

**TO:** MAYOR & COUNCILLORS  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **REZ #21-39 - 6540 AND 6592 TELFORD AVE – MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT WITH NEIGHBOURHOOD COMMERCIAL**  
**PURPOSE:** To seek Council authorization to forward REZ #21-39 to First and Second Reading at a future Council meeting.

## REFERENCES

**Address:** 6540 and 6592 Telford Avenue  
**Legal:** PIDs: 002-787-539 and 003-077-705  
Lot “B” (Reference Plan 29690) District Lot 153 Group 1 New Westminster District Plan 1566; and Lot 12 District Lot 153 Group 1 New Westminster District Plan 1566  
**Applicant:** GSR Telford Development Limited Partnership  
104 – 6968 Royal Oak Avenue, Burnaby, BC V5J 4J2  
Attention: Vineet Kirpal  
**Current Zoning:** RM3 Multiple Family Residential District and R5 Residential District  
**Proposed Zoning:** CD Comprehensive Development District (based on RM4s and RM4r Multiple Family Residential Districts, C1 Neighbourhood Commercial District, and Metrotown Downtown Plan as guidelines, and in accordance with the development plan entitled “6540 Telford Avenue, Burnaby, BC” prepared by GBL Architects Inc.)

## RECOMMENDATION

**THAT** a Rezoning Bylaw for REZ #21-39 be prepared and advanced to First and Second Reading at a future Council meeting;

**THAT** a Housing Agreement be authorized according to the terms outlined in Section 3.6 of the report titled “REZ #21-39 – 6540 and 6592 Telford Ave – Multiple Family Residential Development with Neighbourhood Commercial” dated July 22, 2024, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw for Final Adoption;

**THAT** an amendment to the Metrotown Downtown Plan, as outlined in Sections 3.2 and 3.3 of this report, be approved to take effect upon the granting by Council of Second Reading of the Rezoning Amendment Bylaw for REZ #21-39; and

**THAT** the items listed in **Attachment 3** – REZ #21-39: Rezoning Prerequisites to the report be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #21-39.

## **EXECUTIVE SUMMARY**

A rezoning application has been received to facilitate the construction of a high-density multiple-family residential development with a childcare neighbourhood commercial space. The development is comprised of a 29-storey mixed-use building and a six-storey rental building. The mixed-use building includes a childcare and retail unit at grade, four small-scale office units on level two, and market residential units. The six-storey rental building includes both market and non-market rental units, including replacement units. The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw be brought forward for First and Second Reading at a future date of Council.

### **1.0 POLICY SECTION**

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

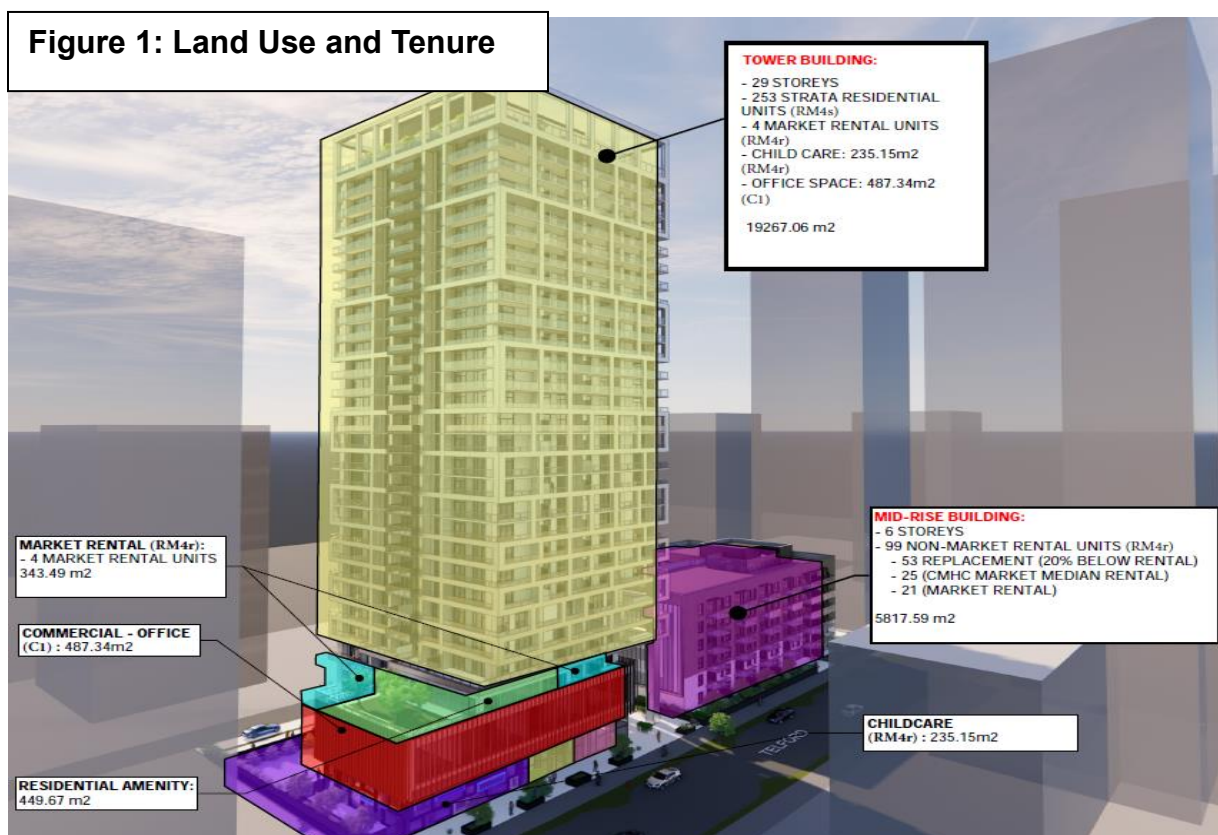
- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy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

