



PLANNING AND DEVELOPMENT COMMITTEE

NOTICE OF OPEN MEETING

DATE: TUESDAY, 2016 MARCH 29

TIME: 6:00 PM

PLACE: Council Committee Room, Burnaby City Hall

A G E N D A

1.	<u>CALL TO ORDER</u>	<u>PAGE</u>
2.	<u>MINUTES</u>	
	A) Minutes of the Planning and Development Committee Open Meeting held on 2016 February 23	1
3.	<u>CORRESPONDENCE</u>	
	A) Correspondence from Mayor Richard Stewart, City of Coquitlam Re: Copy of City of Coquitlam's Feedback to Metro Vancouver on Draft Regional Affordable Housing Strategy	5
	B) Correspondence from City Clerk Re: Environmental Sustainability Strategy Draft Report and Phase 3 Public Consultation	18
4.	<u>REPORTS</u>	
	A) Report from Director Planning and Building Re: City Lands Program for Non-Market Housing Projects - Priorities and Guidelines	19
	B) Report from Director Planning and Building Re: Request for Area Rezoning to the R12 District – 3570/3650/3670/3690 Douglas Road and 5628 Hardwick Street	37

5. **NEW BUSINESS**
6. **INQUIRIES**
7. **ADJOURNMENT**



PLANNING AND DEVELOPMENT COMMITTEE MINUTES

Tuesday, 2016 February 23

An Open meeting of the Planning and Development Committee was held in the Council Committee Room, Burnaby City Hall, 4949 Canada Way, Burnaby, B.C. on Tuesday, 2016 February 23 at 6:00 PM.

1. CALL TO ORDER

PRESENT: Councillor C. Jordan, Chair
Councillor D. Johnston, Vice Chair
Councillor S. Dhaliwal, Member

STAFF: Mr. L. Pelletier, Director Planning and Building
Mr. E. Kozak, Assistant Director, Current Planning
Ms. L. Garnett, Assistant Director, Long Range Planning
Ms. L. Ford, Long Range Planner
Ms. E. Prior, Administrative Officer

The Chair called the Open meeting to order at 6:06 p.m.

2. MINUTES

A) Minutes of the Planning and Development Committee Open Meeting held on 2016 January 26

MOVED BY COUNCILLOR JOHNSTON
SECONDED BY COUNCILLOR DHALIWAL

THAT the minutes of the Open meeting of the Planning and Development Committee meeting held on 2016 January 26 be adopted.

CARRIED UNANIMOUSLY

3. REPORTS

MOVED BY COUNCILLOR JOHNSTON
SECONDED BY COUNCILLOR DHALIWAL

THAT the reports be received.

CARRIED UNANIMOUSLY

A) Report from Director Planning and Building Re: Metro Vancouver Draft Regional Affordable Housing Strategy Update – Comments

A report was received from the Director Planning and Building providing a summary of responses to the request from the Metro Vancouver Board for City comment on the “*Regional Affordable Housing Strategy Update*” dated August 2015.

The Committee requested that Section 4.0 Draft Regional Affordable Housing Strategy Update, Goal 2 be amended to include an advocacy action being that the Provincial Government grant local governments the authority to zone for rental tenure.

The Director Planning and Building recommended:

1. THAT a copy of this report be sent to the Metro Vancouver Board, representing the City’s comments on the draft *Regional Affordable Housing Strategy Update*.

MOVED BY COUNCILLOR DHALIWAL
SECONDED BY COUNCILLOR JOHNSTON

THAT the recommendation of the Director Planning and Building be adopted.

AMENDED

Arising from discussion, the following motion was introduced:

MOVED BY COUNCILLOR DHALIWAL
SECONDED BY COUNCILLOR JOHNSTON

THAT the report be AMENDED to include an advocacy action being that the Provincial Government grant local governments the authority to zone for rental tenure.

CARRIED UNANIMOUSLY

MOVED BY COUNCILLOR DHALIWAL
SECONDED BY COUNCILLOR JOHNSTON

THAT the motion, as AMENDED, be approved.

CARRIED UNANIMOUSLY

B) Report from Director Planning and Building
Re: Request for Area Rezoning to the R12S District
-North Side of 5100 Block McKee Street

A report was received from the Director Planning and Building seeking Council's concurrence to initiate a consultation process to explore the desirability of an area rezoning of the subject properties to the R12S Residential District.

The Director Planning and Building recommended:

1. THAT Council be requested to authorize initiation of a consultation process to explore the desirability of an R12S area rezoning of the north side of the 5100 block of McKee Street.
2. THAT a copy of this report be sent to Ms. Doris Poon, the petition organizer at 5127 McKee Street, Burnaby, BC V5J 2T5.

MOVED BY COUNCILLOR DHALIWAL
SECONDED BY COUNCILLOR JOHNSTON

THAT the recommendations of the Director Planning and Building be adopted.

CARRIED UNANIMOUSLY

4. NEW BUSINESS

Councillor Johnston

Councillor Johnston requested further information regarding the triggering of City Initiated Local Area Service Projects for streetlights, curbs, gutters and sidewalks in residential single/two family neighbourhoods that have experienced redevelopment of 30% or more of the properties on the block.

MOVED BY COUNCILLOR DHALIWAL
SECONDED BY COUNCILLOR JOHNSTON

THAT staff provide an update to the Committee on this initiative.

CARRIED UNANIMOUSLY

Councillor Jordan

Councillor Jordan provided the Committee with information regarding a presentation to Metro Vancouver from BC Non-Profit Housing Association (BCNPHA). The BCNPHA is requesting that local governments waive or reduce property taxes for non-profit housing providers.

5. INQUIRIES

There were no inquiries brought forward at this time.

6. ADJOURNMENT

MOVED BY COUNCILLOR DHALIWAL
SECONDED BY COUNCILLOR JOHNSTON

THAT this Open Committee meeting do now adjourn.

CARRIED UNANIMOUSLY

The meeting adjourned at 6:35 p.m.

Eva Prior
ADMINISTRATIVE OFFICER

Councillor Colleen Jordan
CHAIR



February 16, 2016
 Our File: 10-5040-20/AFFHOU/2016-1
 Doc #: 2197642.v1

SECTION 2
 COUNCIL CORRESPONDENCE
 City Manager
 Deputy City Managers
 Dir. Planning & Building
 Planning & Development Committee (March 29)

Chair Greg Moore
 Metro Vancouver Regional District
 4330 Kingsway
 Burnaby, BC V5H 2A5

Dear Chair Moore:

RE: Coquitlam Council Feedback on Draft Regional Affordable Housing Strategy

Thank you for the opportunity to review and comment on the Metro Vancouver Draft Regional Affordable Housing Strategy (draft 'Regional Strategy').

Coquitlam Council and staff have compared the draft Regional Strategy with Coquitlam's Housing Affordability Strategy (HAS), which was endorsed by Council at the December 7, 2015 Regular Council meeting and sent to Metro Vancouver on December 17, 2015.

The attached Council report (with report Attachment 3), was carried unanimously by Council at the February 1, 2016 Regular Council meeting, and contains the findings of this comparison and commentary on the proposed Regional Strategy policies. The report notes there is considerable alignment between the draft Regional Strategy and Coquitlam's HAS, including concentrating density around transit, partnership-based solutions and a variety of tools to encourage new rental housing development.

However, the Regional Strategy also contains some actions that are not aligned with Coquitlam's HAS, which recognizes the reality of limited local government resources and the need to balance the City's community service priorities.

Based on this, the report concludes that the draft Regional Strategy should be revised to enable more flexibility in how local governments respond to challenging affordable issues in their respective contexts, and emphasize that senior government funding is necessary to achieve the Regional Strategy's requirements.

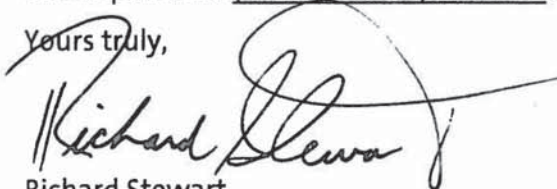
In addition to this, during the course of Council discussion on the draft Regional Strategy, the following items were noted by Council Members:



- contrary to the language included in the draft Regional Strategy, Metro Vancouver does not have the authority to require its member municipalities to take specific action or enact specific policies in relation to affordable housing, and the Regional Strategy should accordingly be amended to include more flexible policy language;
- housing affordability is a regional issue, yet affordable housing policies need to be practical and less regulatory, as municipalities have limited tools to address this challenge on their own, and lack the mandate to do so;
- rather than being a directive document that dictates how municipalities must spend their budgets and tax dollars, such as purchasing land along transit corridors for affordable housing, the draft Regional Strategy should act as a general policy resource and guide that outlines best practices and affordable housing incentives within our mandate as local governments;
- 'affordable living', in terms of accounting for housing and transportation costs together, is an important consideration;
- rental replacement policies should be incentive-based and not requirements for individual land owners, as the development of new affordable housing is something that should be shared among partners; and
- the Regional Strategy should emphasize a broader, incentive-based approach.

If you have any questions or if you would like to discuss this further, please contact me at rstewart@coquitlam.ca or 604-927-3001, or Jim McIntyre, General Manager Planning and Development at jmcintyre@coquitlam.ca or 604-927-3401.

Yours truly,



Richard Stewart
Mayor

c. - Council

Pete Steblin, City Manager
John DuMont, Deputy City Manager
Jay Gilbert, City Clerk
Jim McIntyre, General Manager Planning and Development
Carl Johannsen, Manager Community Planning
Heather McNell, Manager Regional Planning
Metro Vancouver Member Municipalities ✓

Coquitlam

For Council

January 27, 2016

Our File: 01-0480-20/HOUS1/2016-1

Doc #: 2178381.v2

To: City Manager

From: General Manager Planning and Development

Subject: **Draft Regional Affordable Housing Strategy**

For: **Council**

Recommendation:

That Council direct staff to send a letter that contains Council feedback on this item and attaches this report, to Metro Vancouver and its member municipalities as Coquitlam's response to the draft Regional Affordable Housing Strategy.

