



Item
Meeting 2016 August 29

COUNCIL REPORT

TO: CITY MANAGER 2016 August 24

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-Market Seniors' Development
Edmonds Town Centre

ADDRESS: 7121 Fourteenth Avenue

LEGAL: Lot 67, DL 53, Group 1, NWD Plan 33863

FROM: CD Comprehensive Development District (based on RM1 Multiple Family Residential District and Edmonds Town Centre Plan)

TO: Amended CD Comprehensive Development District (based on RM4 Multiple Family Residential District and Edmonds Town Centre Plan guidelines and in accordance with the development plan entitled "Cedar Place" prepared by Integra Architecture Inc., Dys Architecture, and PWL Partnership Landscape Architects Inc.)

APPLICANT: Ledingham McAllister Communities 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 September 20.

RECOMMENDATIONS

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2016 August 29 and to a Public Hearing on 2016 September 20 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.
 - 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

To: City Manager
From: Director Planning and Building
Re: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24..... Page 2

designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.

- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development (as well as underground switching and transformer/service boxes in Town Centre locations), and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The utilization of an amenity bonus in accordance with Section 3.7 of this report.
- e) The dedication of any rights-of-way deemed requisite.
- f) The completion of the necessary subdivision.
- g) The granting of any necessary statutory rights-of-way, easements and/or covenants as described in Section 3.9 of this report.
- h) The review of a detailed Sediment Control System by the Director Engineering.
- i) 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.
- j) The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person and with allocated disabled parking spaces.
- k) The provision of three covered car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering and a commitment to implement the recycling provisions.
- l) The review of on-site residential loading facilities by the Director Engineering.
- 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.

To: City Manager
From: Director Planning and Building
Re: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24 Page 3

- p) The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the construction of one six-storey non-market seniors' residential building and five six-storey market multiple family buildings.

2.0 BACKGROUND

- 2.1 The subject development site is located at 7121 Fourteenth Avenue and is zoned CD Comprehensive Development District (based on RM1 Multiple Family Residential District). The subject site is currently occupied by an older (1969) non-market housing development that is owned and operated by BC Housing and is commonly referred to as Cedar Place. Vehicular access to the site is presently available from the rear lane.
- 2.2 On 2016 January 25, 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.
- 2.3 As previously indicated to Council, the existing Cedar Place development is an aging non-market housing development that was constructed under the Canada Mortgage and Housing Corporation (CMHC) Section 79 Public Rental Housing Program in the Social Housing Agreement (SHA) portfolio, and was approved under Rezoning Reference #69/68. Cedar Place is comprised of 90 family-oriented (two, three and four bedroom units) townhouse units with surface parking. Cedar Place is currently owned and operated by BC Housing, with the overall value of the asset being protected by the original SHA, meaning that redevelopment of the site would require 100% of the funds generated by redevelopment be reinvested within the same community.

As master planning work on the adjacent Southgate Village site to the south advanced, an opportunity to also address the Cedar Place site became apparent. Extensive discussions with the applicant, BC Housing, and the City resulted in an innovative approach to

To: City Manager
From: Director Planning and Building
Re: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24 Page 4

replace existing Cedar Place housing with new units on the adjacent Southgate Site, and to generate additional seniors' non-market housing units on the subject site.

- 2.4 On 2016 May 09, Council granted Second Reading to Rezoning Reference #14-27 which proposes to replace the existing 90 non-market family-oriented housing on the subject site with a new development on the Southgate site (see attached Sketch #1). It is noted that the demolition of Cedar Place will not be permitted until the residents have been suitably accommodated on the replacement site.
- 2.5 In addition to the replacement of the Cedar Place units on the Southgate Village site, the redevelopment of the subject site represents a significant opportunity for the applicant, the City, and BC Housing to advance a program of development that best meets the varied needs of the local community and the City more generally. As such, the proposal involves:
- a) the sale of a portion of the Cedar Place site to the applicant for the development of market condominium units, generally in six-storey frame apartment buildings;
 - b) BC Housing retaining ownership of the western portion of the site, adjacent to Stride Avenue Elementary School, for the purpose of developing 90 non-market seniors' housing units; and,
 - c) the City advancing an amendment to the Plan to re-designate the site from RM1/RM2 to RM4, as well as contributing density bonus funding toward the 90 non-market seniors' housing project.