### **2.0 BACKGROUND**

- 2.1 The subject development site is located in the Maywood neighborhood of the Metrotown Downtown Plan area, along Telford Avenue, and is designated for high-density multiple-family residential development in the Metrotown Downtown Plan and Town Centre uses in the Official Community Plan (see **Attachment 1** – REZ #21-39: Sketch #1 and Sketch #2). The subject site is comprised of two lots which are improved with two older multiple-family rental buildings containing a total of 53 rental units.
- 2.2 On December 06, 2021, Council received an initial rezoning report and authorized staff to work with the applicant towards the preparation of a suitable plan of development. The applicant has now submitted a plan of development suitable for First and Second Reading of the Rezoning Bylaw.

### 3.0 GENERAL INFORMATION

3.1 The development proposal, as shown in **Figure 1**, is for a 29-storey mixed-use commercial and market residential apartment building, and a separate six-storey rental apartment building. The first two floors contain an approximate 25-space childcare facility with contiguous outdoor play space and a ground-oriented retail unit on Level 1, and four small-scale office units on Level 2. Vehicular access to a shared underground parkade is provided from the existing rear lane. Pedestrian access is provided from Telford Avenue, and a 6.0 m wide publicly accessible pedestrian linkage providing east-west connectivity through Maywood is located on the southern extent of the site. A more detailed summary of the proposed development, including density, floor area, residential unit mix, amenity space, and parking and loading, is provided in **Attachment 2 – REZ #21-39: Development Statistics**.



3.2 A key land use objective within the Council-adopted Metrotown Downtown Plan (2017) is to provide opportunities for small-scale neighborhood commercial services in residential neighbourhoods, such as Maywood. The Plan indicates the opportunity to add the C1 Neighborhood Commercial District (1.0 FAR) at designated sites near Maywood Park and the Patterson and Metrotown SkyTrain

stations, or on any site within Metrotown as part of a comprehensive development rezoning. The subject site meets the criteria as being part of a comprehensive development rezoning within Metrotown. It is envisioned that these smaller scale commercial uses serve nearby residents and include uses such as cafes, small grocery stores, and other small retailers or service providers. The Plan specifies that a maximum of four businesses would be considered within the available 1.0 FAR of each C1 neighbourhood commercial opportunity, and that each business would have a maximum gross floor area of 186 m<sup>2</sup> (2,000 sq. ft.).