Report Purpose:

This report provides commentary on the Metro Vancouver Regional District ('Metro Vancouver' or 'Metro') Draft Regional Affordable Housing Strategy which has been distributed to member municipalities for review and comment.

Strategic Goal:

Coquitlam's recently-adopted Housing Affordability Strategy (HAS - see www.Coquitlam.ca/housing for the document) supports the 'Achieve Excellence in City Governance' Strategic Goal as it will guide Coquitlam's response, as a local government acting in partnership with others, to local housing affordability challenges.

Providing comments on the draft Regional Affordable Housing Strategy is an opportunity to further demonstrate Coquitlam's approach to addressing housing affordability.

Executive Summary

The Draft Regional Affordable Housing Strategy ('Regional Strategy') has been distributed to Metro Vancouver member municipalities for review and comment. According to Metro, the Regional Strategy seeks to better unify municipal efforts to address the challenge of housing affordability across the region. As drafted, the Strategy also directs municipalities to enact a wide range of policies, programs and actions. Overall there is considerable alignment between Coquitlam's HAS and the draft Regional Strategy. This alignment should help to coordinate inter-municipal actions and demonstrates that Coquitlam is at the leading edge of municipal approaches in addressing housing affordability. However, the draft Regional Strategy does identify some actions that are not aligned to our current approach. Specifically, this includes requirements for member municipalities to purchase sites for affordable housing along transit corridors, use inclusionary zoning, and deliver on specific housing targets in the absence of senior government housing programs.

PWS

Background:

The Regional Strategy has been in development over the past several years, and in Fall 2015 the Metro Board approved the release of the draft Regional Strategy for consultation. Member municipalities are now being asked to comment formally on this Strategy, and Metro will also be holding invited stakeholder workshops to obtain additional feedback in the near future. Metro will also provide a summary of feedback received through the public input process, when adoption of the Regional Strategy is considered by the Metro Board later in 2016.

Staff have compared the Regional Strategy with Coquitlam's HAS, which was endorsed at Council's December 7, 2015 Regular meeting. Based on this analysis, the Regional Strategy exhibits considerable alignment with Coquitlam's HAS, yet in its current state the Regional Strategy does not reflect the balanced approach of the HAS and staff have identified several areas of concern with the Regional draft document. This report outlines these areas of alignment, as well as several areas of concern in the Regional Strategy as it is currently drafted.

Discussion/Analysis:***Areas of Alignment***

Metro's Regional Strategy sets out a coordinated regional response to housing affordability and strongly identifies issues related to transportation costs, the need for appropriate density along transit corridors, and the need to reduce regulatory barriers to rental housing.

Specific policies in the draft Regional Strategy which align closely with the HAS are listed in Attachment 3 of this report, and are summarized below.

High-Priority Actions

The draft Regional Strategy calls for municipalities to deliver numerous initiatives and policies aimed at addressing the challenge of affordable housing in the region. Key actions ask municipalities to:

- establish appropriate density and housing mix along rapid transit lines;
- employ a series of tools to encourage the development of rental units;
- reduce regulatory barriers to rental development;
- establish policies to preserve existing rental stock; and
- utilize both City funds and City land in partnership with others to create new housing solutions

These actions directly align with the ten short-term, high-priority actions that Council approved as the 2016-2017 HAS work program, which are:

1. Consider concentrating higher densities and a broader variety of dwelling types and tenures near transit, through the completion of the Burquitlam Lougheed Neighbourhood Plan (Actions 1.1.1 and 1.1.2, p.20 and 2.1.1, and 2.1.2 p.24);

Discussion/Analysis cont'd/**Areas of Alignment cont'd/****High-Priority Actions cont'd/**

2. Encourage the development of designated market rental units (purpose built and/or strata available for rental) through a suite of incentives as identified in the HAS (Actions 1.2.1, 1.2.2, 1.2.5, 1.2.6, 1.2.7, and 1.2.8, p.20-21);
3. Review Zoning Bylaw density, parking, amenity space, and other requirements to encourage the development of purpose-built rental housing (Action 1.2.3, p.20);
4. Consider the exemption of rental floor space from maximum density allowances in cases where maximum density has been achieved subject to servicing, traffic, parking, and urban design considerations (Action 1.2.4, p.20);
5. Employ a series of regulatory incentives to preserve existing rental and co-op housing (Actions 1.5.1, 1.5.2, 1.5.3, 1.5.4, and 1.5.5, p.22);
6. Contribute a portion of density bonusing contributions into the AHRF based on the City's zoning bylaw for the purpose of fostering housing affordability in accordance with the AHRF guidelines (Action 3.1.4, p.26, and AHRF Guidelines, Attachment 2);
7. Complete the sale of three City-owned sites in Northeast Coquitlam previously identified for affordable housing but now deemed unlikely to develop and less desirably located. Direct one-third of the sale for these three sites to "jump-start" the Affordable Housing Reserve Fund (AHRF) (Action 3.1.3, p.26). Staff note the City has offers of purchase for 2 of the 3 sites; this will provide a major contribution to jump-start the AHRF, as directed by Council;
8. Issue a press release explaining the availability of funds and the criteria for use of the AHRF, and issue a call for submissions for use of the AHRF (Actions 3.2.1 and 3.1.6, p.27);
9. Call for partners to work with Coquitlam in addressing affordability and accessibility needs (Actions 3.2.2, p.27 and 4.1.3, p.29); and
10. Issue a Request for Proposals for an affordable housing project at 1358 Coast Meridian Road (Action 3.2.3, p.27).

Continued Partnerships

The draft Regional Strategy identifies key areas where Metro Vancouver commits to partnerships. Strong alignment to the HAS exists between the Metro Vancouver tasks and the identified work plan set out in the HAS. Specifically, through this draft Metro Vancouver commits to:

- Undertaking public outreach to promote public awareness and understanding of the benefits of growth, increased density and diversity, and best practices for accommodating growth using examples and strategies from the draft Regional Strategy and elsewhere;
- Exploring new ways to monitor rents to determine vacant units through online rental or other tools or data sources;
- Advocating to other levels of government for specific measures to address funding gaps for low-to-moderate income housing (e.g., capital funding, subsidies and tax incentives or other measures);

Discussion/Analysis cont'd/***Areas of Alignment cont'd/******Continued Partnerships cont'd/***

- Working with municipal partners to identify Metro Vancouver Housing Corporation sites for redevelopment at higher density to increase the supply of mixed income non-profit rental housing;
- Working with BC Non-Profit Housing Association, municipalities, the Provincial Government, Federation of Canadian Municipalities and others to address issues related to expiring non-profit and co-operative housing operating agreements, including ongoing affordability of units;
- Exploring making available rental housing from within Metro Vancouver Housing Corporation's existing portfolio of market rental units for relocating tenants of redeveloping non-profit and purpose-built market rental projects;
- Developing or cost-sharing development of an online tool that will provide users with estimates of the combined housing and transportation costs associated with any given location in the region;
- Supporting ways to help make development of new purpose-built market rental housing financially viable (e.g., parking reductions, fee waivers, increased density, and fast-tracking);
- Examining opportunities to modernize and expand current Metro Vancouver housing units, especially on sites located along the Evergreen Line;
- Updating the Metro 2040 housing demand estimates;
- Working with partners to create an accessible and adaptable housing registry to assist persons with disabilities and seniors to find appropriate housing to live independently; and
- Considering making surplus sites in suitable locations owned by Metro Vancouver and affiliated bodies available to Metro Vancouver Housing Corporation to develop additional mixed income housing.

Areas of Non-Alignment and Concern

Specific policies in the draft Regional Strategy which are not aligned with the HAS are listed in Attachment 3 of this report, and are described below.

Authority of Regional Strategy

Staff note that the Regional Strategy as drafted makes specific and seemingly unequivocal requirements of municipalities, i.e., Goal 2 Policy i, p. 25:

"Municipalities **will** through plans, policies and programs **require...**"; Goal 4 Policy h, p.30: "Municipalities **will** through plans, policies and programs purchase..."

Coquitlam believes that in keeping with the non-statutory nature of the draft Regional Strategy, such phrasing should be modified to provide member municipalities with more flexibility for achieving our shared goals. In the cases where the draft uses words such as "will" or "require" wording should be changed to better provide flexibility in approaches. This less prescribed approach would better fit the Strategy's stated intent to accommodate the fact that "local conditions vary from one municipality to another in the region and that the Strategy has to account for this reality" (page 5 of the Regional Strategy).

Discussion/Analysis cont'd/***Areas of Non-Alignment and Concerns cont'd/******Policies Requiring Further Discussion***

Concern is noted over these four specific policies identified in the draft AHS:

Regional Strategy Goal 1: Policy k. (p.23 of Regional Strategy, attached)

The draft Regional Strategy directs that "Municipalities will, through plans, policies and programs... Goal 1: Policy k *"demonstrate how Housing Action plans policies and initiatives are intended to work towards achieving Metro 2040 housing demand estimates"*.

While the City has the ability through land use authority to work towards Coquitlam's overall RGS target of 16,700 dwelling units, setting targets to meet low and moderate income needs is problematic. The development of more than 4,000 subsidized units as called for by the draft Regional Strategy cannot be achieved without significant federal and provincial government involvement. While the Strategy's Sections 2.5 and 2.6 outline provincial and federal government housing programs and the existing funding gap to achieve lower cost and rental housing, this context is not linked to the targets for low and moderate income housing. A clearer link or statement about the current funding context and the challenges that municipalities would then face in meeting these targets would be helpful.

