



Item .....
Meeting..... 2020 June 22

## COUNCIL REPORT

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**TO:** CITY MANAGER 2020 June 17

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #18-44**  
**High-Rise Strata Tower and Low Rise Non Market Rental Building**  
**Metrotown Downtown Plan**

**ADDRESS:** 4275 Grange Street  
(see *attached* Sketches #1 and #2)

**LEGAL:** All of the lands and premises within Strata Plan NWS683, including Strata Lots 1 to 53, District Lot 34, Group 1, New Westminster District, Strata Plan NWS638

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on the RM4s, RM4r Multiple Family Residential District and Metrotown Downtown Plan as guidelines and in accordance with the development plan entitled "Grange Street Apartments" prepared by RWA Group Architecture Ltd.)

**APPLICANT:** RWA Group Architecture Ltd.  
355 Kingsway  
Vancouver, BC V5Y 3J7  
Attn: Robert Worden

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2020 July 28.

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### RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2020 July 06 and to a Public Hearing on 2020 July 28 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 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 4.4 of this report.
- e) The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 4.11 of this report.
- f) The registration of a Housing Agreement.
- g) The review of a detailed Sediment Control System by the Director Engineering.
- h) 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.
- i) Compliance with the City's Groundwater Management for Multi-Family Development guidelines is required.
- j) The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.
- k) 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.
- l) The provision of 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.
- m) The review of on-site residential loading facilities by the Director Engineering.
- n) The submission of a Public Art Plan is required in conjunction with this rezoning application.

- o) Due to the proximity of the subject site to Kingsway, the applicant is required to provide an acoustical study showing that the proposed development would meet Council-adopted noise criteria.
- p) The provision of facilities for cyclists in accordance with this report.
- 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 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 single 31-storey high-rise strata apartment building, and a 5-storey non-market rental apartment building.

### **2.0 POLICY FRAMEWORK**

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

- **A Connected Community**
  - o Social Connection – Enhance social connections throughout Burnaby
- **A Dynamic Community**
  - o Economic Opportunity – Foster an environment that attracts new and supports existing jobs, businesses and industries
  - o Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging

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- **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 development site is within the Central Park North neighbourhood of the Metrotown Downtown Plan area (see *attached* Sketch #2). The adopted Plan identifies this neighbourhood as the western gateway into Metrotown. The key intersections into this neighbourhood include Kingsway and Boundary, and Kingsway and Patterson Avenue. The scale and intensity of development in the Central Park North neighbourhood is intended to be distinctly lower than that of the Metro Downtown neighbourhood, with densities reducing from Kingsway north to Bond Street, adjacent the prevailing single and two-family neighbourhood. With respect to building form, the subject site is designated for a high-rise residential apartment building with low-rise apartments, townhousing or row-housing podiums.

3.2 The adopted Metro Downtown Plan designates the subject site for high density multiple-family residential development under the CD Comprehensive Development District, utilizing the RM4s and RM4r Multiple Family Residential Districts as guidelines. Under the ‘s’ zoning category, there is an expectation of significant community benefits, a sustainable redevelopment approach, exceptional public realm improvements, high quality urban design and superior architectural expression to be derived from the project.

In accordance with Council’s recently adopted Finalized Rental Use Zoning Policy, Stream 2 – Inclusionary Rental applies to the subject rezoning application. In this regard, the applicant is required to provide rental units equivalent to 20% of the proposed strata units, excluding units achieved using density offset. To ensure affordability, the required rental units are to be set at 20% below Canadian Mortgage and Housing (CMHC) median rents. To assist with the provision of the affordable housing, a density offset is available.

3.3 On 2018 November 28, Council received an initial rezoning report, Rezoning Reference #18-44, which proposed to rezone the subject development site from its prevailing RM3 Multiple Family Residential District to the CD Comprehensive Development District, utilizing the RM4s Multiple Family Residential District and Metrotown Downtown Plan as guidelines.

3.4 The applicant has now submitted a plan of development that incorporates the requirements of the Rental Use Zoning Policy, including the provision of rental units utilizing the RM4r

Multiple Family Residential District, and is suitable for presentation to a new Public Hearing.