- 3.3 As the subject site is part of a comprehensive development rezoning and near SkyTrain, the addition of the C1 District for small-scale neighbourhood commercial opportunities is in line with the adopted Plan. However, a minor amendment to the Metrotown Downtown Plan is proposed to allow neighbourhood commercial units that are larger than 186 m<sup>2</sup> (2,000 sq. ft.) and to remove the restriction on the total number of commercial units permitted, which is currently set at four businesses. The proposed amendment to the neighbourhood commercial opportunities in the Plan is as follows:

*Neighbourhood commercial opportunities up to 1.3 FAR can be considered on any site within the Metrotown Downtown Plan, without restriction on the size and number of businesses. For development sites pursuing a neighborhood commercial opportunity but located entirely outside of a designated Neighbourhood Commercial Opportunity in the Plan, the location of the commercial uses is restricted to the first two storeys of the development and a maximum of 1.0 FAR.*

Policy remains in the Plan to ensure these commercial opportunities are generally smaller in scale and designed to serve nearby residents in the neighbourhood. For the subject rezoning, the proposal is for one retail unit at the ground level and four separate commercial office spaces on the second level. The largest commercial unit is currently proposed at approximately 121.70 m<sup>2</sup>. The childcare (approximately 235.15 m<sup>2</sup>) is being permitted under the RM4r uses and density. Overall, the proposed Plan amendment outlined above provides additional flexibility for the subject rezoning and future rezonings to support locally serving commercial uses and community services.

- 3.4 Density is determined based on the gross site area and the permitted Floor Area Ratio (FAR). The maximum potential density for the subject site is 7.15 FAR, which is comprised of: 1.7 FAR base, 0.3 base bonus, 0.8 FAR supplementary base, and 0.8 FAR supplementary bonus density, 0.85 FAR offset, 1.7 RM4r density, and 1.0 Commercial FAR. The proposed total density for the subject site is 6.16 FAR, as outlined in **Table 1**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 1** as a result of design refinements or detailed surveys.

**Table 1:**

<b>Zoning:</b> CD (RM4s,RM4r,C1)			
<b>Site Size:</b> 4,075.81 m <sup>2</sup>			
	<b>Permitted Density (FAR) and GFA (m<sup>2</sup>)</b>	<b>Proposed Density (FAR) and GFA (m<sup>2</sup>)</b>	<b>Proposed Units</b>
RM4s Base Density	1.7	1.7	98
GFA (m <sup>2</sup> )	6,928.87	6,928.87	
RM4s Bonus Density	0.3	0.3	17
GFA (m <sup>2</sup> )	1,222.74	1,222.74	
RM4s Suppl. Base Density	0.8	0.8	45
GFA (m <sup>2</sup> )	3,260.65	3,260.65	
RM4s Suppl. Bonus Density	0.8	0.8	45
GFA (m <sup>2</sup> )	3,260.65	3,260.65	
RM4r FAR (including proposed childcare use)	1.7	1.57	103
GFA (m <sup>2</sup> )	6,928.87	6,396.23	
Offset FAR	0.85	0.85	48
GFA (m <sup>2</sup> )	3,464.44	3,464.44	
C1 Commercial FAR	1.0	0.14	-
GFA (m <sup>2</sup> )	4,075.81	551.08	
Total Density	7.15	6.16	356
Total GFA (m <sup>2</sup> )	29,142.04	25,084.66	

- 3.5 As noted in **Table 1**, the applicant is proposing to use the amenity density provisions in the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.1 FAR in amenity density bonus, which translates into 4,483.39 m<sup>2</sup> of bonused gross floor area (GFA) included in the development proposal. The Real Estate Division of the Lands and Facilities Department will initiate discussions with the applicant on the amenity bonus value. A separate report detailing the value of the density bonus will be brought forward to Council for consideration and approval before the subject Rezoning Bylaw is advanced for Third Reading.

Council approval of the density bonus value is a prerequisite condition of this rezoning application. In accordance with Council-adopted policy, 80% of the cash-in-lieu contributions will be applied to the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

