



Item
Meeting 2016 March 21

COUNCIL REPORT

TO: CITY MANAGER 2016 March 16

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #14-27**
Non-Market Low Rise Development (Southgate Neighbourhood)
Edmonds Town Centre

ADDRESS: Portion of 7201 11th Avenue (see *attached* Sketches #1 and #2)

LEGAL: Portion of Lot A, DL 53, Group 1, NWD Plan EPP53090

FROM: CD Comprehensive Development District (based on RM5 and RM1 Multiple Family Residential Districts, C2 Community Commercial District, Southgate Master Plan and Edmonds Town Centre Plan guidelines)

TO: Amended CD Comprehensive Development District (based on RM5 and RM1 Multiple Family Residential Districts, C2 Community Commercial District, Southgate Neighbourhood Master Plan and Edmonds Town Centre Plan guidelines and in accordance with the development plans entitled "BC Family Housing Site" prepared by Integra Architecture Inc., and PWL Partnership Landscape Architects Inc.)

APPLICANT: Southgate Village Homes Ltd.
3rd Floor, 1285 West Pender Street
Vancouver, BC V6E 4B1
(Attention: Cameron Thorn)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2016 April 26.

RECOMMENDATIONS

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2016 April 04 and to a Public Hearing on 2016 April 26 at 7:00 p.m.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development.

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- b. The deposit of sufficient monies including a 4% Engineering Inspection Fee to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
- c. The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development (as well as underground switching and transformer/service boxes in town centre locations), and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d. The dedication of any rights-of-way deemed requisite.
- e. The completion of the necessary subdivision creating the development site.
- f. The granting of a Section 219 Covenant:
 - Section 219 Covenant restricting enclosure of balconies;
 - Section 219 Covenant ensuring that the development be held in common ownership for non-market housing.
- g. The review of a detailed Sediment Control System by the Director Engineering.
- h. The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation in accordance with the adopted Southgate Master Storm Water Management Plan.
- i. The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.
- j. The submission of a Site Profile and resolution of any arising requirements.
- k. The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the lease of the unit to a disabled person and with allocated disabled parking spaces.
- l. The provision of one covered car wash stall and an adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering and a commitment to implement the recycling provisions.

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- m. The deposit of the applicable Parkland Acquisition Charge.
- n. The deposit of the applicable GVS & DD Sewerage Charge.
- o. The deposit of the applicable School Site Acquisition Charge.
- p. The submission of a written undertaking to comply with all the prerequisites of the previous rezoning of the site (Rezoning Reference #14-25).

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the construction of a five-storey low-rise apartment building within the multi-phased development of the Southgate site. The proposed non-market housing development is to be owned and operated by BC Housing.

2.0 BACKGROUND

- 2.1 The subject development site is a component of the larger Southgate site which is currently occupied by an industrial warehouse building and related surface parking/loading facilities.

To the north of the subject site, across Fourteenth Avenue, is a low-rise multiple family residential complex ("Cedar Place", which is owned and operated by BC Housing). To the east, across Fifteenth Street, is Ernie Winch Park, with established single- and two-family neighbourhoods beyond. To the south and west are lands that form the broader Southgate site. On the Southgate site, to the west of the proposed lot, is the existing dairy plant, which is the subject of Rezoning Reference #14-43.

- 2.2 On 2015 July 20, Council granted Final Adoption to Rezoning Reference #14-25, which established the Master Plan for the newly formed Southgate Neighbourhood. It is noted that, upon Second Reading of the Master Plan rezoning being granted, the Edmonds Town Centre Development Plan was amended to reflect the RM5, RM1, and C2 designations as guidelines. The Master Plan is intended to guide further site specific rezoning applications within the multi-phased, mixed-use, multiple-family residential neighbourhood (see *attached* Sketch #3).

The Master Plan, which consists of a Concept Book and compendium Design Guidelines, provides the policy framework and general development guidelines for future site specific rezoning applications within the Southgate neighbourhood. In this regard, the Master Plan establishes general networks and connections, land use and density, built form, public realm character and landscape expression, park and open space, site servicing, and phasing pattern for the neighbourhood.

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With respect to land use and density, the adopted Southgate Master Plan permits an overall residential density of 2.86 Floor Area Ratio (of which 0.4 FAR is bonused and 0.26 FAR is designated for alternative housing).

