

TO: MAYOR & COUNCIL

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: **REZ #21-36 – 6470 TO 6508 SILVER AVE – MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT**

PURPOSE: To seek Council authorization to forward this application to a future Public Hearing date.

REFERENCES

Address: 6470 and 6508 Silver Avenue
Legal: Lot 75 District Lot 153 Group 1 New Westminster District Plan 29123; and Lot 76 District Lot 153 Group 1 New Westminster District Plan 29123

Applicant: Norm Shearing, OpenForm Properties Ltd.
2040 Burrard Street, Vancouver, BC V6J 3H5

Current Zoning: RM3 Multiple Family Residential District
Proposed Zoning: CD Comprehensive Development District (based on the RM4s and RM4r Multiple Family Residential Districts and Metrotown Downtown Plan as guidelines, and in accordance with the development plan entitled “FORMA” prepared by Arcadis IBI Group)

RECOMMENDATIONS

THAT a Rezoning Bylaw be prepared and advanced to First Reading and to a Public Hearing at a future date of Council;

THAT the introduction of a Housing Agreement Bylaw be authorized according to the terms outlined in Section 3.2 of this report by the General Manager Planning and Development, Rezoning Reference #21-36 dated August 28, 2023, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw; and

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 Administration 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 undergrounding of existing overhead wiring abutting the site.
- e) The consolidation of the net project site into one legal parcel.
- f) The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 3.6 of this report.
- g) The dedication of any rights-of-way deemed requisite.
- h) The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 3.11 of this report.
- i) The registration of a Housing Agreement and Housing Covenant.
- j) The submission of a suitable on-site stormwater management system, 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 submission of an undertaking to remove all improvements on the development site within 12 months of Final Adoption of the Rezoning Bylaw.
- l) Compliance with the City's Groundwater Management for Multi-Family Development guidelines.
- m) The submission of a suitable Solid Waste and Recycling plan.
- n) The review of on-site residential loading facilities.
- o) The provision of car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.

- p) The provision of facilities for cyclists in accordance with this report.
- q) 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.
- r) Compliance with Council-adopted sound criteria.
- s) Compliance with the guidelines for underground parking for visitors.
- t) The submission of a Public Art Plan.
- u) The submission of a Green Building Plan and Energy Benchmarking.
- v) The deposit of the applicable Parkland Acquisition Charge.
- w) The deposit of the applicable School Site Acquisition Charge.
- x) The deposit of the applicable Water Development Cost Charge.
- y) The deposit of the applicable Metrotown Public Open Space Charge.
- z) The deposit of the applicable GVS & DD Sewerage Charge.
- aa) The deposit of the applicable Regional Transportation Development Cost Charge.
- bb) 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.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS

I concur with the recommendation of the General Manager Planning and Development.

EXECUTIVE SUMMARY

A rezoning application has been received in order to permit the construction of a high-density multiple family residential development above underground parking. The development is comprised of one 33-storey residential strata apartment building with

street-oriented townhomes, and a six-storey replacement rental building. The purpose of this report is to provide Council with information on the proposal and to recommend that the rezoning application be forwarded to a future Public Hearing.

