

**TO:** CITY MANAGER 2019 October 23

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #17-26**  
**High-Rise Apartment Building and Low Rise Rental Apartment Building**  
**Metrotown Downtown Plan**

**ADDRESS:** 6525 Telford Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 66 District Lot 153 Group 1 NWD Plan 26877

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on the RM5s and RM5r Multiple Family Residential District and Metrotown Downtown Plan as guidelines and in accordance with the development plan entitled “Telford Multi-Residential Development” prepared by NSDA Architects and Connect Landscape Architecture)

**APPLICANT:** Telford Avenue Project LP  
600-550 Burrard Street  
Vancouver, BC V6C 2B5  
Attention: Kyle Wright

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2019 November 19.

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**RECOMMENDATIONS:**

1. **THAT** the sale be approved in principle of City-owned lane in accordance with Section 4.10 of this report, and subject to the applicant pursuing the rezoning proposal to completion.
2. **THAT** the predecessor Rezoning Bylaw, Amendment Bylaw No. 15/2018, Bylaw 13877, be abandoned contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
3. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2019 November 4 and to a Public Hearing on 2019 November 19 at 6:00 p.m.
4. **THAT** the following be established as prerequisites to the completion of the rezoning:

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- a) The submission of a suitable plan of development.
- b) The deposit of sufficient monies including a 4% Engineering Inspection Fee to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development (as well as underground switching and transformer/service boxes in town centre locations), and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 4.5 of this report.
- e) The granting of any necessary statutory rights-of-way, easements and/or covenants.
- f) The granting of Section 219 Covenants in accordance with Section 4.11 of this report.
- g) The registration of a Housing Covenant and Housing Agreement is required.
- h) The execution of a Tenant Assistance Plan, to the approval of the Director Planning and Building.
- i) Compliance with the Council-adopted sound criteria.
- j) The submission of a stormwater and ground water management plan, the submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- k) The review of a detailed Sediment Control System by the Director Engineering.
- l) The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- m) The review of on-site residential loading facilities by the Director Engineering.
- n) The provision of five covered car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering and a commitment to implement the recycling provisions.

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- o) The provision of facilities for cyclists in accordance with this report.
- p) The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person and with allocated disabled parking spaces.
- q) The undergrounding of existing overhead wiring abutting the site.
- r) Compliance with the guidelines for underground parking for visitors.
- s) The deposit of the applicable Parkland Acquisition Charge.
- t) The deposit of the applicable GVS & DD Sewerage Charge.
- u) The deposit of the applicable School Site Acquisition Charge.
- v) The deposit of the applicable Regional Transportation Development Cost Charge.
- w) 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 office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

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

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit the construction of a 37 storey market (strata) residential building and a six storey rental residential building.

### **2.0 POLICY FRAMEWORK**

The proposed rezoning application is consistent with the site's designation in the Metrotown Downtown Plan. It also aligns with the following goals and sub-goals of the Corporate Strategic Plan:

#### **A Connected Community**

- Social Connection – Enhance social connections throughout Burnaby.

#### **A Dynamic Community**

- Economic Opportunity – Foster an environment that attracts new and supports existing jobs, businesses and industries.
- Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging.

#### **An Inclusive Community**

- Serve a diverse community – Ensure City services fully meet the needs of our dynamic community.
- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging.