The local demand targets set out in the draft Regional Strategy (which are designed to be updated into the RGS) are impossible to achieve without senior government funding. Our efforts to work better as a region cannot be seen as excusing other needed partners from their role in addressing this crucial issue.

Given the above challenges, the draft Regional Strategy needs to be revised to provide greater clarity on how local demand projections will relate to the RGS and municipal OCPs.

Regional Strategy Goal 2: Policy i. (p.25)

The draft Metro Vancouver AHS requires that "*Municipalities will, through plans, policies and programs... Require one for one replacement policies where existing rental supply is being redeveloped.*"

Coquitlam has chosen to follow an incentive-based approach to encourage the development of new purpose-built rental housing (contained in Actions on pages 20-21 of Coquitlam's HAS) rather than following a specific quantitative replacement requirement approach. Results from a survey of best practices in various jurisdictions indicate that a regulatory driven one-to-one replacement requirement may have unintended negative consequences. Recognizing newly-built units cost more and rent for a higher rate than older units, a one-to-one replacement policy does not directly aid affordability. While replacement policies can extend the life span of older rental housing supply, a rental replacement policy does not on its own provide incentives to increase supply. Rather, policies aimed at increasing supply and equally sharing the obligation across all developers (rather than only targeting those sites with existing purpose-built rental) should be used as a key step in balancing rental supply.

Discussion/Analysis cont'd/***Areas of Non-Alignment and Concerns cont'd/******Policies Requiring Further Discussion cont'd/******Regional Strategy Goal 4: Policy g. (p.30)***

The draft AHS states that "Municipalities will, through plans, policies and programs... Establish transit-oriented inclusionary housing targets for purpose built rental and for housing affordable to low to moderate income households within 800 metres of new or existing rapid transit stations and 400 metres of frequent bus corridors that are anticipated to accommodate enhanced residential growth."

Inclusionary zoning can lead to the construction of targeted housing units, however, in other cases studies have indicated that this approach may increase the cost of market units in development projects subjected to inclusionary zoning. Based on this, caution should be exercised in requiring all municipalities to use this specific approach. Coquitlam has taken the position that density bonusing requirements provide the greatest flexibility in addressing needs and generating new units. It is important to note that density bonus and inclusionary zoning both draw from the same development pro-forma. In the Coquitlam context, an inclusionary zoning requirement could impact density bonus contributions and would reduce flexibility; and on that basis, it is suggested that the draft Regional Strategy provide inclusionary zoning as an option rather than a directive action.

Regional Strategy Goal 4: Policy h. (p.30)

The draft AHS advocates that "Municipalities will, through plans, policies and programs... Purchase and hold sites/air space parcels for new non-profit housing to be made available as funding becomes available, focusing on the Frequent Transit Network."

While the rationale of 'reserving' sites along the FTN for lower-cost housing is recognized, this could be a risky and expensive action for municipalities to undertake. Again, without funding commitments from senior governments, there is no certainty that municipal funds used to acquire such sites will result in new affordable units. Further, tasking the City with purchasing or holding lands along the FTN would be a significant and potentially unrealistic investment of tax dollars, which are otherwise required to deliver municipal core services and other civic facilities.

The Need for a More Flexible, Balanced Approach

Based on the above analysis and findings, the Regional Strategy should be revised to reflect a more balanced approach and increased flexibility in how local governments pursue housing affordability in their respective contexts. The Regional Strategy's proposed requirements also need to recognize that in an overall sense the creation of new affordable units at the local government level requires Provincial and Federal Government support and funding, otherwise the ability of local governments to effectively respond to housing affordability challenges will be limited.

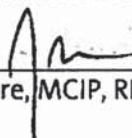
Financial Implications:

The HAS clearly identifies Coquitlam's financial commitment to address housing affordability and represents Council's decision on utilizing the City's limited resources in the context of competing demands and priorities. As the draft Regional Strategy is unclear on enforcement actions and the degree to which policies are required rather than suggested, the financial implications at this time cannot be fully identified. A more complete analysis of financial implications could be possible with the next draft of the Regional Strategy, and will be reported to Council as updates follow.

Conclusion:

Considerable alignment exists between the Metro Vancouver draft Regional Strategy and Coquitlam's new Housing Affordability Strategy. In particular, Coquitlam's HAS supports the efforts to concentrate densities near transit stations, seek partnership-based solutions, use regulatory and other incentives to encourage the development of rental units in all communities and offer tools and incentives to preserve existing rental stock. Coquitlam is well underway with actions that are designed to implement these types of solutions suggested by the draft Regional Strategy.

However, a number of other proposed requirements in the Regional Strategy do not recognize the balanced approach of the HAS, which is underpinned by solid, pragmatic funding mechanisms and the pursuit of partnership-based responses with senior government funding. In addition, Metro's requirements for inclusionary zoning, one-to-one rental replacement, the pre-purchase or holding by municipalities of land along transit corridors, as well as the potential impact of the update projection numbers suggested by the draft Regional Strategy, do not align with the HAS and Council priorities. Based on this, the Regional Strategy should be revised to enable more flexibility in how local governments pursue housing affordability in their respective contexts, and emphasize that senior government funding is required to achieve the Regional Strategy's requirements. Staff recommend that a letter be sent to Metro Vancouver and its member municipalities that includes this report and Council feedback on this item.


 J.L. McIntyre, MCIP, RPP
Attachments:

1. Letter dated November 23, 2015 from Metro Vancouver entitled Draft Regional Affordable Housing Strategy (Doc# 2177455)
2. Draft Regional Affordable Housing Strategy Update August 2015 (Doc# 2177449)
3. Coquitlam's Housing Affordability Strategy and the Draft Metro Vancouver Regional Affordable Housing Strategy (Doc# 2179737)

This report was prepared by Cathy van Poorten, Social Planner and Bruce Irvine, Planning Projects Manager and reviewed by Andrew Merrill, Major Project Planner and Carl Johannsen, Manager Community Planning.

ATTACHMENT 3

Coquitlam's Housing Affordability Strategy and the Draft Metro Vancouver Regional Affordable Housing Strategy

There is alignment in part between the draft Metro Vancouver Housing Affordability Strategy (Regional Strategy) and the Coquitlam Housing Affordability Strategy (HAS). There are also areas of disconnect between the two Strategies, as well as items of concern with the Regional Strategy that are noted and discussed in the accompanying staff report.

Areas of Alignment:

Specific policies (as listed under their respective Regional Strategy Goals) suggested by the draft Regional Strategy, that have already been enacted by the Coquitlam HAS and are being implemented, include:

GOAL 1 - EXPAND THE SUPPLY AND DIVERSITY OF HOUSING TO MEET A VARIETY OF NEEDS (p.22 of Regional Strategy)

- l) The Use of zoning and regulatory measures to expand the variety of types, tenure and built form of ground-oriented ownership and rental housing (i.e. coach houses/laneway houses, semi-detached and duplexes, micro units, townhouses including freehold townhouses, secondary rental market housing options such as accessory dwelling units in duplexes and townhouses, and other forms of infill and intensification).
- m) Encouraging a diversity of housing forms in proximity to the Frequent Transit Network including medium density ground oriented options in station shoulder areas.

GOAL 2 - PRESERVE AND EXPAND THE RENTAL HOUSING SUPPLY (p.24)

- f) Incentives designed to help make development of new purpose built market rental housing financially viable (i.e., parking reductions, fee waivers, increased density, and fast-tracking).
- g) Offering tools and incentives to preserve and sustain existing purpose built market rental housing (i.e., reduced parking, increased density for infill development, and transfer of density).
- h) Facilitating non-profit housing organizations to purchase existing rental buildings for conversion to non-profit operation.
- j) Enacting standards of maintenance bylaws to preserve the stock in good condition and prevent further erosion of existing rental stock.
- m) Providing clear expectations and mechanisms for increasing and retaining the purpose built market rental housing supply.
- n) Require tenant relocation plans as a condition of approving the redevelopment of existing rental housing (as originally established by Coquitlam's 2012 Transit-oriented Development Strategy or TDS).
- o) Ensure that developers notify tenants impacted by redevelopment of their rights under the *Residential Tenancy Act*.

Areas of Alignment cont'd/**GOAL 3 - MEET HOUSING DEMAND ESTIMATES FOR LOW TO MODERATE INCOME EARNERS (p.26)**

- l) Offering incentives for proposed new mixed income housing (i.e., parking reductions, fee waivers, increased density, and fast-tracking) to assist in making these housing options financially viable.
- n) Ensuring a portion of amenity contributions or payments-in-lieu are allocated for housing affordable to low and moderate income households.
- o) Allocating housing reserve fund monies to affordable housing projects based on clearly articulated and communicated policies.
- p) Working with non-profit and cooperative housing providers to address issues related to expiring operating agreements.

GOAL 4 - INCREASE THE RENTAL HOUSING SUPPLY ALONG THE FREQUENT TRANSIT NETWORK (p.29)

- j) Providing incentives for new purpose built rental housing and mixed income housing located in transit-oriented locations to enable them to achieve economic viability

GOAL 5 - END HOMELESSNESS IN THE REGION (p.31)

- h) Ensuring that housing action plans and/or homelessness plans include specific actions to be taken to facilitate partnerships to address homelessness. (Coquitlam has advanced this issue through *Coquitlam's approved Housing Affordability Strategy and the 2007 Affordable Housing Strategy and the direct Coquitlam actions related to 3030 Gordon and Como Lake Gardens projects*).
- a. Work with non-profit housing providers and private landlords to facilitate suitable housing options for persons who are homeless.
- j) Supporting agencies that serve the needs of the homeless population in the community.