1.0 POLICY SECTION

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

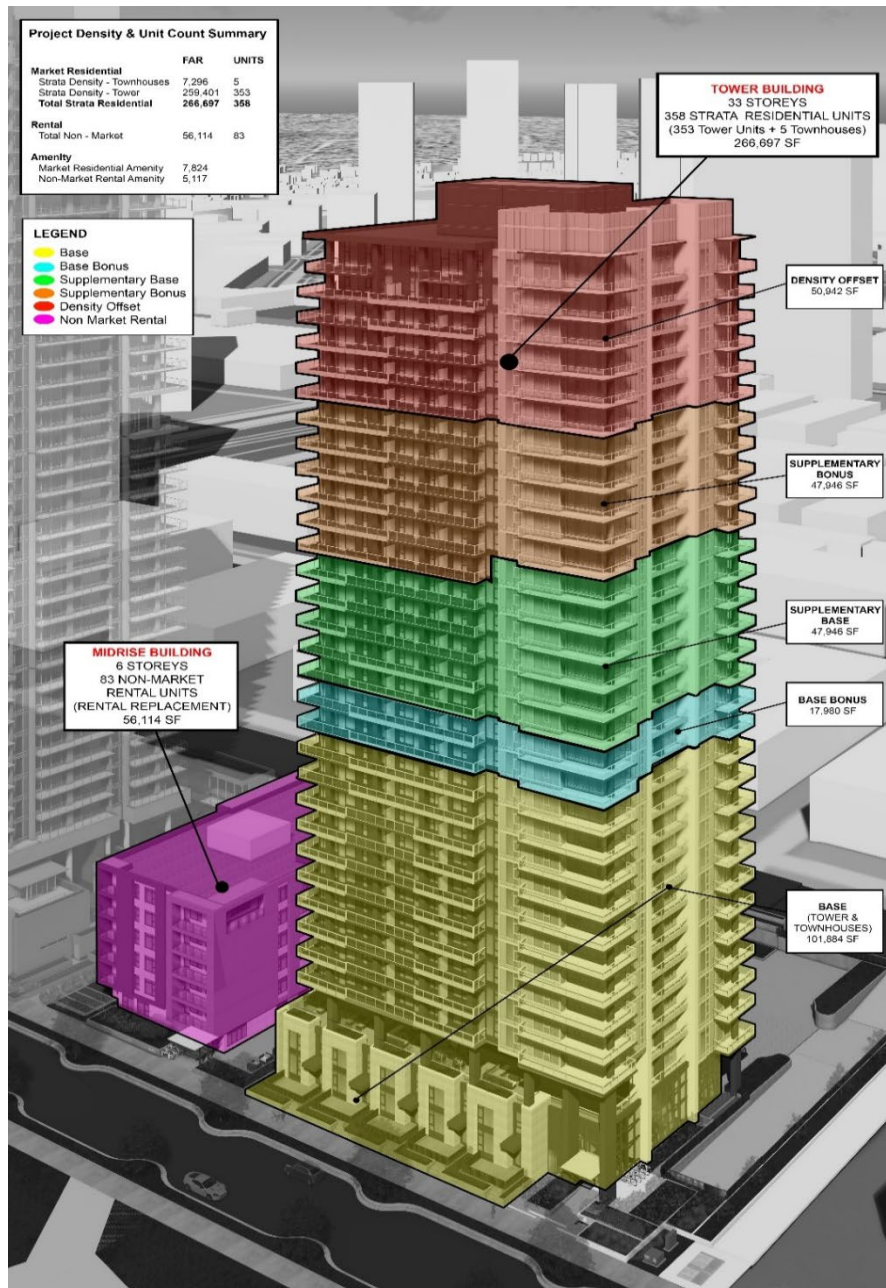
- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Metrotown Downtown Plan (2017),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
-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

2.0 BACKGROUND

- 2.1 The subject development site is located within the Maywood neighbourhood of the Metrotown Downtown Plan area (see Sketches #1 and #2 attached). The Council-adopted Plan identifies this neighbourhood as the residential “heart” of Metrotown with high-density pedestrian-oriented multiple-family development that complements park and open space amenities with mid-block pedestrian and cycling linkages. With respect to the character of this particular area, developments are intended to be residential in character with spacious lobbies, ground-level amenities, and access to outdoor open space. The Plan identifies the desired built form to include high-rise residential buildings with street-oriented low-rise apartment, townhousing, or row-housing components.
- 2.2 The adopted Metrotown Downtown Plan designates the properties for high-density multiple family residential development utilizing the RM4s and RM4r Multiple Family Residential Districts as guidelines. Currently zoned RM3 Multiple Family Residential District, the subject properties are each improved with a three-storey rental apartment building constructed in the 1960s, with a combined total of 83 units. Vehicular access is currently from the rear lane.
- 2.3 On December 06, 2021, Council received an initial rezoning report which proposed to rezone the two subject properties (6470 and 6508 Silver Avenue) in line with the adopted Plan. Council authorized staff to work with the applicant towards the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a future date.