- 2.3 On 2016 January 20, Council received the report of the Planning and Building Department regarding the rezoning of the subject development site and authorized the Department to continue to work with the applicant in the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 2.4 The subject application is intended to be the first non-market (alternative housing) development within the Southgate neighbourhood, and will replace the existing 90 units at the adjacent Cedar Place development located at 7121 Fourteenth Avenue. The current Cedar Place site was developed in 1969 and the existing units are in need of replacement. Upon completion of the subject development, current residents of 7121 Fourteenth Avenue (Cedar Place) will be provided the option to relocate to the new development, with the new housing being owned and operated by BC Housing.

Upon completion of the proposed subject development, the existing Cedar Place site is proposed to be redeveloped with 90 additional non-market units oriented towards seniors, as well as a market residential component under Rezoning Reference #15-25. It is noted the existing units on the Cedar Place site will remain in place until the new housing at the subject site has received occupancy, and all the existing residents of Cedar Place have been given the opportunity to be suitably accommodated on the subject site.

- 2.5 Under the Master Plan for the Southgate neighbourhood (Rezoning Reference #14-25), the development site forms part of the Ernie Winch area, generally located in the northeast portion of Southgate neighbourhood. The Plan for the neighbourhood is characterized primarily by lower forms of development with generously landscaped gardens, with one or two potential high-rise buildings located along the future Thirteenth Avenue connection and at the corner of Sixteenth Street and Fourteenth Avenue. A significant public realm addition to the neighbourhood includes a corner parkette at Fourteenth Avenue and Fifteenth Street, with a future pedestrian pathway and signature water feature connecting to the Thirteenth Avenue extension. The site is also directly across from Ernie Winch park, thus a strong street-oriented relationship to the park is required. Each site specific development within the Southgate neighbourhood is also to be consistent with the vision and concepts of the Master Plan, as well as the compendium set of Design Guidelines, and is expected to contribute its share of servicing to the overall neighbourhood area.

In line with the Southgate Master Plan and its compendium design guidelines, the development and surrounding public realm are expected to embody exceptional urban design and high quality architecture, design and materiality.

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- 2.6 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

- 3.1 The proposed development plan is for a single low-rise development which is four storeys on its street fronting elevation on Fifteenth Street, with an additional fifth storey which is internally oriented toward the future phases of the Southgate site. As indicated above, the Southgate Master Plan allows for a total of 0.26 FAR on the master planned site for alternative housing, which translates to 54,661.1 m² (588,367 sq. ft.). This rezoning application proposes to utilize 9,260.8 m² (99,683 sq. ft.), of this available density. All parking for the development is to be provided in an underground parking garage with vehicular access provided via Fifteenth Avenue.

Overall, the subject proposal is considered to embody a modest but high quality architectural expression in terms of the building's siting, massing, pedestrian orientation and materiality. It meets the standards and objectives of the Southgate Master Plan and Design Guidelines.

As noted in this report, a key component of the Ernie Winch neighbourhood is the development of a publically accessible parkette at the corner of Fourteenth Avenue and Fifteenth Street. Given the non-market nature of the subject development and the desire to not burden such developments with servicing that could otherwise be captured through development of market units, the proposed parkette, pedestrian pathway, and signature water feature would be constructed in concert with future phases of development.

- 3.2 All required parking is proposed to be located underground, with access taken from Fifteenth Street. Given the nature of the site as a non-profit development held by BC Housing, the developer has requested a modest variance from the typical parking standards 1.1 spaces per unit to 0.98 spaces per unit. It is noted that this 0.98 spaces per unit ratio is the same ratio that was applied to the existing Cedar Place and is considered supportable for the following reasons. First, the developer has committed to providing double the bicycle parking typically required. In addition, the developer has committed to providing two car-share vehicles at the adjacent Cedar Place site upon its redevelopment under Rezoning Reference #15-25; and these vehicles will be made available to the residents of the subject site. Furthermore, the developer has provided a letter from a traffic and transportation consultant indicating that the proposed parking ratio is sufficient parking to meet the demand created on site.
- 3.3 The developer has voluntarily agreed to pursue green building practices by committing to achieve a Silver rating (mid-rise) under the Leadership in Energy and Environmental Design (LEED) program or equivalent.