Areas of Non-Alignment and Concern:

Specific policies (as listed under their respective Regional Strategy Goals) suggested by the draft Regional Strategy, that are of concern and are not aligned with the Coquitlam HAS, include:

GOAL 1 - EXPAND THE SUPPLY AND DIVERSITY OF HOUSING TO MEET A VARIETY OF NEEDS (p.22)

Municipalities will, through plans, policies and programs:

- k) Demonstrate how Housing Action plans policies and initiatives are intended to work towards achieving Metro 2040 housing demand estimates.

GOAL 2 - PRESERVE AND EXPAND THE RENTAL HOUSING SUPPLY (p.24)

Municipalities will, through plans, policies and programs:

- i) Require one for one replacement policies where existing rental supply is being redeveloped.

Areas of Non-Alignment and Concern cont'd/**GOAL 4 - INCREASE THE RENTAL HOUSING SUPPLY ALONG THE FREQUENT TRANSIT NETWORK (p.29)**

Municipalities will, through plans, policies and programs:

- g) Establish transit-oriented inclusionary housing targets for purpose built rental and for housing affordable to low to moderate income households within 800 metres of new or existing rapid transit stations and 400 metres of frequent bus corridors that are anticipated to accommodate enhanced residential growth.
- h) Purchase and hold sites/air space parcels for new non-profit housing to be made available as funding becomes available, focusing on the Frequent Transit Network.



Office of the City Clerk

D. Back, City Clerk
K. O'Connell, Deputy City Clerk

INTER-OFFICE MEMORANDUM

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2016 MARCH 08

FROM: CITY CLERK

FILE: 76500-01

**SUBJECT: ENVIRONMENTAL SUSTAINABILITY STRATEGY
DRAFT REPORT AND PHASE 3 PUBLIC CONSULTATION**
(ITEM NO. 7(01), MANAGER'S REPORTS, COUNCIL 2016 MARCH 07)

Burnaby City Council, at the Open Council meeting held on 2016 March 07, received the above noted report and adopted the following recommendations contained therein:

1. **THAT** Council authorize staff to undertake the third and final phase of the public consultation program to seek response to the *Draft Burnaby Environmental Sustainability Strategy (ESS) Report*, as outlined in Section 5 of this report.
2. **THAT** Council authorize staff to undertake public consultation on the *Draft Burnaby Community Energy and Emissions Plan (CEEP)*, as outlined in Section 6 of this report, as a supporting component of the third and final phase of ESS public consultation.
3. **THAT** Council send a copy of this report to the Environment Committee, the Planning and Development Committee, the Social Planning Committee, the Transportation Committee, and the Parks, Recreation and Culture Commission for their information.

Dennis Back
City Clerk

DB:nv

Please find referenced report attached to the agenda email or on the City of Burnaby website under Council Meeting Agenda – 2016 March 07



Meeting 2016 March 29

COMMITTEE REPORT

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2016 March 23

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 71000 01
*Reference: Community Benefits from
Density Bonuses - General*

**SUBJECT: CITY LANDS PROGRAM FOR NON-MARKET HOUSING PROJECTS –
PRIORITIES AND GUIDELINES**

PURPOSE: To review non-market housing priorities and recommend guidelines for a Request for Expressions of Interest (RFEOI) process for the City Lands Program for Non-Market Housing Projects.

RECOMMENDATION:

1. **THAT** Council approve the recommended Request for Expressions of Interest (RFEOI) guidelines and process, as outlined in Sections 4.0 and 5.0 of this report.

REPORT**1.0 INTRODUCTION**

On 2015 November 23, Council amended the Community Benefit Bonus Housing Fund policy to include a new City Land Program for Non-Market Housing Projects. The Community Benefit Bonus Housing Fund allocates density bonus funds for affordable housing projects. The new program will allow designated City lands to be leased at nominal cost to providers of non-market affordable housing, including non-profit and/or co-op housing associations and senior levels of government.

As approved by Council, the program is to be implemented in three phases:

- Phase 1, which was completed concurrently with program adoption, and which has identified two City-owned sites suitable for non-market housing at 7898 Eighteenth Avenue and 3802 Hastings Street;
- Phase 2, which will establish program priorities and guidelines for a Request for Expressions of Interest (RFEOI) process; and
- Phase 3, which will advance each identified site through the Request for Proposals (RFP) approval process.

This report presents recommendations for Phase 2 program implementation.

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2.0 BACKGROUND

2.1 Non-Market Housing Policy

Burnaby's Official Community Plan (OCP), Regional Context Statement (RCS), and Social Sustainability Strategy (SSS) all contain policies supporting the development and protection of non-market housing. Specific policies include:

- OCP Residential Framework:
 - *Goal 4* is to “help ensure that the needs of people with special and affordable housing requirements are met.”
 - *Section 4.3* directs the City to “seek new methods, regulations and partnerships to encourage the development and protection of affordable and special needs housing.”
- Regional Context Statement:
 - *Goal 4: Develop Complete Communities* outlines Burnaby's commitment to encouraging diverse and affordable housing choices, including:
 - Working with senior levels of government in increasing the supply of affordable rental units for households with low or low to moderate incomes and meeting housing needs across the continuum; and
 - Encouraging and facilitating affordable housing development through measures such as below market leases of publicly owned property.
- Social Sustainability Strategy:
 - *Strategy 1: Meeting Basic Needs* calls for further advocacy to senior levels of government for programs and policies that support affordable housing, and continued efforts to facilitate development of non-market and supportive housing.
 - *Suggested Actions 11-13, and 16* recommend:
 - Developing or clarifying criteria for the City's Housing Fund to fill gaps in the housing continuum;
 - Continuing to lease City-owned properties for non-market and supportive housing that is affordable to low and moderate income households;
 - Continuing to add to Burnaby's stock of adaptable/accessible housing through the Community Benefit Bonus Policy; and
 - Looking for opportunities to work with senior levels of government, businesses, Fraser Health, community organizations and otherwise to facilitate the development of housing that is supportive of and suitable and affordable to specific target groups such as low and moderate income households, and those experiencing mental illness, addictions, family violence, homelessness and other challenges.

Consistent with these policies, the City maintains the Community Benefit Bonus Housing Fund (CBBHF) to facilitate development of new affordable housing stock and to leverage contributions from senior levels of government and other housing providers. To evaluate grants

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for “community-sponsored projects” advanced by non-profit housing providers, the CBBHF reviews the following criteria:

- the additional benefit to be derived from City support of any particular project;
- the non-profit status of the organization submitting the application;
- the nature of the proposed project and the specific community need addressed;
- the capabilities and experience of the non-profit applicant;
- the commitments and opportunities for other project funding;
- the geographic location of the proposed development and its role in facilitating a balanced distribution of affordable housing;
- a sound financial or business plan for the project; and
- the current availability of funds deposited in the CBBHF.

As a program of the CBBHF, the City Lands Program for Non-Market Housing should include guidelines that are consistent with the above criteria.

2.2 Non-Market Housing Models

Non-market housing models include the following:

- Non-Profit Housing – Housing developments that are owned and operated by non-profit housing providers. This housing is typically built through senior government funded housing supply programs.
- Cooperative Housing (“Housing Co-ops”) – Housing developments where residents who are members of the cooperative own and manage the building(s). Each member has one vote and members work together to keep their housing well-managed and affordable.
- Public Housing - Housing developments that are operated directly by senior levels of government or contracted agencies.

The term “Social Housing,” which refers to developments built under Federal, Provincial, Regional or joint housing programs for households with low to moderate incomes, can apply to any of the above housing models.

Affordability is the primary purpose of non-market housing. In addition, some non-market housing is designed to accommodate the special needs of seniors, persons with disabilities, persons fleeing violence or recovering from drug or alcohol addiction, and others needing supports to access housing. Assisted living, supportive housing, and long term care facilities provide a range of support to meet different levels of need, and may be provided by non-profit organizations or government agencies.

2.3 Non-Market Housing Need in Burnaby

Burnaby’s current inventory of non-market housing was outlined in the *Burnaby Housing Profile 2015*, which found that:

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- Burnaby contains 7,876 non-market housing units or beds in 154 developments:
 - 42% (3,331 units) in 46 non-profit and public housing developments, including:
 - 1,808 units for seniors;
 - 769 units for families;
 - 694 units for seniors and families;
 - 40 units for adults with disabilities; and
 - 20 units for senior women.
 - 24% (1,900 units) in 26 co-op housing developments.
 - 22% (1,725 beds) in 55 community care facilities.
 - 10% (762 units) in 9 seniors' assisted living and supportive housing developments.
 - 2% (181 units/beds) in 18 special needs housing facilities.

These figures indicate that approximately 1/3 of all non-market housing units are designated for seniors, in addition to the 694 non-profit housing units in mixed senior/family developments (312 of which are studio or one-bedroom units) and the community care facility beds that accommodate seniors in care. Approximately 10% of non-profit and public housing units are allocated specifically to families. The 1,900 co-op housing units (24% of total) are available to all ages, with many units suitable for families and some units accessible to persons with disabilities. The remaining non-market housing units/beds serve individuals with specialized health or social needs.

As reported in the November 2015 update to the *Metro Vancouver Housing Data Book*, demand for non-market rental housing reflects a similar demographic. In 2015, a total of 1,199 Burnaby residents were on the BC Housing waitlist for non-market housing; these households were categorized as follows:

- 482 households (40%) were families with children or couples;
- 365 households (30%) were seniors;
- 207 households (17%) were persons with disabilities;
- 101 households (8%) were single persons other than seniors and without disabilities; and
- 44 households (4%) required a wheelchair accessible unit.