#### **4.0 GENERAL COMMENTS**

- 4.1 The proposed development plan is for a single 31-storey apartment tower, located at the southwest corner of the site, at the Grange Street and Halley Avenue intersection, with a five storey non-market rental building on the western portion of the site. A total of 247 strata units and 32 rental units are proposed within the development. All parking is to be provided underground with vehicular access provided via the rear lane.
- 4.2 The proposed building's siting, massing, pedestrian orientation and materiality meet the standards and objectives for such development in the Central Park North Neighbourhood. The ground level townhouse and apartment forms provide a low rise base in response to the transitional nature of this area from high to medium density. To complement and soften the urban environment, a progressive landscape treatment is proposed which includes boulevards and street trees along Grange Street and Halley Avenue. On-site planting is integrated with the outdoor amenity spaces, including children's play facilities.
- 4.3 Given the site's Town Centre location, the adopted plan designates a total maximum strata market density (RM4s) of 4.45 FAR inclusive of 1.7 FAR base density, 0.30 FAR base bonus, 0.80 FAR supplemental base and 0.80 FAR supplemental bonus, as well as 0.85 FAR density offset for provision of the required inclusionary rental. The total maximum rental density (RM4r) attributed to the site is 1.7 FAR. The applicant has elected not to pursue all the available 1.7 FAR of RM4r density, instead providing 0.675 FAR to meet the equivalent of 20% of the proposed strata units.
- 4.4 Given the site's Town Centre location, the applicant is proposing to utilize the allowable bonus density provisions (1.1 FAR) indicated within the Zoning Bylaw. In so doing, the applicant is proposing 4,666.33 m<sup>2</sup> (50,228 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 will forward a separate report detailing the value of the density bonus for Council's consideration and approval prior to the subject amendment bylaw receiving Third Reading. The report to Council will be prepared once the Realty and Lands Division has concluded negotiations with the applicant. Council approval of the density bonus value is a prerequisite condition of the rezoning.

In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the City-Wide Community Benefit Bonus Reserve, to be utilized in the future to achieve priority amenities as established by Council. Twenty percent of the cash-in-lieu contributions will be applied to the Community Benefit Bonus Affordable Housing Reserve.

- 4.5 The non-market housing component of the development is being advanced in partnership with the YWCA (also the housing operator for this project). The YWCA proposal is to serve women with children, and as such has requested that the non-market building be comprised of solely two and three bedroom units. The applicant had initially met the Rental Use Zoning Policy requirement of 20% of the proposed market units, reflective of the same unit mix as the market tower. However, as the unit sizes requested by the YWCA are considerably larger than that initially proposed, the applicant has requested that the City consider the provision of the same gross floor area of 2,864.11 m<sup>2</sup> (30,829 sq.ft.) within 32 family units, rather than the 40 initially proposed. Given the specific needs of YWCA, and the equivalency of area to the policy's requirement, this variance is considered supportable. The applicant intends to pursue an air space parcel subdivision and transfer the resultant property to the non-profit housing partner.

The YWCA would also be eligible to apply for a housing grant from the City through the Community Benefit Bonus Housing Fund to off-set permit fees and other development costs associated with the non-market housing component of the project. Any future grant application for use of the Community Benefit Bonus Housing Funds will be submitted through the Planning and Development Committee for Council's consideration.

- 4.6 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
- construction of Halley Avenue to Town Centre two-lane local road standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
  - construction of Grange Street to a modified Town Centre four-lane collector standard with separated sidewalks, street trees, rain gardens, and street and pedestrian lighting;
  - upgrades to the rear lane as required; and,
  - storm, sanitary sewer and water main upgrades as required.

Dedications, equaling approximately 454.56 m<sup>2</sup> (4,893 sq.ft.) in area is required along the Grange Street frontage to accommodate the Town Centre urban treatment standard.

- 4.7 The registration of a Housing Covenant and Housing Agreement will be required to protect and regulate affordability measures of the affordable rental units. A Housing Agreement is required between the proponent, developer and the City to address the following:
- overall density and land use of the non-market housing component;
  - rent levels and structure; and,
  - non-profit nature of the housing project with the provision of 32 non-market rental units.

In terms of affordability levels, rental rates for the units would meet the City's requirements of 20% below CMHC Market median rates and the non-market objectives of the YWCA.

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 Final Adoption.

4.8 Given the site's Town Centre location, a parking ratio of 1.1 parking spaces per unit for the market strata units and 0.6 spaces per unit for the non-market rental units 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.