2.4 Under the 's' zoning category, there is an expectation that new developments provide significant community benefits, a sustainable redevelopment approach, exceptional public realm improvements, high quality urban design, and superior architectural expression. Applying these standards, the applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

Figure 1: Land Use and Tenure



3.0 GENERAL INFORMATION

- 3.1 The proposed development plan, as shown in Figure #1, is for a 33-storey residential strata apartment building with street-fronting townhomes, and a separate six-storey wood-frame rental apartment building fronting Silver Avenue. The development is proposed to be constructed above a single shared underground parkade, with access from the existing rear lane.
- 3.2 A total of 441 residential dwelling units are proposed, comprised of 358 market strata units, and 83 non-market rental units. With respect to the non-market rental component of the project, this application is proposed to be processed in accordance with the City's Rental Use Zoning Policy, utilizing Stream 1 – Rental Replacement. The applicant is proposing to utilize 0.94 FAR of RM4r density to provide a total of 83 rental dwelling units, all of which will be provided at Rental Replacement rates for returning tenants or 20% below CMHC median market rates for new tenants. It is noted that the proposal meets the requirements of the Rental Use Zoning Policy. The development includes a diversity of housing forms and tenures in order to accommodate a range of incomes and age cohorts, as well as a generous amenity package including a variety of leisure and recreation spaces for each residential tenure.
- 3.3 The subject proposal exemplifies exceptional urban design and architectural expression related to building massing, siting, pedestrian orientation, and materiality; meeting the standard expected for development in the Maywood neighbourhood. To complement the built form, a progressive landscape treatment and ground-level amenities enhance the lived experience, and a 6.0 m wide publicly accessible linkage on the southern extent of the development site provides mid-block east-west connectivity through the neighbourhood. Additional landscaping (2.0 m wide) will be added to the south side of this neighbourhood linkage when the property at 6544 Silver Avenue is redeveloped.
- 3.4 The lobby entrances for both buildings front Silver Avenue and face Maywood Park. Vehicular access to the underground parkade will be taken from the existing rear lane, where a surface level auto court can be accessed for short-term pick-up and drop-off, residential loading, and solid waste and recycling collection.
- 3.5 The maximum potential density for the subject site is 6.15 FAR, which is comprised of: 1.7 FAR base, 0.3 FAR base bonus, 0.8 FAR supplementary base, and 0.8 FAR supplementary bonus density, 0.85 FAR offset, and 1.7 RMr density. The proposed total density for the subject site is 5.39 FAR, as outlined in the table below:

Table 1

Zoning: CD (RM4s, RM4r)
Site Size: 5,567.9 m²

	Permitted (m ²)	Proposed (m ²)	Proposed Units
RM4s Base Density	1.70	1.70	
GFA	9,465	9,465	138
RM4s Bonus Density	0.30	0.30	
GFA	1,670	1,670	24
RM4s Suppl. Base Density	0.80	0.80	
GFA	4,454	4,454	66
RM4s Suppl. Bonus Density	0.80	0.80	
GFA	4,454	4,454	66
RM4r Density	1.70	0.94	
GFA	9,465	5,213	83
Offset Density	0.85	0.85	
GFA	4,733	4,733	64
TOTAL Density	6.15	5.39	
TOTAL GFA	34,242	29,990	441

- 3.6 As noted above in Table 1, the applicant is proposing to use the amenity density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.1 FAR in amenity density bonus, which translates into 6,124.72 m² (65,926 sq. ft.) of bonused gross floor area (GFA) included in the development proposal. The Real Estate Division of the Department of Lands and Facilities will initiate 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. In accordance with Council’s adopted policy, 80% of the cash-in-lieu contributions are applied toward the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

- 3.7 The developer is providing 91 adaptable units which exceeds the 20% minimum requirement of the Council-adopted Adaptable Housing policy. The requisite accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation and rental housing operator.

- 3.8 It is intended that the overall project would accommodate a broader spectrum of housing needs. To support this, a portion of the market strata one bedroom unit sizes are generally based on the Zoning Bylaw minimum rental unit sizes, which

requires a minimum area of 50 m² (538.21 sq. ft.). Smaller one bedroom units are intended to provide a level of affordability for new home ownership, providing access to the market for first time home buyers. To offset the number of smaller one bedroom units, a commensurate number of larger two bedroom and den, and three bedroom units are proposed.