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- 3.4 As approved by Council on 2013 October 29, all developments that are subject to the Comprehensive Development (CD) rezoning process are required to supply 20% of the single-level units as adaptable in new market and non-market, multi-family developments which employ interior corridors or exterior passageways to access the dwelling units. A 1.85 m² (20 sq.ft.) floor area exemption is available, under the Burnaby Zoning Bylaw, for every adaptable housing unit provided in both market and non-market housing developments.

In line with this policy, the subject development has provided eighteen (18) adaptable units, reflective of the ninety (90) single level units in the development, with a corresponding floor area exemption of 33.3 m² (360 sq.ft.).

- 3.5 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
- construction of Fifteenth Street (both sides) to a local road standard with front boulevard and RMAs, street lighting, street trees, cycle facilities, sidewalk, and pedestrian lighting.
- 3.6 Any necessary easements, covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:
- Section 219 Covenant restricting enclosure of balconies;
 - Section 219 Covenant ensuring that the development be held in common ownership for non-market housing.
- 3.7 As the site will be fully excavated for development, an arborist's report and 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. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 3.8 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system, as well as a Section 219 Covenant to guarantee its provision and continuing operation, in accordance with the Southgate Stormwater Management Master Plan. The deposit of sufficient monies to guarantee the provision of stormwater drainage and landscape features will be required.
- 3.9 The Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption. The proposed Sediment Control System will then be the basis, after Final Adoption, for the necessary Preliminary Plan Approval and Building Permit.

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- 3.10 Given the nature of the site as a non-market housing development, some variation to the minimum unit sizes required by the Zoning Bylaw have been applied. The smaller units are based on a typical unit typology used by BC Housing, and would meet the minimum unit size requirement of the P11e District (SFU) of the zoning bylaw.
- 3.11 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.12 A site profile application is required for the subject development site, given its past industrial use.
- 3.13 The following Development Cost Charges apply:
- a) Parkland Acquisition Charge of \$3.84 per sq.ft of gross floor area.
 - b) School Site Acquisition Charge of \$700.00 per unit.
 - c) GVS&DD Sewerage Charge of \$1,082 per apartment unit.

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area (subject to detailed survey)

Proposed Site Area - 4,871.22 m² (52,434 sq.ft.)

4.2 Site Coverage

- 46 %

4.3 Density and Gross Floor Area (as per Density Allocation Covenant)

Residential Density Permitted

Total Southgate Neighbourhood - 2.86 FAR (of which 0.26 FAR is for
Alternative Housing)

Density Provided (Site Specific Rezoning)

Ptn. of 7201 11th Avenue - 1.9 FAR

Gross Floor Area Permitted

Ernie Winch Neighbourhood Area - 48,028.0 m² (516,969 sq.ft.)

Gross Floor Area Provided (Site Specific Rezoning)

Derived from Alternative Housing FAR - 9,260.8 m² (99,683 sq.ft.) (excluding
permitted 1,831 sq.ft. exemptions)

4.4 Residential Unit Mix

10 – Two bedroom units - 67.7 m² – 75.1 m² (729 – 808 sq. ft.)

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64 – Three bedroom units - 84.9 m² – 100.1 m² (914 – 1,077 sq. ft.)
- 101.3 m² – 111.0 m² (1,090 – 1,195 sq. ft.)
16 – Four bedroom units
Total number of units: 90 units (*of which 18 units are adaptable*)

4.5 Building Height

Low Rise Apartment - 5 storeys

4.6 Vehicle Parking

Total Required and Provided

90 units @ 0.98 spaces per unit' - 88 spaces (including 6 visitor parking space;
4 handicapped parking spaces)

Car Wash Stall - 1 space

4.7 Bicycle Parking

Total Required and Provided

90 units @ 2.0 spaces per unit - 180 secure spaces
90 units @ 0.2 visitors' spaces per unit - 18 in racks