In addition, the *Metro Vancouver Housing Data Book* has identified households facing affordability and other challenges that could benefit from non-market housing opportunities. In 2011, 9,410 renter households in Burnaby were determined to be in Core Housing Need, in that their homes failed to meet standards for adequacy, suitability, and/or affordability.¹ Of these households, 3,455 spent more than 50% of their income on housing and are considered at risk of homelessness. In addition, 2,825 owner households also were considered at risk of homelessness for the same reasons. The distribution of these households includes the following:

- 2,870 households (45%) were families with children;

¹ Adequate dwellings are those reported by their residents as not requiring any major repairs. Suitable dwellings have enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements. Affordable dwellings are those that cost less than 30% of total before-tax household income.

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- 1,390 households (22%) were seniors; and
- 1,850 households (30%) were single persons or couples without children (age 15-64).

Regarding future demand, preliminary estimates from Metro Vancouver indicate that in Burnaby, over the next ten years:

- Rental demand will increase by 6,800 households;
- 2,890 of those households (43%) will have very low income (< \$30,000 annually);
- Of the very low income households, 800 will be families, whose space requirements and expenditures for basic needs generally exceed those of single or two-person households; and
- An additional 1,440 (21%) of those households will have low income (\$30,000 to \$50,000 annually).

In summary, the above figures indicate a distribution of housing need across the spectrum traditionally served by non-market housing, including families, seniors, and persons with disabilities, particularly those with very low or low income.

3.0 NON-MARKET HOUSING PRIORITIES

Based on existing City policy and on the assessment of community need, it is recommended that the City Lands for Non-Market Housing program seek projects that meet the following objectives:

- Provide affordable housing for very low and low income Burnaby residents.
- Provide a mix of housing types, including:
 - Accessible and adaptable housing units;
 - Units suitable for families with children; and
 - Units suitable for seniors.
- Provide secure housing on a permanent, not-for profit basis.
- Provide liveable housing that enhances the lives of residents and the surrounding community.

In order to encourage a diversity of submissions, and maintain flexibility in providing assistance consistent with the core needs of the community, staff recommends that proposal guidelines be broad and inclusive, with eligibility dependent primarily on an ability to provide secure, below-market rental housing consistent with the above stated objectives. Specific guidelines for RFEOI submissions are outlined in Section 4.0 below.

4.0 RFEOI GUIDELINES

The following sections provide recommended guidelines for RFEOI submissions, including eligibility criteria, proposal components and site specific development standards. These guidelines are intended to ensure that projects meet the identified objectives, are sustainable over time, fit well within their local settings and prioritize the non-market housing needs of the

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community. It is recommended that these guidelines be reviewed periodically as the program expands to include new sites and as conditions affecting the need for non-market housing change in the future.

4.1 Eligibility Criteria

In order to ensure that projects meet the intent of the program, and can be effectively delivered by the project proponent, it is recommended that participation in the RFEOI program be subject to the following eligibility criteria:

- a. Applicant:
 - i. Not-for-profit corporation incorporated and in good standing under the *BC Society Act* or the *Canada Not-for-profit Corporations Act*; and
 - ii. Charitable Organization registered and in good standing under the federal *Income Tax Act*;
 - iii. Federal, Provincial, or Regional government agency; or
 - iv. Development proponent representing, developing, and/or constructing housing for any of the above.
- b. Owner/Operator:
 - i. Not-for-profit corporation incorporated and in good standing under the *BC Society Act* or the *Canada Not-for-profit Corporations Act*; and
 - ii. Charitable Organization registered and in good standing under the federal *Income Tax Act*; or
 - iii. Federal, Provincial or Regional government agency.
- c. Financing:
 - i. Applicant must demonstrate a secured funding model that will protect affordability over the life of the project.
 - ii. Funding must enable the project to be delivered in a timely manner.
- d. Experience:
 - i. Applicant must demonstrate a record of success in non-market rental housing development and management.
- e. Placement:
 - i. Proposals must demonstrate an ability to meet the non-market rental housing needs of Burnaby citizens.
- f. Tenure:
 - i. Proposals must provide permanent non-market rental housing.

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If approved by Council, these criteria would provide the basis for initial screening of all RFEOI submissions.

4.2 Submission Requirements

In addition to meeting eligibility criteria, it is recommended that all RFEOI submissions be required to address the following submission requirements:

- Level of affordability: What household income levels would be served by the proposal and what would be the rent structure on a per unit and aggregate basis?
- Family friendliness: Does the proposal include two and three bedroom units affordable to very low income families and/or family friendly amenities?
- Accessibility: Does the proposal include adaptable and/or fully accessible housing units?
- Mix of housing units: Does the proposal provide a mix of unit sizes and types (e.g., senior and family housing)?
- Liveability: Does the proposed project include features and amenities that would enhance the lives of residents and the surrounding neighbourhood?
- Timeliness: What is the proposed project timeline?
- Consistency – Does the proposed project meet the objectives of the City’s Official Community Plan, Social Sustainability Strategy and other City policies and land use guidelines? How does the proposed project meet the site specific development guidelines outlined in Section 4.3 below?

Responses to these issues will provide a basis for Council to evaluate the potential of any proposal to meet the program’s objectives.

4.3 Site Specific Development Guidelines

In addition to the eligibility criteria and submission requirements outlined in Sections 4.1 and 4.2 above, specific development guidelines are recommended for the two City-owned sites selected by Council for the City Lands Program. These development guidelines are intended to ensure that all proposals are consistent with Council’s adopted area plan designations and standards, and can be successfully integrated into the surrounding community. Proposed guidelines for each site, as well as the required development approvals, are outlined in *Appendix A and B*. The proposed guidelines include the following:

3804 Hastings Street (Appendix A)

- Site options:
 - entire site, with all non-market housing
 - entire site, with a mix of market rental and non-market housing
 - eastern portion of the site only, with all non-market housing
- Medium density multiple family residential development
- Potential unit count range of 135 – 150 units

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- C8a District densities (maximum 3.0 FAR)
- CD(C8a) District zoning
- Stacked townhouse or apartment form
- Ground floor commercial storefronts
- Maximum height between four and six storeys
- Enhanced pedestrian environment and streetscape
- Underground parking and vehicular access off the rear lane

7898 Eighteenth Avenue (Appendix B)

- Medium density multiple family residential development
- Potential unit count range of 20 – 23 units
- RM3 District densities (maximum 1.1 FAR)
- CD(RM3) District zoning
- Stacked townhouse or apartment form
- Maximum height between two and four storeys
- Enhanced pedestrian environment and streetscape
- Underground parking and vehicular access off of Eighteenth Avenue

5.0 RFEOI PROCESS AND FEES

The RFEOI process is intended to generate and evaluate interest in the development of non-market housing on the two selected City-owned sites. This section outlines the recommended steps in the RFEOI process, including an ensuing Request for Proposal process to obtain more detailed project information from proponents. It also discusses the development process for selected projects and associated fees and City contributions.

5.1 RFEOI/RFP Process

The recommended process would include the following steps:

- Step 1 - Development of the RFEOI package.
- Step 2 - Advertising through newspapers, online media (including BC Bid) and direct mail/outreach.
- Step 3 - Screening of proposals to determine eligibility.
- Step 4 - Planning and Development Committee review of eligible project proposals.
- Step 5 - Initiation of a Request for Proposal (RFP) process, including:
 - Invitation to short-listed projects to submit more detailed proposals; and
 - Consideration for 50/50 funding for proposal preparation (e.g., architectural plans, pro forma).

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Step 6 - Project selection through advancement of a report to the Planning and Development Committee with a recommendation to Council.

Upon selection of a project, the applicant would pursue the necessary development approvals and all required legal agreements would be executed according to established policies and practices.

5.2 Development Process and Fees

The lease of each City-owned site would be subject to the successful completion of a rezoning application to the CD Comprehensive Development District (based on the appropriate site specific zone districts and development guidelines noted in Section 4.3 above). Necessary servicing of each site would be required as a condition of rezoning approval. Preliminary Plan Approval and Building Permits would also be required prior to construction. Rezoning, permit, and servicing fees may be offset through the Community Benefit Bonus Housing Grant program, subject to Planning and Development Committee and Council approval.

5.3 City of Burnaby Contributions

The City's contributions to the project would be provided by the Community Benefit Bonus Housing Fund and would include:

- Support for development of selected proposal(s);
- Off-setting of land costs to support a nominal lease rate over a term of 60 years; and
- Offsetting of development costs, including:
 - rezoning application fees;
 - Preliminary Plan Approval and building permit application fees;
 - civil servicing costs; and
 - City development cost charges.

These contributions would require review through the established Housing Fund process, including Planning and Development Committee and Council approval.

6.0 CONCLUSION

The City Land Program for Non-Market Housing provides an opportunity to further increase non-market affordable rental housing opportunities in Burnaby, and respond to the demonstrated demand for lower income housing in our community. This report implements Phase 2 of the City Land Program by recommending program priorities and guidelines for a Request for Expressions of Interest (RFEI) process intended to generate proposals from non-profit and/or co-operative housing organizations and senior levels of government.

Based on existing City policy and on the assessment of community need, it is recommended that the program seek projects that provide a mix of affordable housing types for very low and low income Burnaby residents, including families with children and seniors, on a permanent, not-for

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profit basis. Recommended guidelines reflect these priorities and provide eligibility criteria and specific development standards for each of the two City-owned sites selected for the program.

Should Council choose to adopt the guidelines, staff will begin Phase 2 of the program, which will advance each non-market housing site through an RFEOI process with Planning and Development Committee and Council review of submissions received.


