willingdon Avenue across the development frontage to its final Town Centre six-lane standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities. The final dedication of Willingdon Avenue could vary depending on potential future rapid transit requirements;
- construction of Goard Way, Sumner Avenue, Street 1, Street 2 and the public portion of Street 3 to Town Centre local road standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting; and,
- storm, sanitary sewer and water main upgrades as required.

To support the foregoing servicing requirements, road dedications are for internal and external roadways. Dedications will be determined based on a detailed geometric. As dedication requires appropriate site remediation to City standards, frontage dedication will be taken at the time of each site specific rezoning application.

- 8.12 Traffic and Transportation Study: Given the site's size and change of use a Transportation Impact Assessment (TIA) is required to be submitted and approved by the General Manager Engineering prior to Final Adoption of the Master Plan rezoning. The TIA will identify feasible and effective street network requirements for the interim condition and full build-out of the proposed site.
- 8.13 Parking and Loading: The development proposal is intended to meet the required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per residential unit (0.1 of which is for visitor parking) and one space per 46 m<sup>2</sup> (495.16 sq.ft.) for all commercial retail and office uses. To support the residential and commercial parking ratio, the developer will provide for transportation alternatives that could include incentives such as the provision of transit passes (compass cards) or car-share credits to be made available to residents seeking an alternative to car use and ownership. Secondly, the proposed development will provide twice the required secured bicycle parking (2 bicycle storage lockers per unit). Thirdly, the provision of on-site car share for residents will be pursued. Finally, the development will provide 100% of off street residential 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. The development proposal would provide commercial loading in accordance with the Burnaby Zoning Bylaw and one residential loading space per 200 units. The number of parking stalls required will be determined through each site specific rezoning application.
- 8.14 Adaptable Housing: The development will provide 20% of all single-level residential dwelling units as adaptable suites with the commiserate number of accessible parking stalls within the proposed residential buildings in line with the minimum requirement of the Council-adopted Adaptable Housing policy and Section 800.3.1 of the Zoning Bylaw.



Residential accessible parking stalls would be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

- 8.15 **Stormwater and Groundwater Management:** A master conceptual stormwater management plan is required for the site. A suitable engineered design to the approval of the General Manager Engineering will be required for the on-site stormwater management system, the deposit of sufficient monies to guarantee the provision, as well as a Section 219 Covenant to guarantee its provision and continuing operation will be required through each phase of development.
- 8.16 **Acoustical Analysis:** As part of each site specific rezoning application, the applicant is required to provide an acoustical study due to the proximity of the subject site to Canada Way, Willingdon Avenue and Highway 1, showing that the proposed development would meet the Council-adopted noise criteria.
- 8.17 **Master Public Art Plan:** The submission of a Master Public Art Plan outlining the concept, character, and location of public art on site as well as approximate details of the budget, terms, and the artist selection process is required. Site specific Detailed Public Art Plans will be required through the site specific rezoning applications.
- 8.18 **Comprehensive Sign Plan:** A Comprehensive Sign Plan detailing final sign numbers, locations and sizes will be required prior to Final Adoption. Alternately, a Master Sign Plan may be brought forward with the Phase 1 site specific rezoning application if deemed necessary.
- 8.19 **Green Building Strategy:** The submission of a Green Building Strategy will be required for each site specific rezoning application. The applicant has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that the Plan will adhere to Energy STEP 3 for the residential and commercial buildings and LEED Gold for the Studio office component.
- 8.20 **Tree Bylaw:** As the site will be extensively excavated for the proposed development and site remediation, an arborist's report and tree survey will be required prior to Final Adoption identifying on-site trees to be removed. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. Any trees to be retained will be protected by Section 219 Covenant. A detailed landscape and tree planting plan will be provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 8.21 **Construction Management and Access Plan:** A detailed construction management and access plan, to the approval of the General Manager Engineering, is required prior to Final Adoption. This plan will outline crane locations, crane swing areas, excavation access and egress, material delivery and staging areas, concrete pouring areas, and potential temporary

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road closure areas during construction. The construction management and access plan will assist in minimizing traffic disruptions as well as mitigate noise and dust impacts during construction.

8.22 Development Cost Charges: Development Cost Charges including the Burnaby School Site Acquisition Charge, Parkland Acquisition Charge, Regional Transportation Development Cost Charge, and GVS&DD Sewerage Charge will be required in conjunction with each individual phase of development.

## 9.0 CONCLUSION

The proposed redevelopment of the Willingdon Lands site is centered on creating a contemporary Musqueam and Tsleil-Waututh Urban Village that embraces cultural history and experience, is interconnected with nature, and provides space for shared story telling through film, art, design, performance, education, and gatherings.