3.9 Parking ratios of 1.0 space per market strata unit and 0.3 spaces per rental unit are proposed for the development. A visitor parking ratio of 0.10 stalls per strata unit will apply to the development, and the resulting visitor parking area will be shared by the residents of both the strata building and rental building. Alterations to the proposed market strata parking ratio may be explored, with the minimum parking rates being 1.1 stalls per strata unit or the minimum required by the Burnaby Zoning Bylaw, as amended from time to time, whichever is less. To determine the optimal level of parking required for this centrally-located, pedestrian-oriented site within 800 m of a SkyTrain Station and bus exchange, the applicant has provided a parking demand study to support the proposed ratios. 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 encourage sustainable forms of transportation, the applicant is required to provide a comprehensive transportation demand management (TDM) strategy including:

- a transit pass subsidy equivalent to a two-zone monthly pass for 100% of the rental units and 15% of the strata units for two years;
- two secured bike parking spaces for each residential unit (strata and rental);
- the provision of four car share vehicles and four dedicated car share spaces in the visitor parking area;
- the provision of a car share membership for each of the 441 total units; and,
- a communications strategy that provides the owners, strata, renters, rental management company and strata management company an understanding of how to best use each of the alternative transportation options.

A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision of these measures.

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

- construction of Silver Avenue to final Town Centre standard (Local Road) with separated sidewalks, cycle facilities, street trees, rain gardens, and street and pedestrian lighting;
- reconstruction of lanes adjacent the site as required;
- provision of a pedestrian and cycling linkage connecting Silver Avenue and the rear lane;

- undergrounding of overhead lines across the development frontage; and,
 - storm, sanitary sewer and water main upgrades as required.
- 3.11 Any necessary easements and covenants and statutory rights-of-way for the site are to be provided, including, but not limited to:
- Section 219 Covenant restricting enclosure of balconies;
 - Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;
 - Section 219 Covenant ensuring compliance with the approved acoustical study;
 - Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
 - Section 219 Covenant ensuring that accessible parking stalls are held in common property to be administered by the Strata Corporation and rental housing operator;
 - Section 219 Covenant guaranteeing the provision and ongoing maintenance of public art;
 - Section 219 Covenant ensuring compliance with the Green Building Plan for the site (Step 2 of Step Code, Low Carbon Energy System, and Energy/GHG Model) as well as a commitment for the property owner/representative to submit the necessary information to NRCAN;
 - Section 219 Covenant to ensure alternative transportation provisions for the development; and,
 - Statutory right-of-way for 6.0 m neighbourhood linkage across the development site.
- 3.12 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. Terms of the Housing Agreement are outlined in Section 3.2 of this report. The Housing Agreement Bylaw will be required prior to granting occupancy of the proposed development.
- 3.13 Due to the proximity of the subject site to the Expo SkyTrain Line, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.14 As the site will be fully excavated for development, a tree survey will be required prior to Final Adoption 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.
- 3.15 Provision of five (5) car wash stalls is required for the residential development.

- 3.16 The submission of a groundwater and stormwater management plan is required. As well, a suitable engineered design 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.
- 3.17 The submission of a suitable Solid Waste and Recycling Plan is required.
- 3.18 The submission of a detailed Residential Loading Management Plan is required.
- 3.19 The submission of a Public Art Plan detailing the concept, character, and location of public art on site as well as details of the budget, terms, and the artist selection process is required.
- 3.20 The submission of a Green Building Plan and energy benchmarking is required.
- 3.21 The submission of a Communication Strategy Plan that provides the owners, strata, renters, rental management company and strata management company with an understanding and recommendations as to how best utilize the on-site amenities and alternative transportation provisions proposed for the development site is required.
- 3.22 Development Cost Charges applicable to this rezoning include:
 - Parkland Acquisition Charge;
 - GVS&DD Sewerage Charge;
 - Water Development Cost Charge;
 - Metrotown Public Open Space Charge;
 - School Site Acquisition Charge; and,
 - Regional Transportation Development Cost Charge.