### **3.0 BACKGROUND**

- 3.1 The subject site is within the Maywood neighbourhood of the Metrotown Downtown Plan area (see *attached* Sketch #2). The site is currently improved with an older low-rise apartment building with 54 units, all of which are presently vacant, with the exception of one unit occupied by an on-site property manager. The adopted Plan designates the subject site for high-density multiple family residential development under the CD Comprehensive Development District, utilizing the RM5s Multiple Family Residential District as a guideline.
- 3.2 On 2018 January 29, Council received an initial rezoning report for the subject site and authorized staff to continue working with the applicant towards a suitable plan of development for a high-rise residential apartment building with street fronting townhouses.
- 3.3 A suitable plan of development was achieved, and on 2018 April 23, Council authorized the preparation and advancement of Rezoning Bylaw #13877 to First Reading on 2018 May 07 and to a Public Hearing on 2018 May 29. The Rezoning Bylaw achieved Second Reading on 2018 June 11 and was anticipated to have been advanced for Third Reading in late 2018. However, the application was ultimately referred back to the applicant to incorporate what is now the City's Rental Use Zoning Policy and Initial Implementation Framework requirements.
- 3.4 The applicant has now submitted a plan of development that incorporates the requirements of the Rental Use Zoning Policy and Initial Implementation Framework and is suitable for presentation to a new Public Hearing.

### **4.0 GENERAL COMMENTS**

- 4.1 The applicant is proposing rezoning of the subject site to the CD Comprehensive Development District (based on the RM5s and RM5r Multiple Family Residential District and Metrotown Downtown Plan as guidelines). The general development plan consists of a 37 storey market (strata) residential building fronting Telford Avenue and a six storey rental residential building oriented towards an east-west neighbourhood linkage pathway along the

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north property line. Four levels of underground parking are proposed, with vehicular access from the rear lane.

- 4.2 Overall, the proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing, pedestrian orientation and materiality, thus meeting the standards and objectives for such development in the Maywood Neighbourhood. To complement the built form, a progressive landscape treatment is proposed with the front and side yards, and bounding street, including broad separated sidewalks on Telford Avenue, complete with street trees and rain gardens. Substantial on-site landscaping is also proposed within the development.
- 4.3 The CD (RM5s) District permits a maximum market residential density of 6.1 FAR (comprised of a maximum 3.4 FAR base density, maximum 1.6 FAR amenity density bonus, and maximum 1.1 FAR density offset for the provision of affordable rental housing). The CD (RM5r) District permits a maximum rental residential density of 2.2 FAR. The total potential density for the subject site is therefore 8.3 FAR.

The applicant is proposing 332 market (strata) residential units using a market residential density of 5.3 FAR comprised of: 2.2 FAR base density, 0.4 FAR bonus density, 0.8 FAR supplemental base density, 0.8 FAR supplemental bonus density, and 1.1 FAR density offset for the provision of affordable rental housing. With respect to the rental component of the project, in accordance with Council's recently adopted Rental Use Zoning Policy and Initial Implementation Framework (Stream 1 – Rental Replacement and Stream 2 – Inclusionary Rental), the applicant is providing 54 replacement rental units as part of the development proposal, using 0.82 FAR of the RM5r rental density. All of these units are proposed at affordable rates (the lesser of pre-development rents or 20% below Canada Mortgage and Housing Corporation (CMHC) average market rates for returning, and 20% below CMHC average market rates for new tenants) in order to help meet the City's housing affordability objectives and to access the full 1.1 FAR density offset available under the RM5s District. The applicant is also proposing to develop an additional 12 market rental units utilizing a further 0.18 FAR of the density available under the CD (RM5r) District in order to achieve additional rental units above the policy minimum. As such, the total residential density for this 398 unit project is 6.3 FAR, comprised of 5.3 FAR for 332 market (strata) units and 1.0 FAR for 66 rental units. It is noted that under the adopted policy, the RMr density that is surplus to the housing obligation is at the discretion of Council. If granted, the units derived from this density would have their rents tied to Residential Tenancy Branch maximum increases, including following a change in tenancy. This arrangement would be secured through a Housing Agreement.

- 4.4 The applicant has indicated that Catalyst Housing Society will likely be the owner-operator of the rental building. A second non-profit organization, the Joe Houssian Foundation, may also be a co-owner of the rental building. This will be confirmed prior to the project obtaining Third Reading. Catalyst intends on making an application to the Planning and Development Committee for a grant from the Community Benefit Bonus Housing funds towards City-related permit fees and servicing costs associated with the non-market

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component of the development. The applicant acknowledges that the grant is at the discretion of Council, and that the applicant will be responsible for all costs should the grant application not be successful. The applicant has also indicated that it intends on applying for CMHC and BC Housing funding to support development of the non-market units within the rental building.