The Willingdon Lands Master Plan envisions a culturally vibrant, pedestrian-oriented, transit-connected, mixed-use community, one that is consistent with the vision established for an Urban Village in Burnaby. The concepts and vision for the area as described in this report represent the first step towards creating a unique neighbourhood focused on synergy of cultural spaces, community amenities, employment opportunities, and a continuum of multiple-family residential uses.

It is recommended that Council authorize the advancement of the proposed Master Plan rezoning application to Public Hearing. As the Master Plan concept is proposing only general development guidelines, no specific development is provided for approval by the subject rezoning application. Subsequent approval by Council for specific development proposals in line with the Master Plan is required, including the submission of subsequent proposals to a Public Hearing.

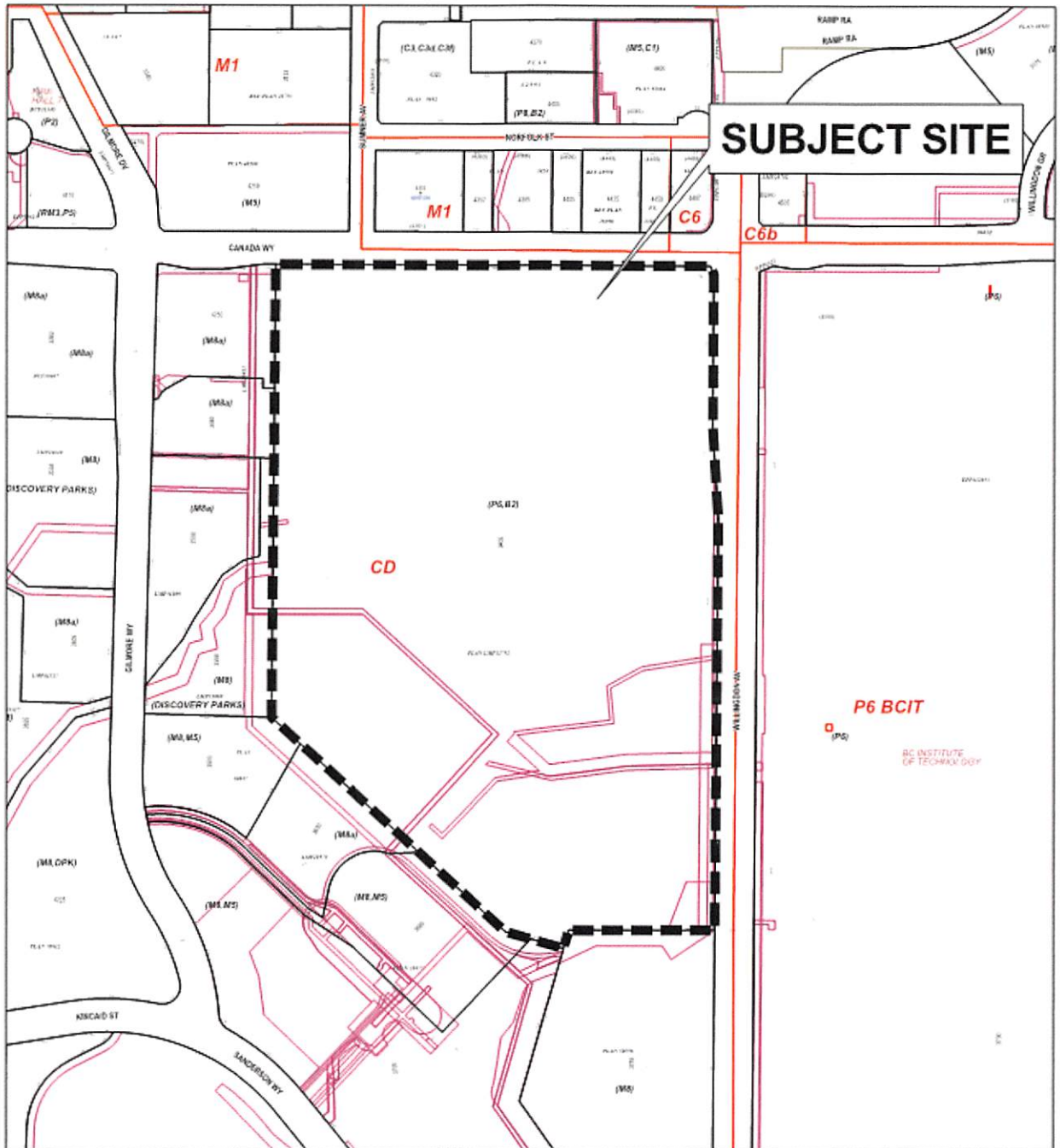




E.W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

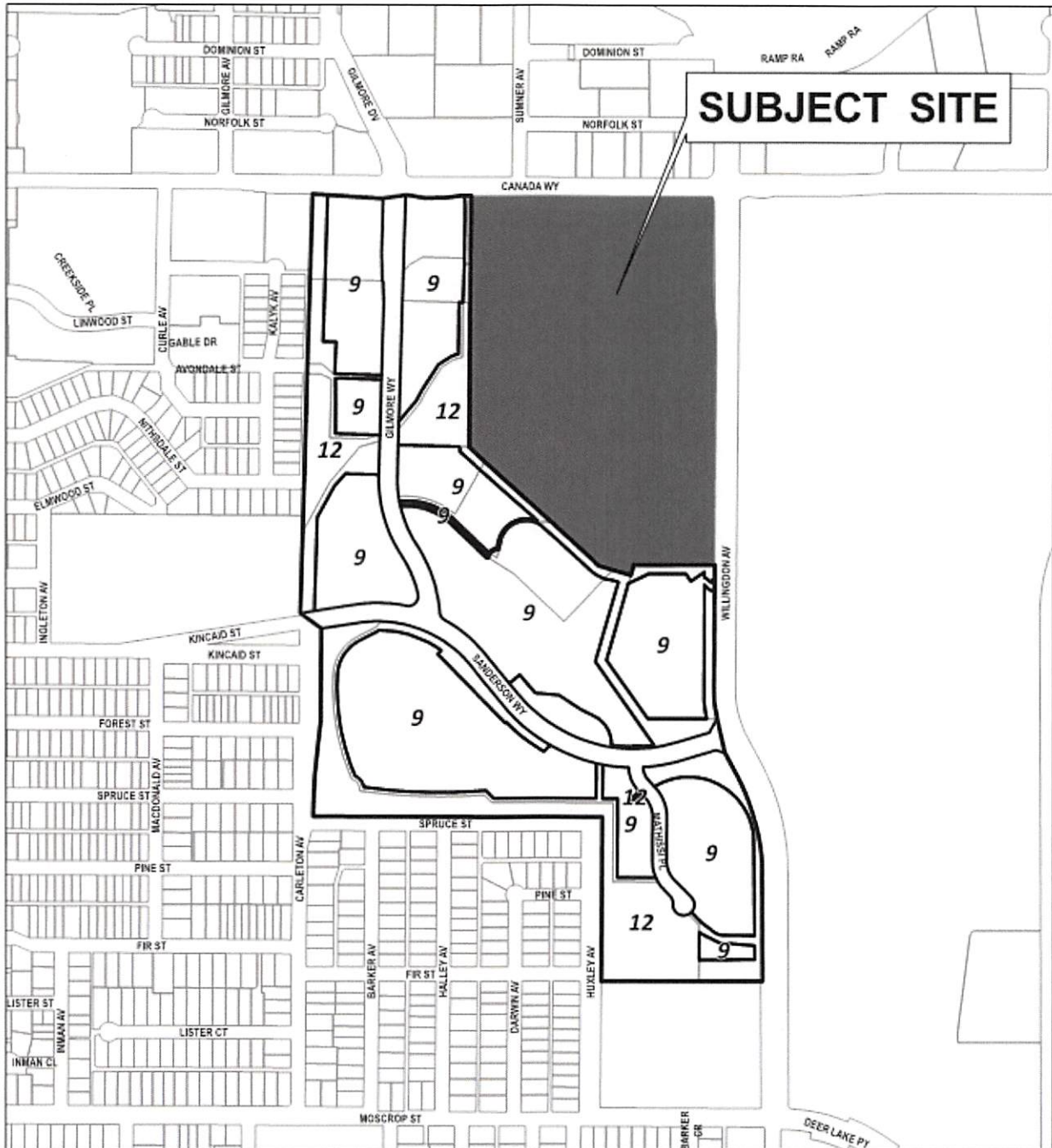
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### **Attachments**

cc: General Manager Community Safety  
City Solicitor  
City Clerk



	<p>PLANNING &amp; BUILDING DEPARTMENT</p>
<p>Date: NOV 08 2021</p>	<p><b>REZONING REFERENCE #17-03</b>  <b>3405 WILLINGDON AVENUE</b></p> <p> Subject Site</p>
<p>scale: 1:5,000</p>	
<p>Drawn By: RW</p>	



**SUBJECT SITE**

- 9 Industrial
- 12 Park and Public Open Space



Planning and Building Dept

*Discovery Place Community Plan*