4.8 Communal Facilities

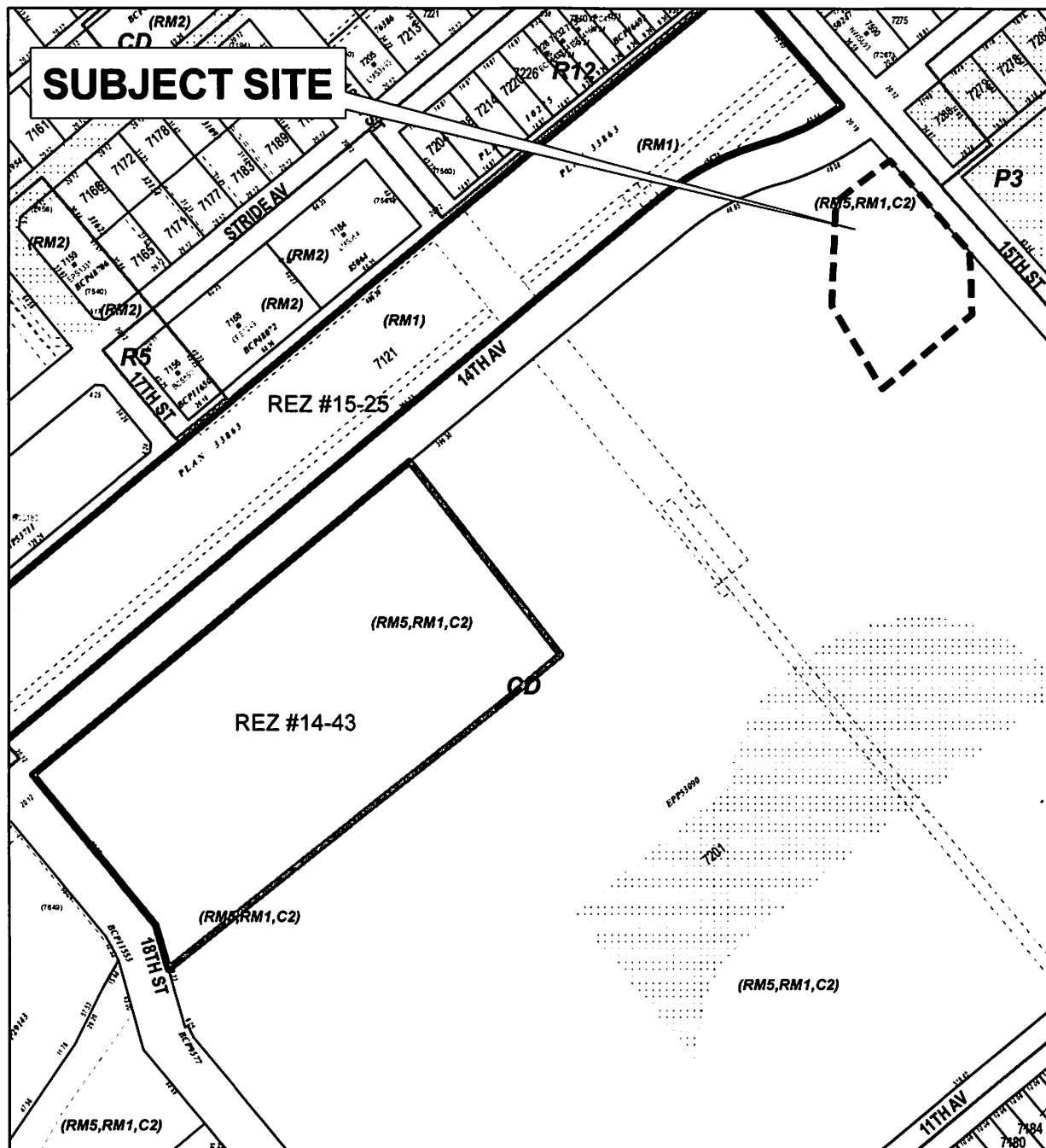
(*Excluded from FAR Calculations*)

Primary communal facilities for residential tenants includes an amenity room to be defined in the future. The amenity area amounts to 1,831 sq.ft., which is within the permitted 5% exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an outdoor BBQ area, community gardens, and a children's play area.