- 4.5 As noted above, the applicant is proposing to use the amenity density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.2 FAR in amenity density bonus, which translates into 5,465.53 m<sup>2</sup> (58,830.5 sq.ft.) of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Department of Public Safety and Community Services has initiated discussions with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.

Under the Priority Amenity Program, the community benefit funds received will be directed into the Metrotown Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund.

- 4.6 The proposed market residential building contains 332 strata units. A broad unit mix is proposed, ranging from small studio units to three bedroom units suitable for larger households. It is noted that the smaller one-bedroom units are 50.1 m<sup>2</sup> (539 sq.ft.) in area, in accordance with the P11e District (SFU). This is balanced with a high percentage of two bedroom plus den and three-bedroom units proposed within the building. The use of the P11e District for smaller one-bedroom units supports the affordability of units for first time home buyers and those looking to enter the housing market. The rental residential building contains 66 units, comprised of a mix of one-, two-, and three bedroom units.

Seventy-two adaptable units are proposed within the market (strata) residential building and 15 adaptable units are proposed within the rental residential building, exceeding the 20% minimum requirement of the Council-adopted Adaptable Housing policy. Ten accessible parking stalls are proposed in the underground parking area.

- 4.7 Given the site's location near the Metrotown SkyTrain Station (Expo Line SkyTrain), a parking ratio of 1.1 spaces per market (strata) residential unit and 0.6 spaces per rental residential unit is considered appropriate. Of these ratios, 0.1 spaces per unit is for visitor parking. All residential spaces 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. To supplement the proposed parking standard, the applicant will be providing a comprehensive Transportation Demand Management (TDM) strategy. This includes the provision of:

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- 20 electric bikes and associated charging infrastructure within the visitor bike parking room in the underground parkade, to be operated by an e-bike share operator,
- A transit pass subsidy of 60% of the cost of a monthly two-zone transit pass for each residential unit for 12 months;
- twice the required secured bicycle parking and a bicycle repair room within the residents' parking area;
- eight Level 2 EV charging stations in the visitor parking area; and,
- a communications strategy to ensure all building residents and management companies (i.e. strata lot owners, strata corporation, strata management company, tenants, and rental management company) have an understanding of how best to utilize each of the alternative transportation options.

4.8 Overall, the proposed development demonstrates a superior urban design and public realm and architectural standard, and meets the City's goals and objectives relating to transportation, the environment, and social sustainability, as required by the 's' zoning category. As well, it meets the design guidelines of the Metrotown Downtown Plan. The proposed plan of development is therefore considered suitable for presentation to a Public Hearing.

4.9 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:

- construction of Telford Avenue to Town Centre local road standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
- construction of the east-west neighbourhood linkage, connecting Telford Avenue to the rear lane, including a 3.0 m saw-cut concrete path, landscaping and lighting;
- upgrades to the rear lane as required; and,
- storm, sanitary sewer and water main upgrades as required.

A 4.0 m (13 ft.) statutory right-of-way is required across the north property line of the subject site for the east-west neighbourhood linkage.

4.10 No road dedication is required as part of this application. The closure of a 27.6 m<sup>2</sup> (297 sq.ft.) redundant portion of the rear lane has been completed under Road Closure Bylaw #13968, which received Final Adoption on 2019 January 28. Consolidation of this surplus lane area with the subject development site will be pursued in connection with this application. A separate report detailing the value and sale of the surplus lane area will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the value of the surplus lane is a prerequisite condition of the rezoning.