- a transit pass fund equivalent to two zone monthly passes for 15% of the strata residents and 100% of the rental units for two years to encourage an alternative to car use and ownership;
- two secured bicycle parking spaces per unit for both rental and strata residents; and,
- the provision of a fund to support car share, equivalent to one car and space per 100 units, with memberships available to all strata and rental residents. Should a car share program not be available on this site, the value of the vehicles may be utilized toward driving credits for car share, or additional funding for transit pass subsidies. This arrangement would provide access to alternative transportation for a greater number of residents.

A communications strategy that provides all building residents and management companies (i.e. strata lot owners, strata corporation, strata management company, tenants, and rental management company) an understanding of how best to utilize each of the alternative transportation options will be provided as part of the overall Transportation Demand Management Strategy. A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision of these measures.

4.9 The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. Given the adoption of the BC Building Code Step Code the applicant is required to advance the project under Step 2 with a low carbon energy system, or Step 3 with a conventional energy system. The applicant is required to provide an energy model prior to Final Adoption and conduct air tightness testing prior to Final Building occupancy.

4.10 In accordance with the City's policy for adaptable units, a total of 56 units (20% of the total number of residential units) is required to meet adaptable standards. The applicant has elected to provide 191 adaptable units (68%). The unit mix for the adaptable units is split between 71 one bedroom units, 51 one bedroom plus den units and 59 two bedroom plus den units in the market strata building, and five two bedroom units and five three bedroom units in the affordable rental building.

For adaptable one bedroom units, 1.86 m<sup>2</sup> (20 sq. ft.) is exempt from FAR. The exemption for two bedroom adaptable units is 2.79 m<sup>2</sup> (30 sq. ft.), and three bedroom units is 3.71 m<sup>2</sup> (40 sq.ft.) provided that all additional bedrooms are also adaptable. The market strata building has an FAR exemption of 336.31 m<sup>2</sup> (3,620 sq. ft.) and the affordable rental building has an exemption of 20.44 m<sup>2</sup> (220 sq. ft.). In total, the project's adaptable FAR exemption is 356.75 m<sup>2</sup> (3,840 sq.ft.). A total of 36 handicap parking stalls are required, 31 allocated to the strata building and 5 stalls allocated to the non-market rental building. The handicap parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation and rental housing operator.

- 4.11 Any necessary easements and covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:
- a Section 219 Covenant restricting enclosure of balconies;
  - a Section 219 Covenant restricting the use of guest rooms;
  - a Section 219 Covenant preventing stratification of the rental units;
  - a Section 219 Covenant ensuring compliance with the approved acoustical study;
  - a Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - a Section 219 Covenant ensuring that all accessible parking stalls for persons with disabilities in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
  - a Section 219 Covenant guaranteeing the provision and ongoing maintenance of public art; and
  - a Section 219 Covenant ensuring that the density of development of airspace parcels and strata lots comply with the approved CD Zoning for the site and to ensure that the overall site continues to function as a single, integrated development.
- 4.12 Due to the proximity of the subject site to Kingsway, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 4.13 Provision of three car wash stalls is required for the residential development.
- 4.14 As the site will be extensively 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.

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- 4.15 The submission of a groundwater and stormwater management study. 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.
- 4.16 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 4.17 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 4.18 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 4.19 Bicycle storage lockers and surface parking racks are to be provided for the residential occupants and visitors of the development.
- 4.20 Applicable Development Cost Charges are:
  - a) Parkland Acquisition Charge
  - a) School Site Acquisition Charge
  - b) GVS&DD Sewerage Charge
  - c) Regional Transportation Charge

## 5.0 DEVELOPMENT PROPOSAL

### 5.1 Site Area

Gross Site Area	-	4,242.14 m <sup>2</sup> (45,662 sq.ft.)
Dedications	-	454.56 m <sup>2</sup> (4,893 sq.ft.)
Net Site Area (subject to detailed survey)	-	3,787.58 m <sup>2</sup> (40,769 sq.ft.)