This approach exemplifies an efficient delivery of housing for a mixed income community involving a wide range of needs and appealing to many Burnaby residents. Overall, it represents a total public investment in non-market housing of approximately \$50 million dollars. On a preliminary basis, the City's proposed contribution to the project is approximately \$8.5 million in direct funding through the density bonus program, and about \$28.5 million in indirect funding through the value created by the proposed rezoning of the Cedar Place site to RM4. As noted earlier, BC Housing has committed to reinvesting revenues received from the sale of the Cedar Place site in both the replacement of the Cedar Place units and the new seniors' housing units. This constitutes a total direct investment by BC Housing of approximately \$47 million, resulting in 180 new non-market housing units on the Southgate and Cedar Place sites, representing a 2:1 replacement of the current older non-market housing stock.

- 2.6 The applicant has now submitted a plan of development for the Cedar Place site which is considered suitable for presentation to a Public Hearing.

To: *City Manager*
From: *Director Planning and Building*
Re: *REZONING REFERENCE #15-25*
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24 Page 5

3.0 GENERAL COMMENTS

- 3.1 The proposed development plan is for six six-storey low-rise buildings fronting 14th Avenue. The development site will accommodate one seniors' non-market building to be owned by BC Housing and five market residential buildings.
- 3.2 The BC Housing portion of the site will deliver 91 units of affordable secured rental stock for seniors on a site measuring 2,724.6 m² (29,327 sq.ft.). The development will be purpose built for seniors and has been designed specifically for seniors. All of the units have been designed as adaptable and are provided a balcony. Generous amenities have also been provided including large amenity rooms for programming, community gardens, scooter parking and easy access to a variety of transportation alternatives including co-op cars. Overall, as a result of the innovative partnership between the City, BC Housing and the developer, the new seniors housing units will meet a need within the community for new purpose built, affordable and secured below market rental units.
- 3.3 The overall subject proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing, pedestrian orientation and materiality. The buildings are six-storeys in height fronting 14th Avenue, stepping down to 4 storeys facing the lane. This design is proposed in order to reflect the future higher-density forms designated across 14th Street to the South and the lower-density designations, across the lane to the North. To complement the built form, a progressive landscape treatment is proposed which includes boulevards and street trees on all street frontages, as well as extensive onsite landscaping and amenities. A newly dedicated road through the site, as well as a pedestrian trail, will provide a more complete transportation network and public realm within the area.
- 3.4 All parking for the development is to be provided within an underground parking garage with vehicular access from the rear lane. The parking for the Seniors' portion of the site is well in excess of the 0.25 spaces per unit required by the Burnaby Zoning Bylaw and the market residential development proposal meets the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit, by providing 727 spaces (of which 0.1 spaces/unit is for visitors). The developer has also provided other transportation alternatives. First, given the subject site's proximity to the Edmonds SkyTrain Station, as well as other transit routes operating in the vicinity of the development, the development is providing a 70% transit pass subsidy (two zones) for one year to each strata unit, which is to be made available to residents seeking an alternative to car use and ownership. Second, the development is providing 61 (Level 2 AC) Electric Vehicle charging stations, of which eight are to be provided within the visitors' parking area for the benefit of the residents and their visitors, and 53 are to be provided in the residents' parking area as part of the required parking. A Section 219 Covenant will be required to guarantee these provisions including all necessary wiring, electrical transformer and mechanical

To: City Manager
From: Director Planning and Building
Re: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24 Page 6

ventilation modifications. Third, the development is providing twice the required secured bicycle parking and a bicycle repair area. Fourth, the development is providing three co-op cars on site for the use of the residents and the greater neighbourhood.