- 3.6 A total of 356 residential dwelling units are proposed, comprised of 253 strata units and 4 market rental units in the high-rise apartment building, and 99 rental units in the six-storey apartment building, comprised of 78 non-market rental units and 21 market rental units. With respect to the non-market rental component of the project, this application is proposed to be processed in accordance with the City's Rental Use Zoning Policy, utilizing Stream 1 – Rental Replacement. The applicant is proposing to utilize 1.51 FAR of RM4r density to provide a total of 103 rental dwelling units, 53 of which are required rental replacement units, and a further 50 voluntary rental units (25 of which are to be rented at the CMHC market median rate and 25 of which are market rental units). The remaining RM4r district density proposed is for the provision of a childcare facility.
- 3.7 A portion of the market strata one bedroom unit sizes are generally based on the Zoning Bylaw minimum rental unit sizes, which requires a minimum area of 50 m<sup>2</sup>. Smaller one bedroom units are intended to provide a level of affordability for new home ownership, providing access to the market for first time home buyers. To offset the number of smaller one bedroom units, a commensurate number of larger two bedroom and den, and three bedroom units are proposed. It is noted that the proposal meets the requirements of the Rental Use Zoning Policy. The registration of a Housing Covenant and a Housing Agreement will be required to protect and regulate affordability measures and tenure of the non-market rental units.
- 3.8 The applicant is providing 83 adaptable units which exceeds a minimum of 20% of all single-level residential units as adaptable, in line with the Adaptable Housing policy.
- 3.9 As the subject site is located within 400 m of the Metrotown SkyTrain station, off-street residential parking is not required. The applicant has elected to provide a residential parking ratio of 0.98 spaces per market strata unit, 0.3 spaces per non-market rental unit, and 0.3 spaces per market rental unit. An additional 40 visitor spaces (0.11 spaces per unit) will be available on site for shared use between the residential, commercial, and childcare uses. Additionally, the applicant is proposing 28 commercial spaces and 6 dedicated spaces for the childcare facility, which meets Zoning Bylaw requirements. It is noted that 100% of the residential stalls and 45% of the non-residential stalls will be EV-Ready. The vehicle parking rates outlined above may be varied in line with the rates set out in this paragraph or the then-current requirements in the Burnaby Zoning Bylaw, subject to any necessary changes to the transportation demand management (TDM) strategy being made to be in line with Council adopted guidelines or standards.

3.10 To encourage sustainable forms of transportation, the applicant is required to provide a comprehensive transportation demand management (TDM) strategy for both rental and strata residents, which will include:

- a subsidy equivalent to 50% of the cost of a two-zone adult transit pass per dwelling unit per month (maximum \$2,850 per dwelling unit);
- provision of \$1,500 in car share vehicle driving credits per dwelling unit;
- provision of three parking spaces for car share vehicles on-site with Level 2 or higher charging level; and
- a Communications Strategy that provides the building owners, tenants and employees of the residential and commercial uses with an understanding of how to best use each of the alternative transportation options.

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

3.11 Transportation and servicing improvements include, but are not limited to, construction of Telford Avenue to a final local Town Centre Standard, construction of an east-west 6.0 m wide publicly accessible pedestrian linkage on the southern extent of the development site, any required improvements to the rear lane, undergrounding of overhead wiring, and any required storm, sanitary and water services.

3.12 The submission of a Green Building Plan and energy benchmarking is required to demonstrate consistency with the Burnaby Green Building Policy. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that the development will meet a minimum of Step 2 of the BC Energy Step Code and the Zero Carbon Step Code EL-4.

3.13 The City is currently developing a district energy utility (DEU) to serve space heating and domestic hot water needs of buildings in south Burnaby. Based on the development's location, proposed Comprehensive Development (CD) District zoning and the total floor area of all buildings on the site (>100,000 sq. ft.), the proposed buildings will be required to meet the Council-adopted District Energy policy. Since the site is within Service Area A1, connection to the future DE system is mandatory. A DEU system compatibility review will be conducted prior to building permit issuance. A Section 219 Covenant will be required to ensure that the development is designed and constructed to be compatible with, and will be connected to, the DEU.

3.14 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3 – REZ #21-39: Rezoning Prerequisites**. In part, the prerequisites include the necessary fees, financial securities, professional reports, legal and servicing agreements, easements, covenants, and statutory rights-of-way to facilitate the servicing and development of the proposed site.

#### **4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

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

Although a Public Hearing is not permitted to be held, public notice of the Rezoning Bylaw for REZ #21-39 will be completed prior to bringing forward the Rezoning Bylaw for First Reading, in accordance with section 467 of the *Local Government Act*, the City's Public Notice Bylaw and Council policy. City staff will mail a notice to those properties that are within a 30 m radius of the subject site. A public notice will also be published on the City's website, distributed as part of the City's online newsletter, and a sign regarding the proposal will be posted on the site.

#### **5.0 FINANCIAL CONSIDERATIONS**

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

#### **ATTACHMENTS**

Attachment 1 – REZ #21-39: Sketch #1 and Sketch #2

Attachment 2 – REZ #21-39: Development Statistics

Attachment 3 - REZ #21-39: Rezoning Prerequisites

#### **REPORT CONTRIBUTORS**

This report was prepared by Michael Phillips, Development Planner, and reviewed by Jennifer Wong, Assistant City Solicitor, and Jesse Dill, Director Development.