### 5.2 Density:

<i>Strata Density</i>		
RM4s	-	3.60 FAR (inclusive of 0.8 FAR amenity bonus)
<u>Affordability Offset Density</u>	-	<u>0.85 FAR</u>
Total Strata Density	-	4.45 FAR
 <i>Rental Density</i>		
RM4r	-	0.675 FAR
<b>TOTAL FAR</b>	-	<b>5.125 FAR</b>

***Market Residential Tower***

Residential Gross Floor Area	-	18,863.40 m <sup>2</sup> (203,044 sq.ft.)
Residential Amenity Space FAR Exemption	-	476.13 m <sup>2</sup> (5,125 sq.ft.)
Adaptable Unit FAR Exemption	-	336.31 m <sup>2</sup> (3,620 sq.ft.)

***Non-Market Rental Apartment Building***

Non-Market Residential Gross Floor Area	-	2,864.11 m <sup>2</sup> (30,829 sq.ft.)
Residential Amenity Space FAR Exemption	-	116.22 m <sup>2</sup> (1,251 sq.ft.)
Adaptable Unit FAR Exemption	-	20.44 m <sup>2</sup> (220 sq.ft.)

**TOTAL GROSS FLOOR AREA** - 21,727.51 m<sup>2</sup> (233,873 sq.ft.)

Site Coverage: - 31 %

5.3 Height: - 31 Storeys (Strata Building)  
 5 Storeys (Rental Building)

5.4 Unit Mix:

***Market Residential Tower***

26 – Studio units	-	45.3 m <sup>2</sup> (488 sq.ft.)
71 – P11e 1 Bedroom units (adaptable)	-	50.0 – 50.9 m <sup>2</sup> (538.2 – 548 sq.ft.)
51 – P11e 1 Bedroom + Den units (adaptable)	-	53.9 – 57.0 m <sup>2</sup> (580.2 – 614 sq.ft.)
25 – 2 Bedroom units	-	77.7 m <sup>2</sup> (837 sq.ft.)
13 – 2 Bedroom + Den units	-	84.7 – 89.9 m <sup>2</sup> (912 - 967 sq.ft)
59 – 2 Bedroom + Den units (adaptable)	-	84.7 – 89.9 m <sup>2</sup> (912 - 967 sq.ft)
01 – 3 Bedroom Townhouse	-	115.2 m <sup>2</sup> (1240 sq.ft)
01 – 3 Bedroom + Den Townhouse	-	117.4 m <sup>2</sup> (1264 sq.ft)

*247 Total Strata Units*

***Non-Market Rental Building***

16 - 2 Bedroom units	-	70.0 – 75.7 m <sup>2</sup> (753 - 815 sq.ft.)
05 - 2 Bedroom units (adaptable)	-	70.0 – 75.7 m <sup>2</sup> (753 - 815 sq.ft.)
06 - 3 bedroom units	-	86.1 – 88.72 m <sup>2</sup> (927 - 955 sq.ft.)
05 - 3 bedroom units (adaptable)	-	86.1 – 88.72 m <sup>2</sup> (927 - 955 sq.ft.)

*32 Total Non-Market Rental Units*

**279 Total Units**

**5.5 Vehicle Parking**

***Market Residential Tower and Townhouses***

**Required and Provided**

247 units @ 1.1 spaces per unit:

Required: 272 spaces  
Provided: 274 spaces

***Non-Market Rental Apartment Building***

**Required and Provided**

32 units @ 0.6 spaces per unit:

Required: 20 spaces  
Provided: 20 spaces

**5.6 Bicycle Parking/Storage Area**

***Market Residential Tower and Townhouses***

**Required and Provided**

247 units @ 2 spaces per unit:

Required: 494 spaces  
Provided: 494 spaces

**Visitor Bicycle Parking**

**Required and Provided**

247 units @ 0.2 spaces per unit:

Required: 50 spaces  
Provided: 50 spaces

***Non-Market Rental Apartment Building***

**Required and Provided**

32 units @ 2 spaces per unit:

Required: 64 spaces  
Provided: 76 spaces

**Visitor Bicycle Parking**

**Required and Provided**

32 units @ 0.2 spaces per unit:

Required: 7 spaces  
Provided: 8 spaces

**5.7 Loading**

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Required and Provided - 2 spaces

5.8 Communal Facilities  
(Excluded from FAR Calculations)

Common amenity facilities for market strata development are located on levels one, two and, twenty-seven. Level one includes an amenity lobby, seating area, music room, kids play room, fitness space, sauna, common room and parcel room; level four includes a guest suite; and level 27 includes a common room. Common amenity facilities for the non-market development includes a lobby and mail area, a common room, an office space and common laundry facilities. Collectively, these amenity areas amount to 592.35 m<sup>2</sup> (6,376 sq. ft.), which is less than 5% of Gross Floor Area permitted to be exempted as amenity space within the Zoning Bylaw.