3.23 **Development Statistics:**

<u>Site Area</u> (subject to detailed survey)	5,567.90 m² (59,932 sq. ft.)
<u>Site Coverage</u>	33%
<u>Density</u>	5.39 FAR
RM4s	
Base	1.70 FAR
Bonus	0.30 FAR
Supplemental base	0.80 FAR
<u>Supplemental bonus</u>	<u>0.80 FAR</u>
Subtotal	3.60 FAR

Density Offset	0.85 FAR
RM4r District	0.94 FAR
TOTAL FAR	5.39 FAR
<u>Gross Floor Area</u>	29,990.12 m² (322, 811 sq. ft.)
Strata High-Rise	24,776.96 m ² (266,697 sq. ft.)
Rental Apartment	5,213.16 m ² (56,114 sq. ft.)

Residential Unit Mix

Market Strata

87 – Studio	38.98 – 43.91 m ² (419 - 472 sq. ft.)
6 – One Bedroom (P11e)	51.55 – 52.1 m ² (554 - 561 sq. ft.)
48 – One Bedroom (P11e adapt.)	51.55 – 52.1 m ² (554 - 561 sq. ft.)
27 – One Bedroom	56.10 m ² (604 sq. ft.)
62 – One Bedroom + Den	57.21 – 57.43 m ² (615 - 618 sq. ft.)
69 – Two Bedroom + Den	75.24 – 81.41 m ² (809 - 876 sq. ft.)
26 - Two Bedroom + Den (adapt.)	75.24 – 81.41 m ² (809 - 876 sq. ft.)
33 – Three Bedroom	94.01 m ² (1,011.93 sq. ft.)
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358 units	

Non-Market Rental (Rental Replacement)

	30.01 m ² (323 sq. ft.)
7 – Studio	52.21 – 54.44 m ² (562 – 586 sq. ft.)
40 – One Bedroom	52.21 – 54.44 m ² (562 – 586 sq. ft.)
13 – One Bedroom (adapt.)	56.00 m ² (602.80 sq. ft.)
2 – One Bedroom + Den	68.75 – 75.99 m ² (740 – 818 sq. ft.)
17 – Two Bedroom	68.75 – 75.99 m ² (740 – 818 sq. ft.)
4 – Two Bedroom (adapt.)	
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83 units	

441 units

TOTAL NUMBER OF UNITS:

Vehicle Parking

Total Required and Provided:

Strata residential (1.00 spaces per unit)	358 spaces (including 29 accessible spaces)
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Rental residential (0.30 spaces per unit)	25 spaces (including 11 accessible spaces)
Visitor Parking (0.10 spaces per strata unit)	36 visitor spaces (to be shared by Strata & Rental building)

Bicycle Parking

Total Required and Provided:

Secured Residential (2 spaces per unit)	882 spaces (in double lockers)
Visitor (0.2 spaces per unit)	88 spaces (bike racks)

Loading

Total Required and Provided	3 spaces
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Communal Facilities

The amenity offering has been designed to support each user group and provides all residents with both indoor and outdoor programming. The strata apartment building contains a lobby space, boardroom, and fitness room on the first level. In addition, there is a generous outdoor amenity space with a children’s play area, outdoor seating, and dog run. On Level 3, the strata building also accommodates an amenity lounge space which spills out onto an outdoor terrace facing Maywood Park. This outdoor space contains seating, barbecue areas, and games tables. The rental midrise building contains a large lobby with a mail and parcel room, and a lounge space for entertaining which has access to a large outdoor patio amenity. A significant landscape treatment protects this outdoor patio space from noise and provides shade.

The internal amenity area amounts to 1,202.23 m² (12,941 sq.ft.), which is less than the permitted 5% of 1,499.51 m² (16,140.55 sq.ft.) permitted to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw. The applicant will also provide one or more public art installations, to be selected and installed prior to occupancy of the development.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

A Public Hearing will be held at a future date. In advance of that, the City will send a notice, at least 10 days before a Public Hearing, to those properties that are within a 30 m (100 ft.) radius of the property. A notice will also be published in two consecutive issues of the local newspaper, 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 – Sketch #1

Attachment 2 – Sketch #2

REPORT CONTRIBUTORS

This report was prepared by Michael Phillips, Development Planner, reviewed by Jesse Dill, Senior Development and Urban Design Planner, Johannes Schumann, Director Development and Urban Design, and Lee-Ann Garnett, Deputy General Manager Planning and Development.