4.11 Any necessary statutory rights-of-way, easements, and covenants for the site are to be provided, including, but not necessarily limited to Section 219 Covenants:

- restricting enclosure of balconies;

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- indicating that project surface driveway access will not be restricted by gates;
  - ensuring compliance with the approved acoustical study;
  - guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - ensuring that ten handicap accessible parking stalls in the underground residential parking area be held in common property to be administered by the Strata Corporation; and,
  - guaranteeing the provision and ongoing maintenance of public art.
- 4.12 The registration of a Housing Covenant and a Housing Agreement will be required to protect and regulate affordability measures of the affordable rental units. Terms of the Housing Agreement are to be established prior to Third Reading of the Rezoning Bylaw. A separate report detailing the terms of the Housing Agreement will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council consideration and approval of a Housing Agreement Bylaw will be required as a condition of rezoning Final Adoption.
- 4.13 The applicant has been informed that submission of a Tenant Assistance Plan that meets, in principle, the City's forthcoming updated Tenant Assistance Policy will be required.
- 4.14 Due to the proximity of the subject site to the Expo SkyTrain Line and Central Boulevard, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.15 As the site will be fully excavated for development, a tree survey will be required 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. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 4.16 The submission of a groundwater and storm water management plan is required. As well, a suitable engineered design to the approval of the Director Engineering 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.
- 4.17 The Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 4.18 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 4.19 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.



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4.20 Applicable development cost charges are:

- Parkland Acquisition Charge;
- School Site Acquisition Charge;
- GVS&DD Sewerage Charge; and
- Regional Transportation Charge.

**5.0 DEVELOPMENT PROPOSAL**

5.1 Site Area (subject to detailed survey)

6525 Telford Avenue	4,509.1 m <sup>2</sup> (48,536 sq.ft.)
<u>Road closure area (lane)</u>	<u>27.6 m<sup>2</sup> ( 297 sq.ft.)</u>
<b>Total</b>	<b>4,536.7 m<sup>2</sup> (48,833 sq.ft.)</b>

5.2 Site Coverage 47%

5.3 Density 6.3 FAR total

RM5s District	
Base	2.2 FAR
Bonus	0.4 FAR
Supplemental base	0.8 FAR
<u>Supplemental bonus</u>	<u>0.8 FAR</u>
Subtotal	4.2 FAR

RM5r District	
Replacement affordable rental units	0.82 FAR
<u>Additional market rental units</u>	<u>0.18 FAR</u>
Subtotal	1.0 FAR

Density Offset	1.1 FAR
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5.4 Gross Floor Area 28,687.3 m<sup>2</sup> (308,788 sq.ft.) total

Market (strata) residential building	79,027.3 m <sup>2</sup> (259,276 sq.ft.)
- Amenity space exemption	578.6 m <sup>2</sup> ( 6,228 sq.ft.)
- Adaptable unit exemption	133.8 m <sup>2</sup> ( 1,440 sq.ft.)

Rental residential building	4,559.8 m <sup>2</sup> ( 49,512 sq.ft.)
- Amenity space exemption	100.7 m <sup>2</sup> ( 1,084 sq.ft.)
- Adaptable unit exemption	27.9 m <sup>2</sup> ( 300 sq.ft.)