Lou Pelletier, Director
PLANNING AND BUILDING

LF:sa
Attachments

cc: City Manager

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3802 Hastings Street Development Guidelines Heights Area Plan

Property Characteristics

Site Area:	One lot measuring approximately 4,744 m ² (51,064 sf) - The eastern portion of the site is approximately 1,981 m ² (21,323 sf)
Current Zoning:	CD Comprehensive Development District (utilizing the C8 Urban Village Commercial District (Hastings) and the Heights Area Plan as guidelines).
Planned Zoning:	CD Comprehensive Development District (utilizing the C8a Urban Village Commercial District (Hastings) and the Heights Area Plan as guidelines).

Development Guidelines

The subject City-owned property is being offered for lease through an RFEI/RFP process to advance the development of affordable multiple family residential development under the Council adopted City Lands Program for Non-Profit Housing. Guidelines for development are as follows:

Rezoning:

The lease of the City lands is subject to the successful completion of a CD Comprehensive Development Rezoning Application (using the C8a Urban Village District (Hastings) and Heights Area Plan as guidelines).

Preliminary Plan Approval:

The lease of the City lands is subject to the submission of a Preliminary Plan Approval Application in line with the proposed zoning, in advance of submitting a Building Permit Application for the site.

Servicing:

The site has not been serviced to its final standard and will require detailed site servicing including, but not limited to:

- The provision of separated sidewalks, complete with concrete curb and gutter and street lighting, as necessary, along the Hastings Street and Esmond Avenue frontages.
- The undergrounding of all adjacent overhead utility lines on any fronting road and on-site to the point of connection.
- Standard requirements for water main, sanitary sewers and storm sewers.
- Provision of a bus shelter on Hastings Street.
- Provision of lane improvements, including pedestrian lighting.

Site Options:

The site consists of an approximately 2,773 m² (29,848 sf) western portion and an approximately 1,981 m² (21,323 sf) eastern portion. Development on the site could occur under any of the following models:

- Development of the entire site with all non-market housing.
- Development of the entire site with a mix of market rental and non-market housing to achieve maximum aggregate affordability.
- Development of the eastern portion of the site with all non-market housing.

Land Use and Density:

- The subject site is to be developed to a maximum Floor Area Ratio of 3.0 FAR with underground parking, with a maximum height of between four and six storeys and 16.0 m, and with a potential unit count range of 135 – 150 units.
- Uses on the subject site are limited to C8a District commercial uses at grade level and Non-Profit Rental Housing on the upper floors.
- Development setbacks and massing are to be determined through the Comprehensive Development Rezoning process.
- At least 20% of all units, and 100% of units for seniors, shall be adaptable housing units.
- Parking ratios for the development are to be determined by use as part of the Comprehensive Development Rezoning process.
- Site access from the rear lane to be determined through the Comprehensive Development Rezoning process.
- Development design should integrate Crime Prevention through Environmental Design (CPTED) and Universal Accessibility Standards.
- The development application will require the provision of a comprehensive stormwater management plan for the site.

Development Cost Charges:

Development Charges attributable to this development may include:

- Greater Vancouver Sewerage and Drainage District Charge
- Burnaby School Site Acquisition Charge
- Burnaby Parkland Acquisition Charge

Potential CBBHF Grants:

City related rezoning, permit, and servicing fees and development cost charges may be offset through the Community Benefit Bonus Housing Fund (CBBHF) Grant program, subject to Planning and Development Committee and Council approval.

7898 Eighteenth Avenue Development Guidelines Sixth Street Area Plan

Property Characteristics

Site Area:	One lot measuring approximately 1,740 m ² (18,729 sf)
Current Zoning:	CD Comprehensive Development District (utilizing the RM2 Multiple Family Residential District and the Sixth Street Area Plan as guidelines).
Planned Zoning:	CD Comprehensive Development District (utilizing the RM3 Multiple Family Residential District and the Sixth Street Area Plan as guidelines).

Development Guidelines

The subject City-owned property is being offered for lease through an RFEOI/RFP process to advance the development of affordable multiple family residential development under the Council adopted City Lands Program for Non-Profit Housing. Guidelines for development are as follows:

Rezoning:

The lease of the City lands is subject to the successful completion of a CD Comprehensive Development Rezoning Application (using the RM3 Multiple Family Residential District and Sixth Street Area Plan as guidelines).

Preliminary Plan Approval:

The lease of the City lands is subject to the submission of a Preliminary Plan Approval Application in line with the proposed zoning, in advance of submitting a Building Permit Application for the site.

Servicing:

The site has not been serviced to its final standard and will require detailed site servicing including, but not limited to:

- The provision of separated sidewalks, complete with concrete curb and gutter, 1.8m tree and grass boulevard, 1.5m concrete sidewalks, 1.2m grassed rear boulevard and street lighting, as necessary, along the site's Eighteenth Street frontage.
- The undergrounding of all adjacent overhead utility lines within road rights-of-way and on-site to the point of connection.
- Standard requirements for water main, sanitary sewers, and storm sewers.

Land Use and Density:

- The subject site is to be developed to a maximum Floor Area Ratio of 1.1 FAR with underground parking, with a maximum height of two to four storeys, and with a potential unit count range of 20 – 23 units.
- Uses on the subject site are limited to Non-Profit Rental Housing.
- Stacked townhouse or apartment building forms are supported.
- Development setbacks and massing are to be determined through the Comprehensive Development Rezoning process.
- At least 20% of all single-level units, and 100% of single-level units for seniors, shall be adaptable housing units.
- Parking ratios for the development are to be determined by use as part of the Comprehensive Development Rezoning process.
- Site access to be provided from Eighteenth Avenue as determined through the Comprehensive Development Rezoning process.
- An enhanced pedestrian environment and streetscape, with appropriate landscaping and lighting, is to be provided.
- Development design should integrate Crime Prevention through Environmental Design (CPTED) and Universal Accessibility Standards.
- The development application will require the provision of a comprehensive stormwater management plan for the site.

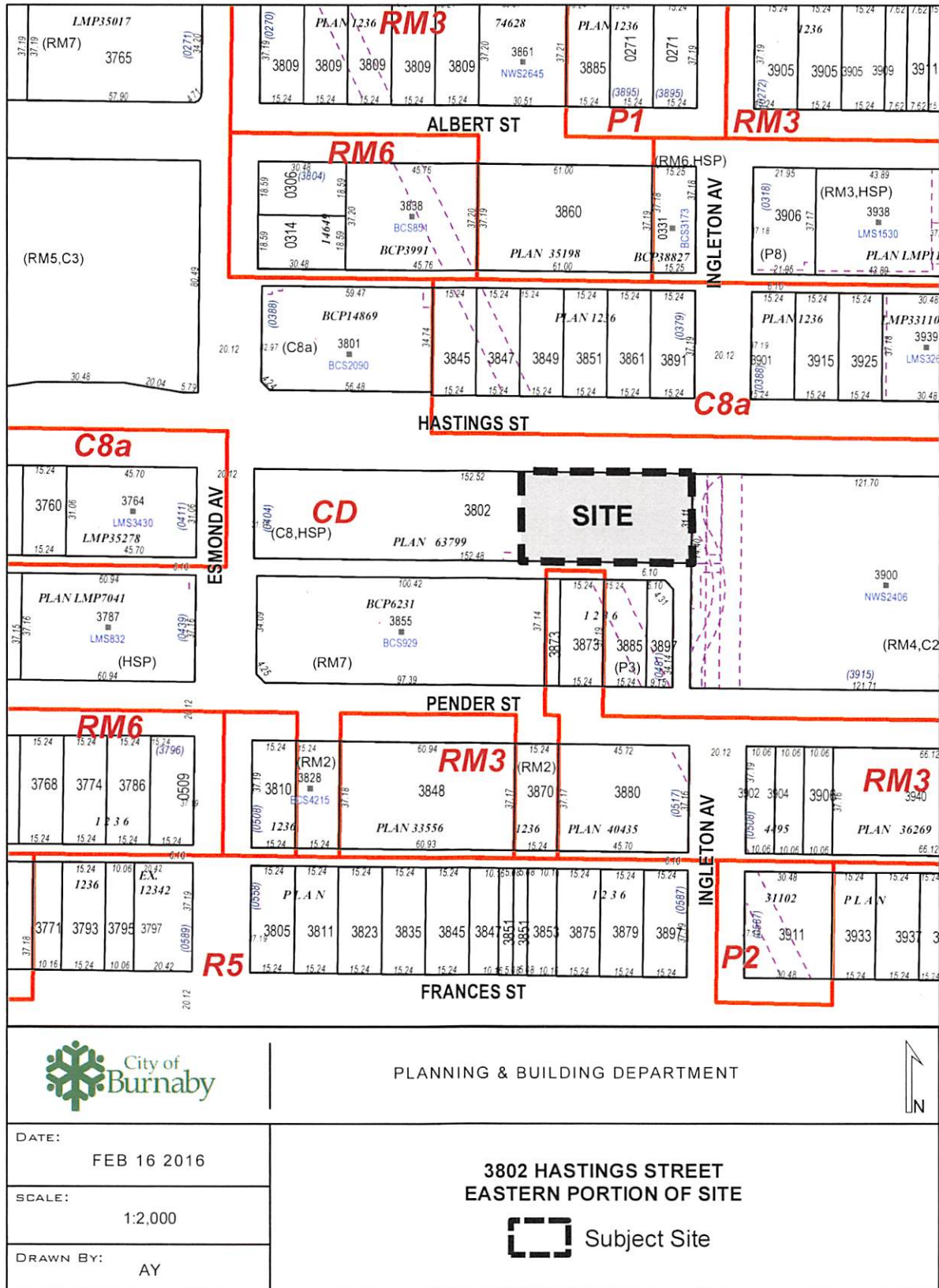
Development Cost Charges:

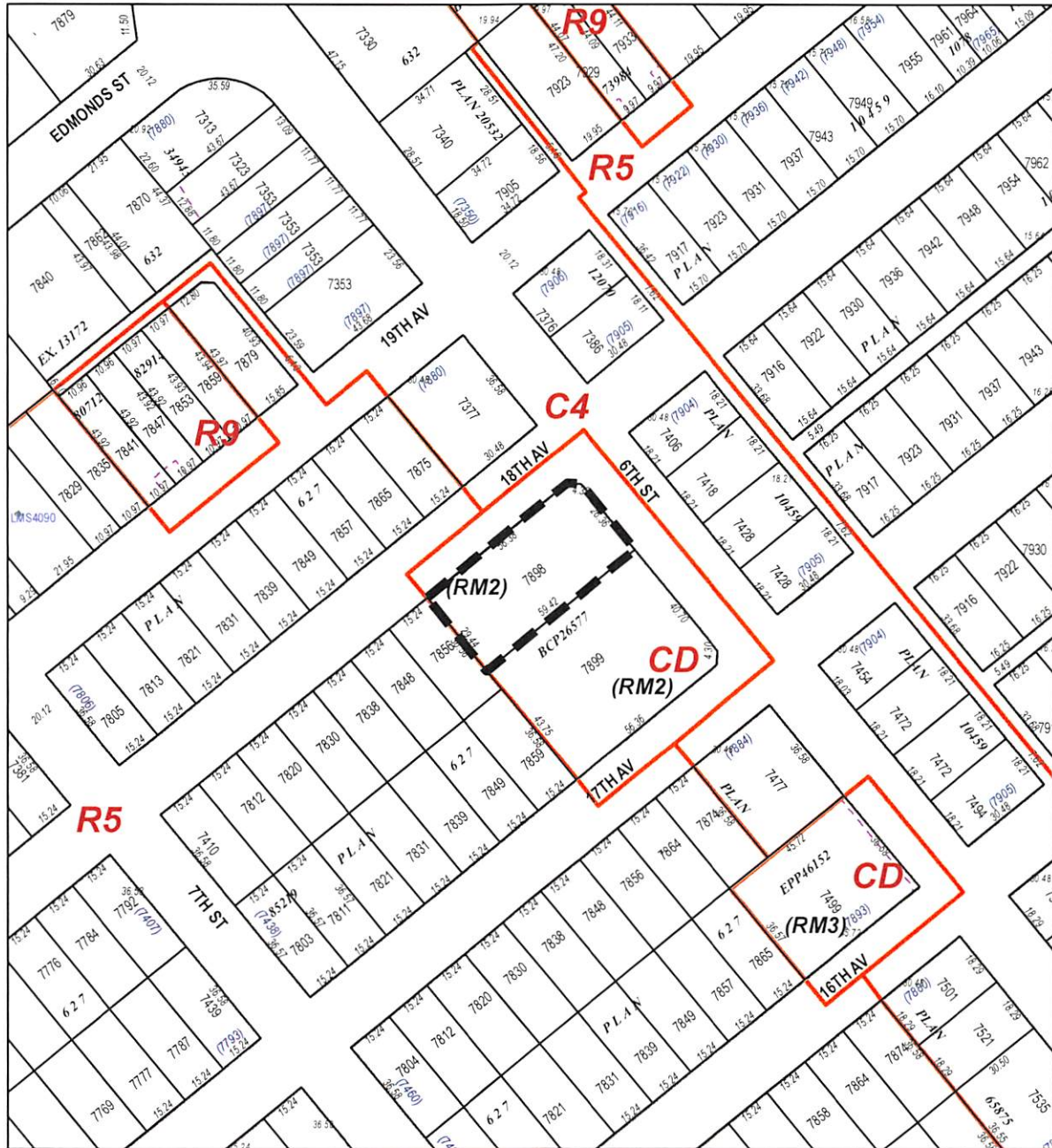
Development Charges attributable to this development may include:

- Greater Vancouver Sewerage and Drainage District Charge
- Burnaby School Site Acquisition Charge
- Burnaby Parkland Acquisition Charge

Potential CBBHF Grants:

City related rezoning, permit, and servicing fees and development cost charges may be offset through the Community Benefit Bonus Housing Fund (CBBHF) Grant program, subject to Planning and Development Committee and Council approval.





		PLANNING & BUILDING DEPARTMENT		
DATE: FEB 16 2016		7898 EIGHTEENTH AVENUE  Subject Site		
SCALE: 1:2,000				
DRAWN BY: AY				

Sketch #3



Meeting 2016 March 29

COMMITTEE REPORT

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2016 March 24

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 49500 10
Reference: R12 3570/3650/3670/3690
Douglas Street and 5628
Hardwick Street

SUBJECT: REQUEST FOR AREA REZONING TO THE R12 DISTRICT –
3570/3650/3670/3690 DOUGLAS ROAD AND 5628 HARDWICK STREET

PURPOSE: To seek Council's concurrence to initiate a consultation process to explore the desirability of an area rezoning of the subject properties to the R12 Residential District.

RECOMMENDATIONS:

1. **THAT** Council be requested to authorize initiation of a consultation process to explore the desirability of an R12 area rezoning for 3570/3650/3670/3690 Douglas Street and 5628 Hardwick Street.
2. **THAT** a copy of this report be sent to Mr. Shameer Punjani, the petition organizer, at 2971 Phillips Avenue, Burnaby, BC, V5A 2W4.

REPORT

1.0 BACKGROUND

A petition requesting the rezoning for 3570/3650/3670/3690 Douglas Street and 5628 Hardwick Street has been received in the Planning Department. The petition represents an area consisting of five legal lots containing one two-family dwelling, three single family dwellings, and a legal non-conforming corner store that is no longer in operation (see attached *Sketch #1*). The petition was signed by three (60%) of the five property owners in the proposed rezoning area. The purpose of this report is to seek Council authorization to initiate an R12 area rezoning consultation process in response to the petitioners' request.

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2.0 DISCUSSION

2.1 Subject Area

The area represented on the petition consists of properties on the east side of Douglas Road from the lane north of Hardwick Street to the north side of Woodsworth Street. The proposed rezoning area, currently zoned R5 District, is located in the Douglas-Gilpin neighbourhood. The area across Douglas Road to the west is zoned R3 District. Two properties located immediately to the north are zoned R9 Residential District, beyond which are properties zoned R5 District. The City Works Yard, zoned M2 General Industrial District, is located to the northeast. The properties to the south and east are zoned R12 District (Rezoning Reference #00-02). The proposed rezoning area is designated in the Official Community Plan (OCP) for 'Single and Two-family Residential Urban' development under the Residential Framework, and as such the proposal is consistent with OCP policy directions for this area.

The area is comprised of five legal lots developed with one two-family dwelling, three single family dwellings, and a legal non-conforming corner store that is no longer in operation. Lot widths range from 15.24 m (50 ft.) to 22.36 m (73.36 ft.); lot areas range from 501.41 m² (5,397.13 sq.ft.) to 718.88 m² (7,737.96 sq.ft.). It is noted that these sites slope down from Douglas Road, and vehicular access is restricted from Douglas Road. Therefore, vehicular access to the properties at 3570 Douglas Road and 5628 Hardwick Street is provided via Hardwick Street; access to 3650 and 3670 Douglas Street is provided via the flanking (south) lane that extends west from Godwin Avenue; and vehicular access to 3690 Douglas Road is provided via Woodsworth Street. The buildings are of mixed age – four were built before 1975, including the corner store in 1930, and one was built in 2012. Three of the homes are owner-occupied and are generally well maintained. The corner store has been vacant since 2015 August.

2.2 Current and Proposed Development Potential

The current R5 District development potential of the five lots is for one two-family dwelling at 3570 Douglas Road and four single family dwellings on the other properties.

The R12 District zoning category was established to allow for single and two-family dwellings on small lots. Under the R12 District, each lot shall have an area of not less than 306.57 m² (3,300 sq.ft.) and a width of not less than 9.15 m (30 ft.). Single family dwellings are permitted on all legal lots. Two-family dwellings are also permitted in the R12 District but are not permitted on a lot that is less than 13.7 m (45 ft.) wide unless the lot has lane access.

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With respect to the subject proposal under the R12 District, 3570 Douglas Road would retain its two-family dwelling development potential and the remaining four lots would be eligible for a two-family dwelling. It is also noted that two of those eligible properties, 3670 and 3690 Douglas Street, together with the existing irregularly shaped R12 District property at 5687 Woodsworth Street, could be reconfigured through subdivision as five lots, each with two-family dwelling development potential. Development potential is subject to meeting all City bylaw regulations and servicing requirements.

2.3 Past Area Rezoning Proposals

It is noted that the five subject properties have been included in two previous area rezoning proposals. In 1996, the subject properties were initially part of an R12 area rezoning process for properties to the south and east of the sites. However, the subject properties, as well as properties on the east side of Douglas Road to Laurel Street and properties on the south side of Laurel Street between Douglas Road and the City Works Yard, were excluded from the area rezoning application (Rezoning Reference REZ#00-02), primarily due to inadequate support from Douglas Road property owners. Other concerns also related to the availability of lanes, the Douglas Road truck route, and property grades¹.

In 2005, the properties were the subject of a second R12 area rezoning proposal that extended to Laurel Street. This proposal was denied for this broader area due to access concerns, property orientation in the Fulwell Street area, lack of relation to the existing R12 area, and road requirements.