Lou Pelletier, Director
PLANNING AND BUILDING

DR:spf
Attachments

cc: Director Engineering
City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:

MAR 09 2016

SCALE:

1:3,000

DRAWN BY:

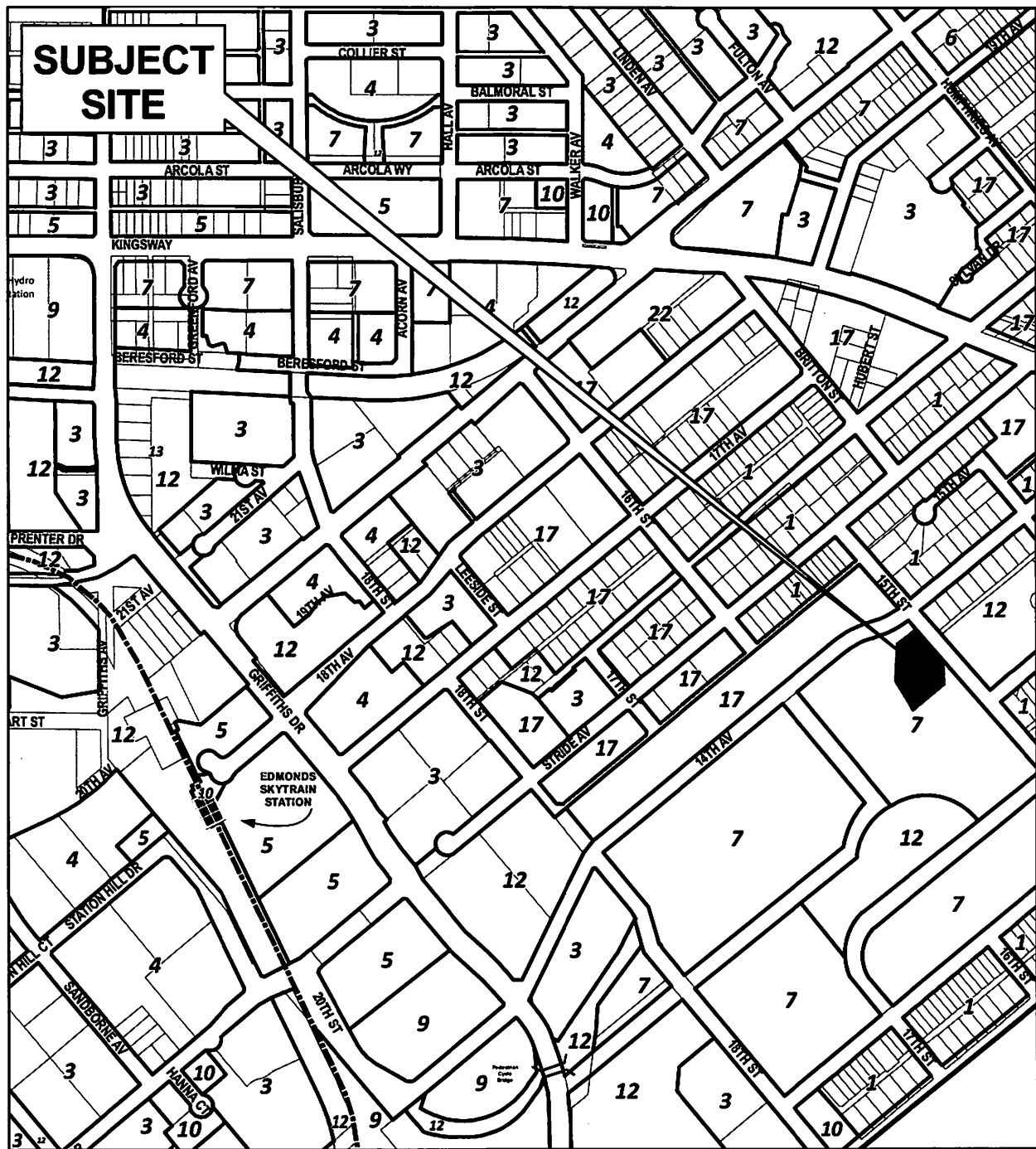
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**REZONING REFERENCE #14-27
7650 AND 7702 18TH STREET**



Subject Site

Sketch #1



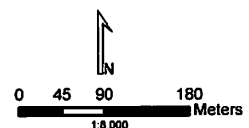
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|---|---|
| 1 Single and Two Family Residential | 9 Industrial |
| 3 Medium Density Multiple Family Residential | 10 Institutional |
| 4 High Density Multiple Family Residential | 12 Park and Public Use/Public School |
| 5 Commercial | 17 Low or Medium Density Multiple Family Residential (Ground Oriented) |
| 6 Medium Density Mixed Use | 22 Low/Medium Density Mixed Use |
| 7 High Density Mixed Use | |