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5.5	<b><u>Residential Unit Mix</u></b>	398 units total
	Market (strata) residential	
	101 – Studio units	37.0 to 43.7 m <sup>2</sup> (399 to 519 sq.ft.)
	29 – One bedroom adaptable	50.1 m <sup>2</sup> (539 sq.ft.)
	58 – One bedroom + den	56.0 to 57.5 m <sup>2</sup> (603 to 619 sq.ft.)
	72 – Two bedroom	70.1 to 71.9 m <sup>2</sup> (755 to 774 sq.ft.)
	29 – Two bedroom + den adaptable	83.2 to 112.7 m <sup>2</sup> (895 to 1,213 sq. ft.)
	29 – Three bedroom	97.0 to 116.9 m <sup>2</sup> (1,033 to 1,258 sq. ft.)
	<u>14 – Three bedroom adaptable</u>	97.0 to 116.9 m <sup>2</sup> (1,033 to 1,258 sq. ft.)
	332 units	
	Rental residential	
	35 – One bedroom	50.1 to 56.0 m <sup>2</sup> (539 to 602 sq.ft.)
	10 – One bedroom adaptable	50.1 to 56.0 m <sup>2</sup> (539 to 602 sq.ft.)
	16 – Two bedroom	68.1 to 69.3 m <sup>2</sup> (733 to 746 sq.ft.)
	<u>5 – Three bedroom adaptable</u>	83.2 to 85.4 m <sup>2</sup> (896 to 919 sq.ft.)
	66 units	
5.6	<b><u>Building Height</u></b>	
	- Market (strata) residential	37 storeys, 115.72 m (379.7 ft.)
	- Rental residential	6 storeys, 19.1 m (62.5 ft.)
5.7	<b><u>Vehicle Parking</u></b>	
	<b>Total Required:</b>	<b>406 spaces</b>
	- Market (strata) residential @ 1.1 per unit	366 spaces (including 34 visitor spaces)
	- Rental residential @ 0.6 per unit	40 spaces (including 7 visitor spaces)
	<b>Total Provided:</b>	<b>446 spaces</b>
	- Market (strata) residential	404 spaces (including 35 visitor spaces and 8 accessible spaces, plus 4 car wash spaces)
	- Rental residential	42 spaces (including 7 visitor spaces and 2 accessible spaces, plus 1 car wash space)
5.8	<b><u>Bicycle Parking</u></b>	
	<b>Total Required:</b>	
	- Secured residential:	
	398 units @ 2.0 spaces per unit	796 spaces
	- Visitor spaces:	
	10% of residential spaces provided	81 spaces

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**Total Provided:**


- Secured residential: 798 spaces  
- Visitor spaces: 82 spaces

5.9 Loading

Total Required and Provided 2 spaces

5.10 Communal Facilities (excluded from FAR calculations)

Communal facilities amounting to 578.6 m<sup>2</sup> (6,228 sq.ft.) for market (strata) residential building residents are located on the main floor, and include an amenity lobby, concierge, study lounge, fitness area, mail room, games room, karaoke room, AV room, parcel storage area, lounge, dining room, and kitchen. For the rental residential building, 100.7 m<sup>2</sup> (1,084 sq.ft.) of amenity space is provided as an amenity lobby and multi-purpose room including kitchen facilities and a seating area. The total amenity space for the development, 679.3 m<sup>2</sup> (7,312 sq.ft.), is less than the permitted 5% (15,439 sq. ft.) exemption from gross floor area permitted within the Zoning Bylaw. Outdoor amenities for the overall development include outdoor amenity patios, landscaped and lawn areas, and public art.