It is also noted that, in 2011, a rezoning application (REZ#11-48) to rezone 3630 Douglas Road (now addressed as 5628 Hardwick Street) and 3650 Douglas Road to the R12 District was rejected as a spot rezoning, given that only two properties were included in the proposal.

As discussed below in Section 2.4, the subject application is for a smaller area where there is merit in exploring the proposed area rezoning. The proposed area is sufficiently different from the areas of previous proposals, and the issues raised previously are substantially addressed.

2.4 Area Rezoning Assessment

R12 District area rezoning requests are evaluated based on a number of factors including Official Community Plan (OCP) designation, existing housing character, and the appropriateness of the proposed boundaries. In this case, the subject area is appropriately

¹ It is noted that the Laurel Street properties were also excluded because, without the Douglas Road properties, they would have formed a separate two lot R12 "island" separate from the rest of the proposed R12 area, which was not considered appropriate or consistent with properties on the north side of Laurel Street.

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designated in the OCP for 'Single and Two-family Residential Urban' development, which would allow for the requested R12 District rezoning.

With respect to existing housing character, the subject area is not currently developed with existing small lot development. However, the area across Woodsworth Street to the south and the area immediately to the east, which is contiguous with the proposed rezoning area, is currently zoned R12 District, with many lots being of small lot character with lot widths of 10.06 m (33 ft.) to 12.04 m (39.5 ft.). In addition, the two properties immediately north of the subject area are zoned R9 District and have widths between 9.25 m to 9.38 m (30.35 ft. to 30.77 ft.). Unlike the previous 1996 and 2005 proposals, which included properties located relatively far from existing small lot character, the subject area is more directly related to small lot development to the east and south.

The petition area represents more than one block front, which is generally suitable for the proposed R12 District and which would provide consistency with zoning to the north, south, and east. The area, smaller than the 1996 and 2005 proposals and bigger than the 2011 spot rezoning proposal, provides a more logical R12 District boundary than what currently exists and was previously proposed. Furthermore, a lot pattern more consistent with the existing R12 District area to the east could be obtained through subdivision at Douglas Road and Woodsworth Street.

In addition, unlike the 1996 proposal, the current proposal has sufficient support from the property owners to pursue an R12 area rezoning process, with three of five property owners (60%) having signed the petition. Furthermore, the subject properties in the current proposal have a larger proportion of buildings built prior to 1975, suggesting that there is potential for redevelopment.

Furthermore, in terms of access, there are no proposed new lots oriented or requiring access from Douglas Road, although there is the potential for two two-family dwellings to replace two single family dwellings along Douglas Road.

Unlike the previous proposals, all of the subject properties in the current proposal have alternate road or lane access. In addition, it is expected that the two southern properties at 3670 and 3690 Douglas Road will be consolidated with the adjacent R12 District property at 5687 Woodsworth Street and subdivided into five lots, each of which would front onto Woodsworth Street. As such, there would be no proposed new lots oriented to Douglas Road.

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Road dedication requirements for 3670 and 3690 Douglas Road, to be determined by the Engineering Department, will be a prerequisite of those properties' subdivision in conjunction with 5687 Woodworth Street. There are no immediate dedications required for the remaining three subject properties, which do not have subdivision potential. City transportation objectives can generally be achieved within the existing Douglas Road right-of-way, and any new developments will be subject to Siting Approval in order to ensure there is appropriate siting of development with respect to any future dedication requirements. Additionally, a covenant specifying future subdivision, including any requirements for road dedication, will be required prior to Final Adoption of this R12 rezoning amendment bylaw for the properties at 3670 and 3690 Douglas Road.

In summary, the subject proposal is considered worthy of advancing to public consultation.

2.5 Consultation Process

If authorized, the consultation process will include several means by which residents can comment on the proposed area rezoning. Brochures and questionnaires will be sent to the owners and tenants in the block front proposed for rezoning. In accordance with Council policy, residential properties within 100 m (328 ft.) of the proposed rezoning area will be included in the consultation area (see attached *Sketch #1*). An open house with displays and opportunities for questions and comments will be scheduled at the nearby Douglas Road Elementary School.

The results of the public consultation will be assessed to determine if there is adequate support for the area rezoning and the results will be reported back to Committee and Council. The Council adopted guidelines for area rezonings state that a proposal to be forwarded to Public Hearing should meet the following criteria:

1. Where the response rate is 100%, at least 50% of all the property owners in a defined area have indicated that they support an area rezoning; or,
2. Where the response rate is less than 100%, at least 50% of the property owners have responded and 70% of those support the area rezoning.

3.0 CONCLUSION

A petition was received from three (60%) of the five property owners in the subject area, requesting an area rezoning to the R12 Residential District. The rezoning would permit single family dwellings on 9.15 m (30.02 ft.) wide lots and two-family dwellings on 9.15 m (30.02 ft.) wide lots with lane access, and two-family dwellings on lots with a width of or greater than 13.7 m (44.95 ft.) that do not have lane access.

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Given the area's OCP designation, the general small lot character of the area to the north, south, and east, the configuration of the proposed rezoning area, and the support of the property owners to pursue the area rezoning process, it is recommended that a consultation process be initiated to explore the interest of property owners to pursue an area rezoning to the R12 Residential District. The process would include brochures, questionnaires, and an open house to determine support for the rezoning. The results would be reported back to Committee and Council with a recommendation to either advance or not advance the rezoning through the bylaw approval process.

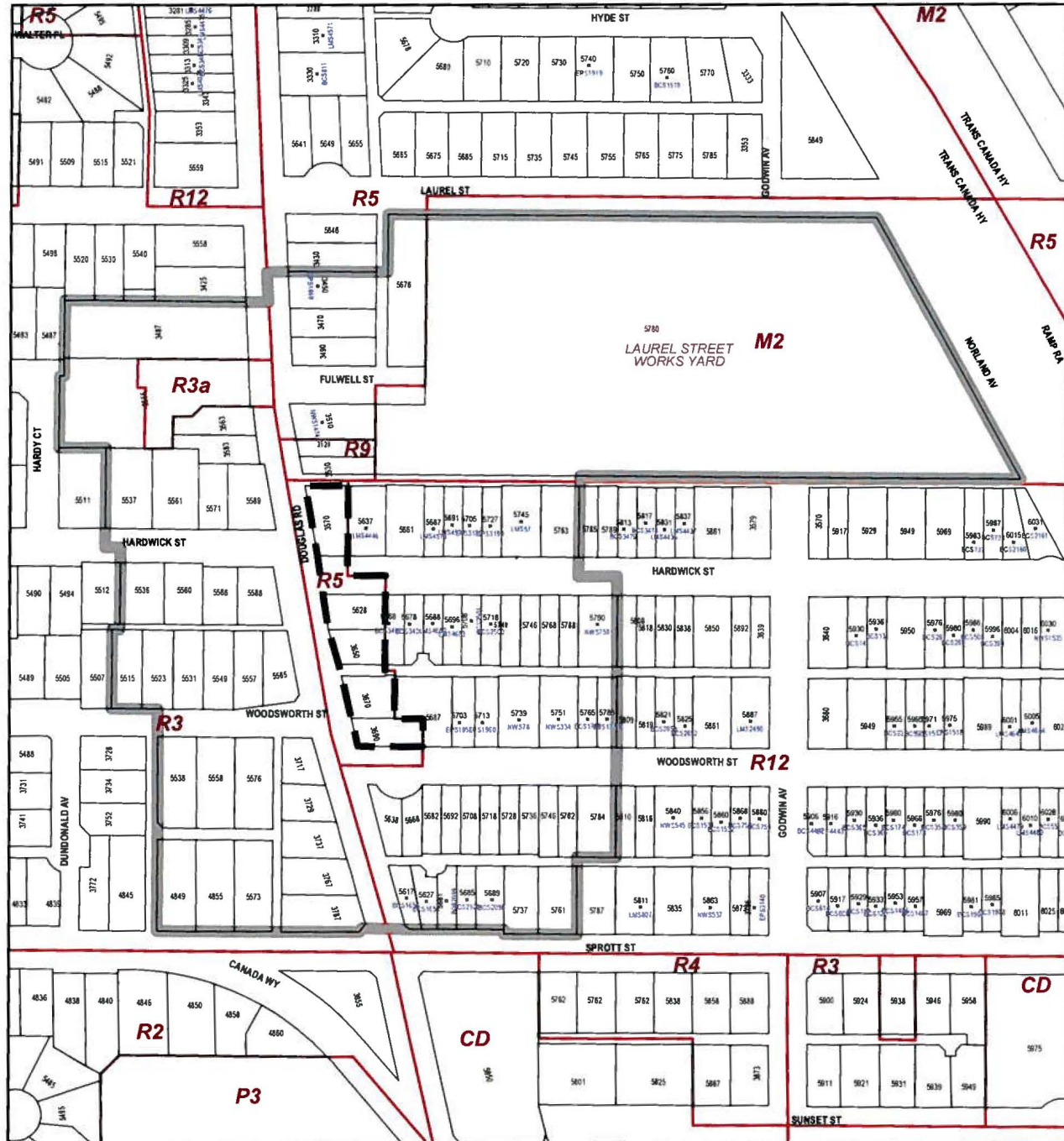
It is also recommended that a copy of this report be provided to Mr. Shameer Punjani, the organizer of the area rezoning petition process.


 Lou Pelletier, Director
 PLANNING AND BUILDING

LS:spf
Attachment

cc: City Manager
 Director Engineering
 Chief Building Inspector
 City Clerk

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PLANNING & BUILDING DEPARTMENT



DATE:
FEB 29 2016

SCALE:
1:3,402

DRAWN BY:
AY

3570, 3650, 3670, 3690 DOUGLAS ROAD
5628 HARDWICK STREET



Rezoning Area



Consultation Area

Sketch #1