- 3.5 The developer has 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 for the market development.
- 3.6 In accordance with the City's policy for adaptable units, 20% of the total number of market residential units and all of the seniors' units— a total of 213 units —meet the adaptable standards. As permitted under the adopted policy, 1.86 m² (20 sq. ft.) for each adaptable unit is exempt from Gross Floor Area (GFA), resulting in a total adaptable unit GFA exemption of 396.18 m² (4,260 sq. ft.). The development is providing a total of nineteen handicapped parking stalls (three in visitors' parking area; sixteen in residents' parking area). The handicapped parking within the market housing component of the site will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.7 As previously approved by Council, the Edmonds Town Centre Plan will be amended to designate the site for development based on the RM4 District on Second Reading of the rezoning bylaw. The RM4 District has a base density of 1.7 FAR with an available 0.3 FAR amenity bonus. The proposed development has a total floor area of 54,792.0 m² (589,776.2 sq.ft.) and a total FAR of 2.0. For the amenity bonus, 0.241 FAR (6,602.4 m² (71,067.6 sq.ft) is provided in order to secure the seniors non-market housing component and 0.059 FAR (1,616.4 m² (17,398.8 sq.ft.)) will be taken as a cash contribution in lieu, which would be applied to other amenities, including housing, as identified by Council. A separate report detailing the market value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. The report to Council will be prepared once the Legal and Lands Department has concluded negotiations with the applicant. Council approval of the density bonus value is a prerequisite condition of the rezoning. As noted above, the City's contribution to the project through the direct use of 0.241 FAR density bonus is expected to be on the order of approximately 8.5 million dollars.
- 3.8 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
 - construction of a new leg of 16th Street, through the site to its final Town Centre Standard with front boulevard and rainwater management amenities (RMAs), street lighting, street trees, cycle facilities, sidewalk, and pedestrian lighting, on both sides;

To: City Manager
From: Director Planning and Building
Re: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24 Page 7

- upgrade of 14th Avenue to its Final Town Centre Standard with front boulevard and rainwater management amenities (RMAs), street lighting, street trees, cycle facilities, sidewalk, and pedestrian lighting, on the north side;
- any upgrades to the rear lane deemed requisite including the provision of pedestrian lighting;
- the provision of a new north-south pedestrian connection through the site, aligned with 17th Street; and,
- any necessary storm sewer, water, and sanitary sewer improvements deemed requisite.

To support the foregoing servicing requirements, a 21.2 m road dedication is required for the new 16th Street and a 2.0 m dedication is required for the construction of 14th Avenue. It is noted that density is calculated on a gross site area basis (prior to road dedications).

3.9 Any necessary easements and 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 protection the 91 units of seniors non-market housing
- Section 219 Covenant ensuring compliance with the approved acoustical study;
- Section 219 Covenant ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating (mid-rise) or equivalent;
- Section 219 Covenant restricting the use of guest suites;
- Section 219 Covenant ensuring the provision and ongoing maintenance of 61 (Level 2 – 40 amp) Electric Vehicle charging stations (including all necessary wiring, electrical transformer and mechanical ventilation modifications);
- Section 219 Covenant ensuring that handicap accessible parking stalls in the underground parking areas be held in common property to be administered by the Strata Corporation;
- Section 219 Covenant preventing demolition of the existing improvements until the replacement facility is constructed;
- Statutory right-of-way for the provision, ongoing maintenance and public access and for a pedestrian walkway; and,
- Easement to ensure the availability of common loading bays and temporary garbage holding areas; and,
- Easement to permit vehicular access over the shared access ramps

To: City Manager
 From: Director Planning and Building
 Re: REZONING REFERENCE #15-25
 Low-Rise Multi-Family and Non-market Seniors Development
 2016 August 24 Page 8

- 3.10 Provision of three separate car wash stalls is required.
- 3.11 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.
- 3.12 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system, as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 3.13 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.
- 3.14 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.15
 - a) Parkland Acquisition Charge of \$3.55 per sq. ft. of apartment.
 - b) School Site Acquisition Charge of \$700.00 per market residential unit (senior's units exempt)
 - c) GVS&DD Sewerage Charge of \$1,082 per market residential unit (senior's units exempt).