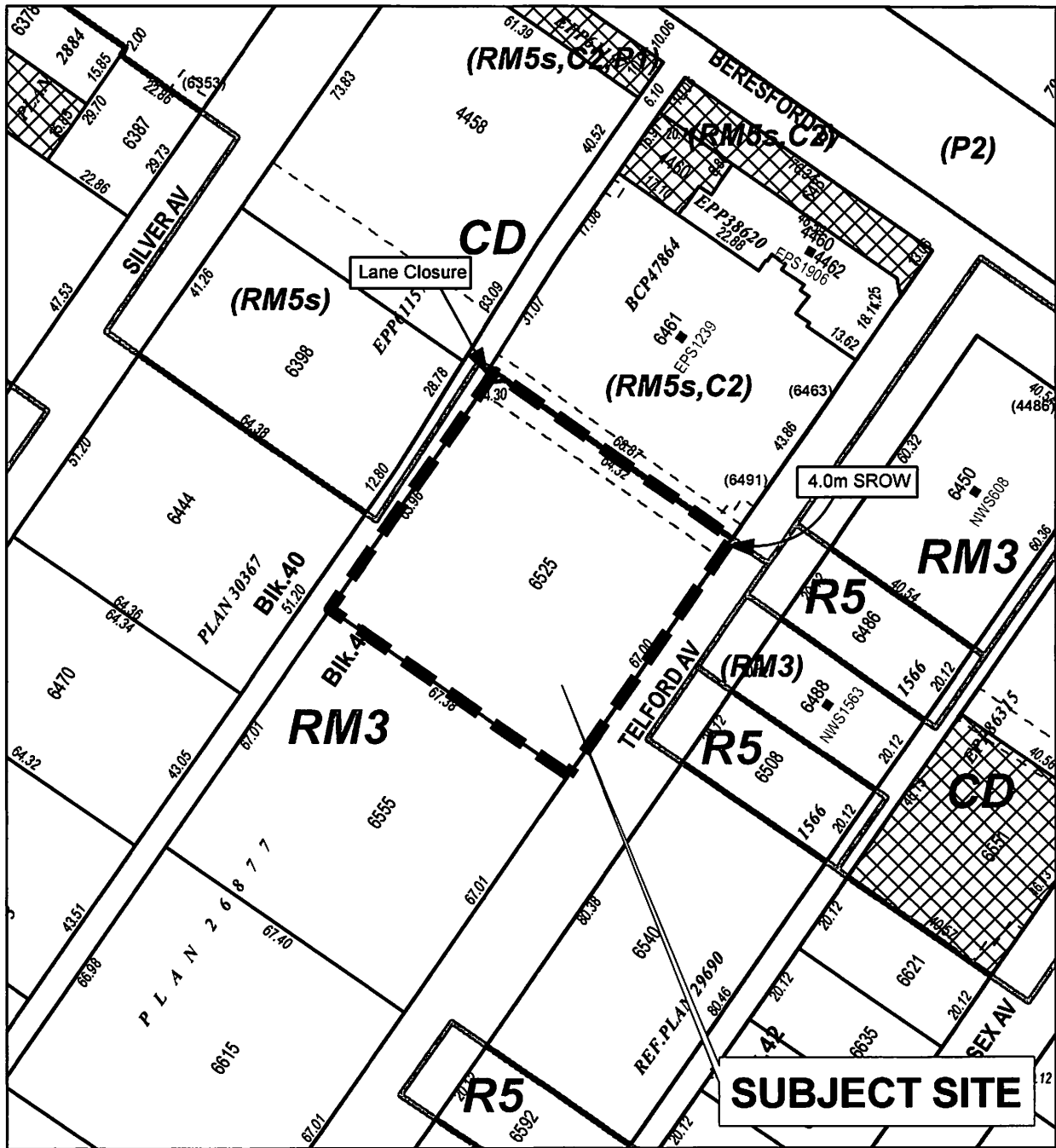


E.W. Kozak, Director  
PLANNING AND BUILDING

KH:

**Attachments**

cc: Director Parks Recreation and Cultural Services  
Director Public Safety and Community Services  
City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:

OCT 09 2019

SCALE:

1:1,500

DRAWN BY:

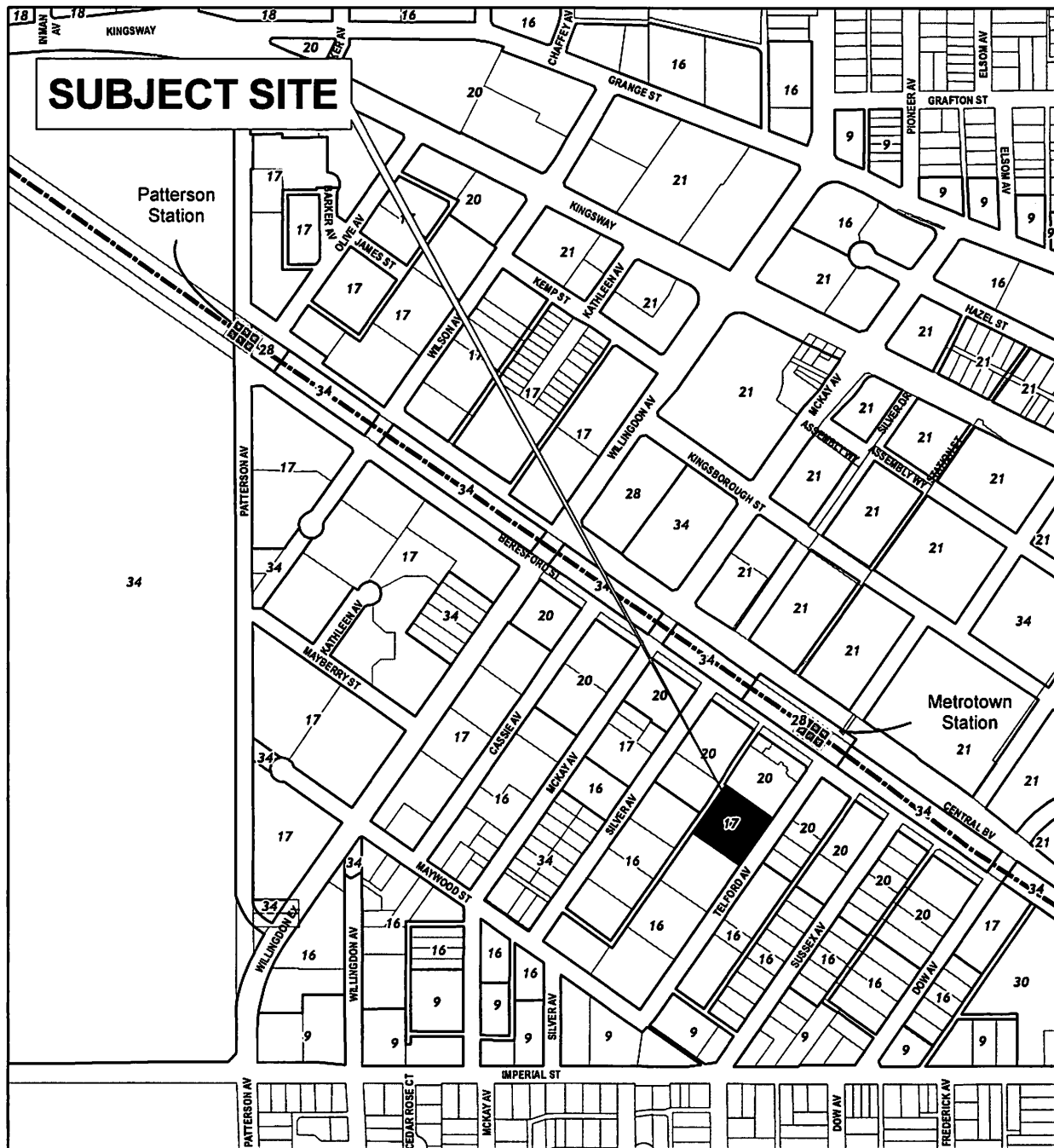
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REZONING REFERENCE #17-26  
6525 TELFORD AVENUE



Subject Site

Sketch #1



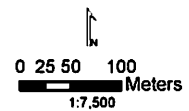
- 9 Medium Density Residential (RM3s)
- 15 High Density Residential (RM5)
- 16 High Density Residential (RM4s)
- 17 High Density Residential (RM5s)
- 18 High Density Mixed Use (RM4s/C2)
- 19 High Density Mixed Use (RM4s/C3)

- 20 High Density Mixed Use (RM5s/C2)
- 21 High Density Mixed Use (RM5s/C3)
- 28 Institutional
- 30 Public School (P3)
- 34 Park and Public Use (P3)



Planning and Building Dept

## Metrotown Plan



Printed on October 9, 2019

Sketch #2