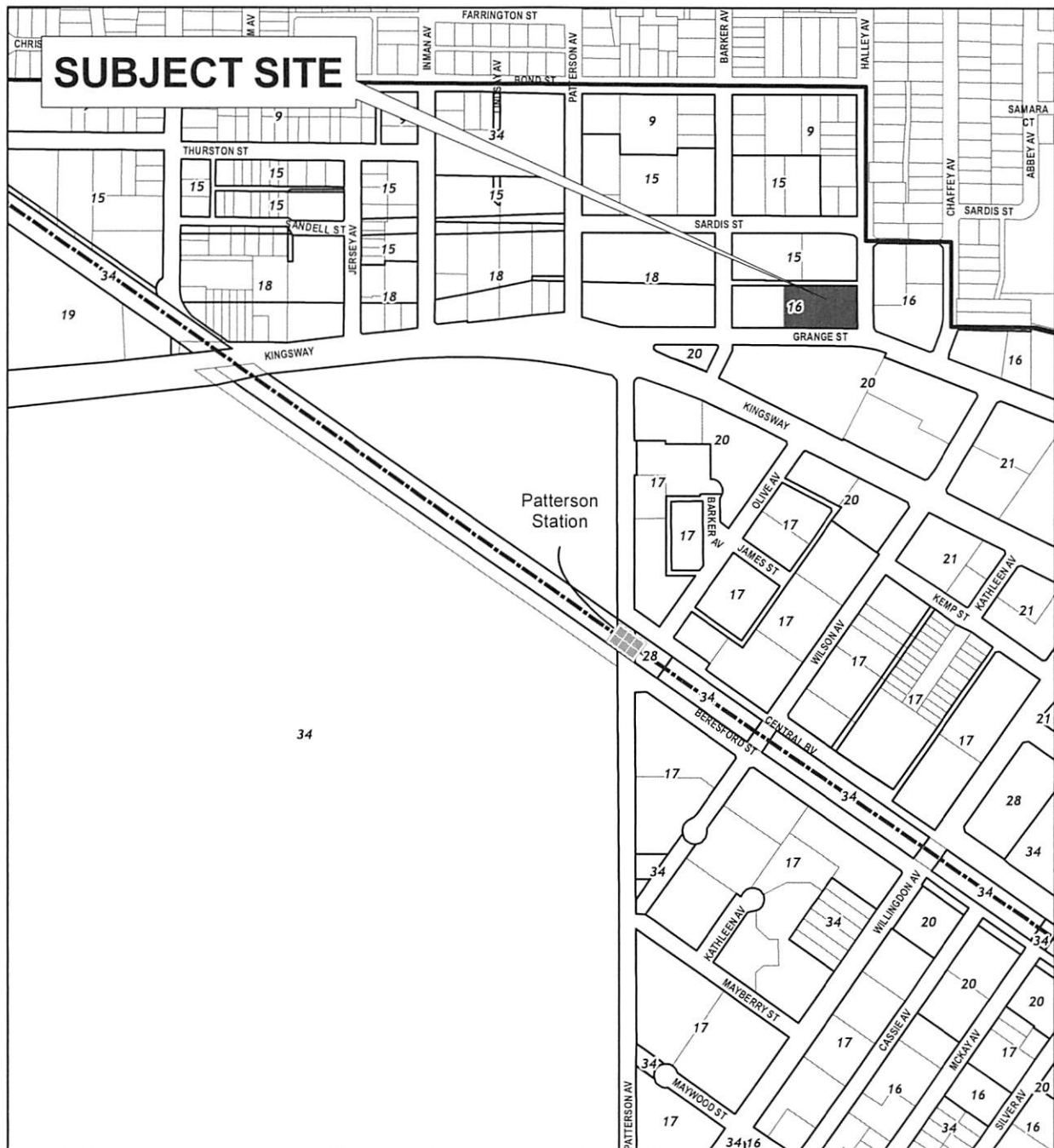
  
E.W. Kozak, Director  
PLANNING AND BUILDING

JBS/KL:

**Attachments**

cc: City Solicitor  
City Clerk





- 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