4.0 DEVELOPMENT PROPOSAL

4.1	<u>Total Gross Site Area</u> (subject to survey)	-	27,396 m ² (294,888 sq.ft.)
	Required Dedications	-	2,203 m ² (23,713 sq.ft.)
	Net Site Area	-	25,193 m ² (271,175 sq.ft.)
4.2	<u>Site Coverage</u>	-	34 %

To: City Manager
 From: Director Planning and Building
 Re: REZONING REFERENCE #15-25
 Low-Rise Multi-Family and Non-market Seniors Development
 2016 August 24 Page 9

4.3 Density and Gross Floor Area
Density Provided

Derived from base density (1.7 FAR)	- 46,573.2 m ² (501,309.8 sq.ft.)
Density bonus for non-market housing bonus (0.241 FAR)	- 6,602.4 m ² (71,067.6 sq.ft.)
Amenity Bonus (0.059 FAR)	- 1,616.4 m ² (17,398.8 sq.ft.)
 Total Permitted Gross Floor Area (2.0 FAR) (Subject Application)	 - 54,792.0 m² (589,776.2 sq.ft.) <i>(excluding permitted 7,063 sq. ft. exemptions)</i>

4.4 Residential Unit Mix
Non-Market Seniors

4 - Studio	- 42.73 - m ² (460 sq. ft.)
87 – One Bedroom	- 54.8 m ² – 69.0 m ² (590 sq.ft - 743 sq.ft)
Total number of seniors units: 91 units <i>(all of which are adaptable)</i>	

Market Residential

240 – One Bedroom + Den	- 59.9 m ² – 60.7 m ² (645 sq.ft. – 653 sq.ft.)
275 - Two Bedrooms	- 75.8 m ² – 81.0 m ² (816 sq.ft. – 872 sq.ft.)
91 – Three Bedrooms	- 81.5 m ² – 92.1 m ² (878 sq.ft. – 991 sq.ft.)
Total number of Market apartment units: 606 units <i>(of which 122 are adaptable)</i>	

TOTAL NUMBER OF UNITS WITHIN DEVELOPMENT: 697 UNITS

4.5 Building Height - 6 storeys

4.6 Vehicle Parking
Non-Market Seniors

Total Required 91 units @ 0.25 spaces per unit - 23 spaces

Total Provided 91 units @ 0.6 units per unit (including 0.1 spaces per unit for visitor) - 55 spaces (including 9 visitor spaces and 3 disabled spaces)

Market Apartment

Total Required: 606 units @1.1 spaces per unit (including 0.1 spaces per visitor) - 667 spaces

To: City Manager
From: Director Planning and Building
Re: REZONING REFERENCE #15-25
Low-Rise Multi-Family and Non-market Seniors Development
2016 August 24Page 10

Total Provided: 606 units @1.2 spaces per unit (including 0.1 spaces per visitor) - 727 spaces (including 67 visitor spaces and 7 disabled spaces)

61 Electric Vehicle (EV) charging stations provided (eight within the visitors' parking area; 53 within the residential parking area)

4.7 Bicycle Parking

Non-Market Seniors

Total Required - N/A
Total Provided - 22 spaces (including 6 visitor)

Market Apartment

Total Required and Provided
606 units @ 2.0 resident lockers/unit - 1,212 secure spaces
606 units @ 0.2 visitors' spaces/unit - 121 spaces in racks