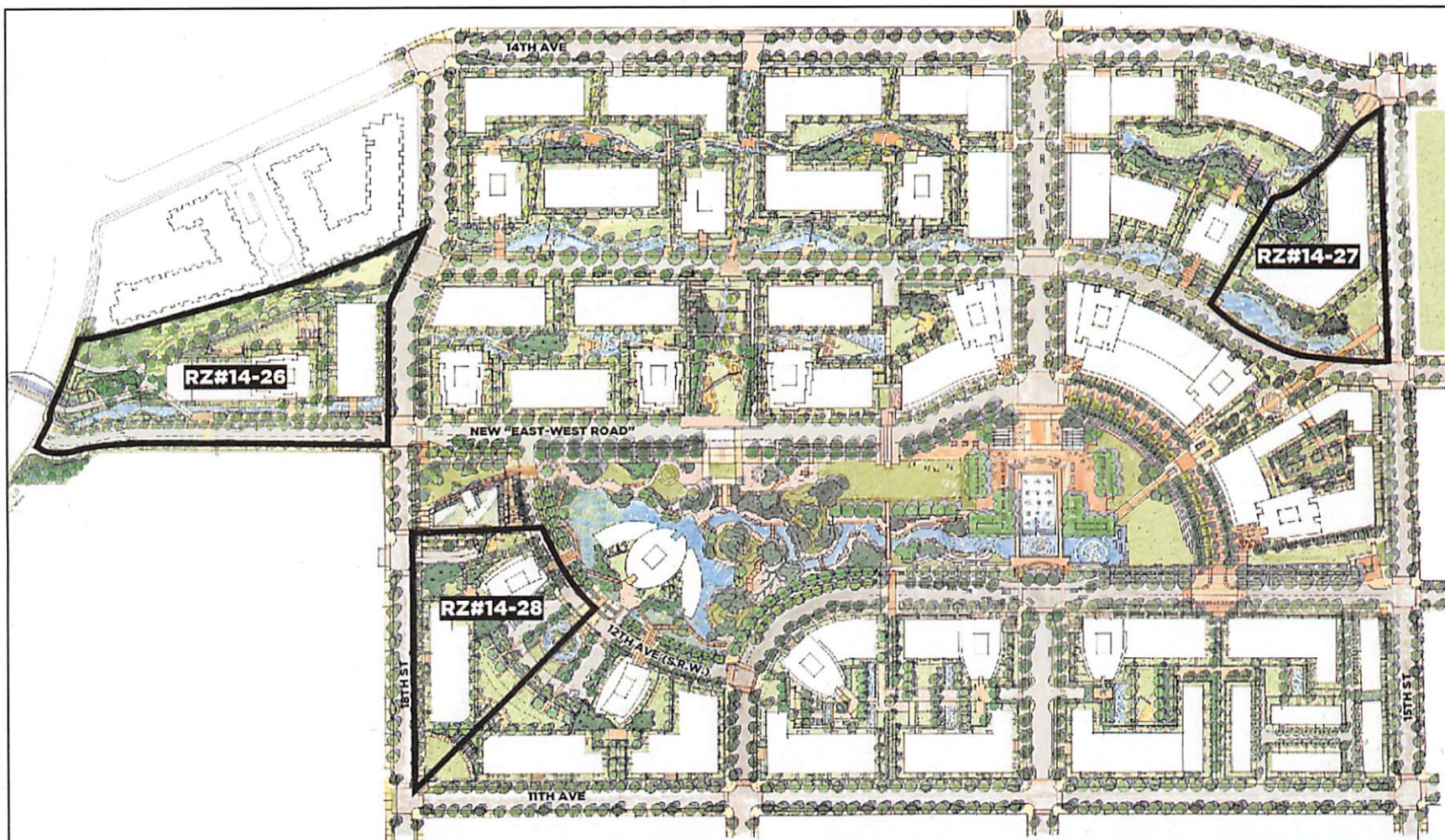
Edmonds Town Centre Plan Development Guidelines



PLANNING & BUILDING DEPARTMENT

Note: Composite Sketch Subject to Change





SKETCH 3
Southgate Neighbourhood
Rezoning #14-26, #14-27, #14-28



PLANNING AND BUILDING DEPT.
 2016 03 14