4.8 Residential Loading - 3 spaces (shared between Market Apartment and Seniors Non-Market)

4.9 Communal Facilities
(Excluded from FAR Calculations)

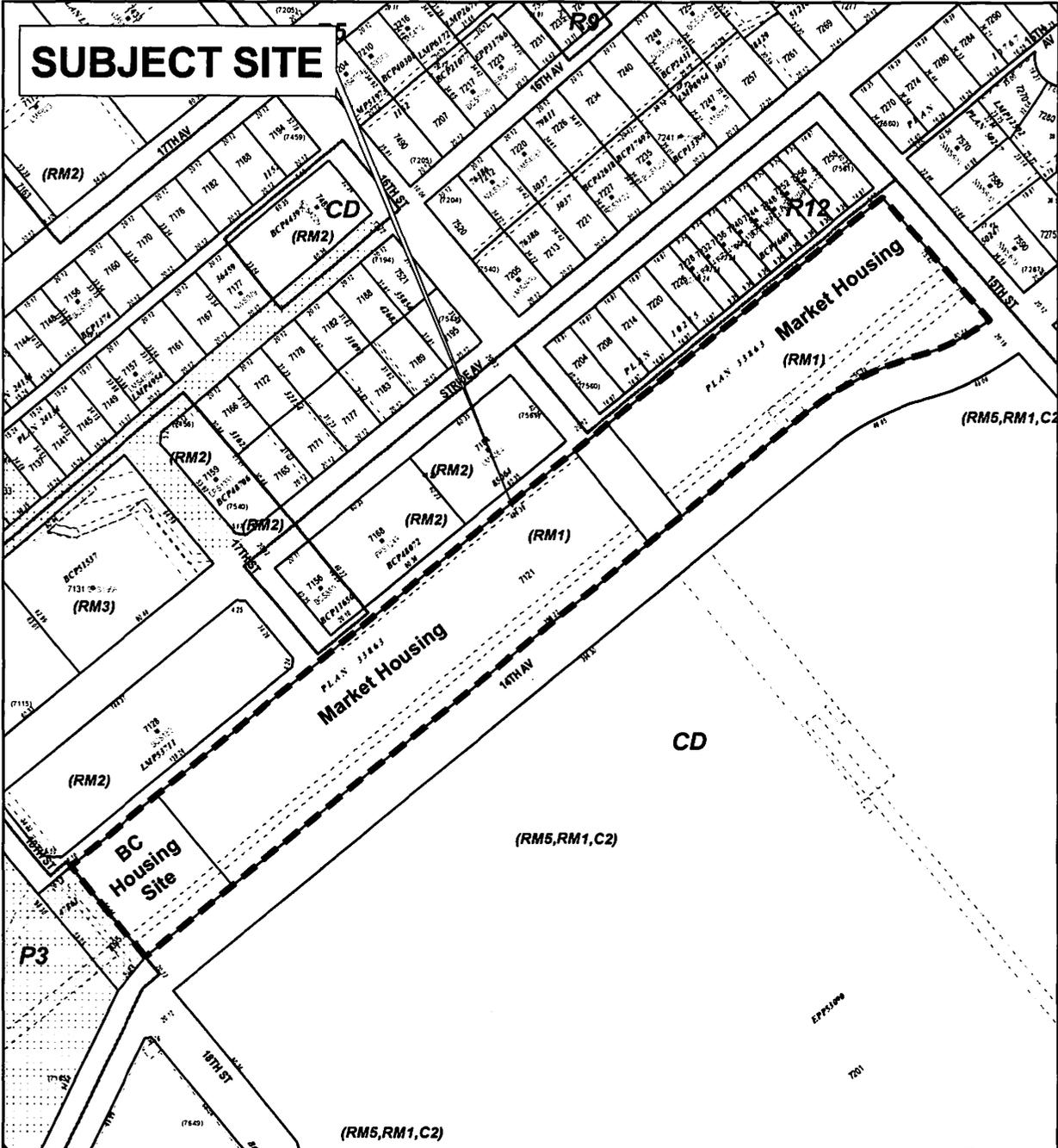
Primary communal facilities for residents include amenity lobbies, lounge/party room, fitness rooms, scooter storage, shared laundry and guest suites. The amenity area amounts to 656.2 m² (7,063 sq. ft.), which is within the permitted 5% exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an outdoor BBQ area, community gardens, outdoor play areas, and landscape elements located throughout the site.



Lou Pelletier, Director
PLANNING AND BUILDING

DR:spf
Attachments

cc: Director Engineering
City Solicitor
City Clerk



SUBJECT SITE



PLANNING & BUILDING DEPARTMENT



DATE:
AUG 23 2016

SCALE:
1:3,000

DRAWN BY:
AY

REZONING REFERENCE #15-25
7121 FOURTEENTH AVENUE

 Subject Site



- | | |
|--|--|
| 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

