



Item .....
Meeting ..... 2018 July 23

COUNCIL REPORT

**TO:** CITY MANAGER 2018 July 18

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #18-35**  
**Norland Avenue Supportive Housing Project**  
**Central Administrative Area**

**ADDRESS:** 3986 Norland Avenue (see *attached* Sketch #1)

**LEGAL:** Lot 53, except dedication plan 71549, DL 79, NWD District Plan 54758

**FROM:** R4 Residential District

**TO:** CD Comprehensive Development District (based on P5 Community Institutional District, RM2 Multiple Family District and the Central Administrative Area as guidelines, and in accordance with the development plan entitled "BC Housing Transitional Housing" prepared by Horizon North)

**APPLICANT:** BC Housing Management Commission  
1701- 4555 Kingsway  
Burnaby, BC V5H 4V8  
Attn: Mania Hormozi

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2018 August 28.

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**RECOMMENDATIONS:**

1. **THAT** the amendment to the Central Administrative Area, as outlined in Section 4.0 of this report be approved, to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2018 July 23 and to a Public Hearing on 2018 August 28 at 7:00 p.m.
3. **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.
- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, 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 registration of a Lease Agreement, as outlined in Section 5.2 of this report.
- f) The approval of the Ministry of Transportation to the rezoning application.
- g) The undergrounding of overhead wires, abutting the site.
- h) 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.
- i) The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- j) The review of a detailed Sediment Control System by the Director Engineering.
- k) 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.
- l) The deposit of the applicable Parkland Acquisition Charge.
- m) The deposit of the applicable GVS & DD Sewerage Charge.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the construction of a supportive housing project on a City-owned lot to be constructed by BC Housing and operated by Progressive Housing Society.

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## 2.0 BACKGROUND

- 2.1 The subject site is located at the northeast corner of Norland Avenue and Ledger Avenue and is comprised of a single City-owned lot which is currently vacant and treed. To the north is an older two-storey office building; to the east, is the Trans-Canada Highway; to the west, across Norland Avenue, are City-owned single family dwellings; and, to the south, across Ledger Avenue, is a City-owned single family dwelling and currently vacant land which is proposed for a temporary City works yard under Rezoning Reference #17-10015.
- 2.2 In 2017, the City received a proposal from BC Housing for the development of a supportive housing facility, as part of the province's Rapid Response to Homelessness Initiative (RRHI). Through this initiative, BC Housing partners with local governments and non-profit service providers to build low-cost housing with a range of supports for individuals in need. The proposed development is for 52 studio units in a three-storey building with shared amenity space, support services, and 24/7 staffing. The site would be constructed by BC Housing and operated by Progressive Housing Society.
- 2.3 On 2018 May 14, Council received a report regarding the subject site and authorized staff to work with BC Housing through a public consultation and development approval process. The consultation undertaken by the applicant consisted of three open houses, has now concluded, and the applicant has submitted the necessary rezoning application, as well as a plan of development considered suitable for presentation to Public Hearing.

## 3.0 PUBLIC CONSULTATION

The BC Housing public consultation process sought to inform the community about the proposal and respond to any issues and questions. The main components of the process were:

- **Community engagement:** BC Housing and Progressive Housing Society met with groups in the community to explain the proposal and respond to enquiries.
- **Neighbourhood notification:** BC Housing sent an information letter to 527 property owners and tenants in the community plan area, including an invitation to the public open houses.
- **Online information:** BC Housing provided information about the proposal on its website and ran geo-targeted ads on its Facebook and Twitter accounts.
- **Comment forms:** Comment forms were provided at the open houses and on the BC Housing website.

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- **Media coverage:** On 2018 May 14, *Burnaby Now* published an article on the proposal including the open house dates.
  
- **Open houses:** BC Housing held three open houses at the Bill Copeland Community Centre, at the following times:
  - Tuesday, June 05 from 10:00 am to 2:00 pm
  - Wednesday, June 06 from noon to 4:00 pm
  - Thursday, June 07 from 4:00 pm to 8:00 pm

The open houses featured a series of display boards on the proposal, with representatives from BC Housing, Progressive Housing Society, Fraser Health, and City staff to answer questions. Comment forms and a project factsheet were also available. Based on the sign-in sheets, 55 members of the public attended the open houses.

Public response to the proposal was positive. Of the 31 comments received, 25 comments (87%) supported the proposal; 2 comments (6%) opposed the proposal, and 2 comments (6%) contained questions or undecided viewpoints.

The most frequent comments from those supporting the proposal were the following:

- Burnaby needs this type of housing
- Important services are provided
- Vulnerable people need help

Most questions focused on safety and security, tenant selection, program management and the support services that would be provided. BC Housing and Progressive Housing Society provided the following responses to these questions:

How will safety and security of the community, tenants and staff be addressed?

BC Housing and Progressive Housing Society advise that many measures would be put in place to address safety and security concerns. Progressive Housing Society would provide 24/7 staffing to ensure that tenants are supported and neighbourhood concerns are addressed. Security features, such as lighting, fencing, and secured access would be included on the site and building. A Community Advisory Committee, made up of formal partners (e.g., RCMP, Fraser Health, BC Housing) and neighbouring residents and businesses could be established to facilitate discussion on issues that may arise. Tenants would be required to sign an agreement that would address expectations about appropriate and respectful behaviour.

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How would tenants be selected?

Tenants would be selected individually through a comprehensive multi-agency process to ensure that they are well matched to the services provided and are able to meet the expectations of the program. BC Housing, Progressive Housing Society, and Fraser Health would lead the selection process. In order to be considered for the program, prospective tenants would complete a Supportive Housing Registration application. All applicants must be Burnaby residents who are experiencing or at risk of homelessness and are committed to pursuing a healthy and stable lifestyle. Many of the tenants will be those that Progressive Housing Society and/or Fraser Health currently assist. All tenants will be required to pay rent at levels suitable for those on income assistance.

Who would run the program?

The residence would be managed by the Progressive Housing Society, a non-profit organization supporting Burnaby residents in need of supportive housing who are homeless or at risk of homelessness. Progressive Housing Society would be responsible for property management, operations, programming, and (with partner agencies) tenant selection. Progressive Housing Society would provide 24/7 staffing and work with each tenant on an individualized support plan to access the range of services needed to move forward with their lives.

What support services would be available?

Support services include life skills training, employment assistance, help with accessing a range of social and health care services, meals service, amenity spaces, and residence management.

Given the level of public support for the project, and the consideration given by the proponents to address needs for supportive housing, it is recommended that Council advance the application to First Reading and Public Hearing as noted above.

**4.0 PROPOSED PLAN AMMENDMENT**

The subject site is designated in the Central Administrative Plan for office uses, utilizing the B1 District as a guideline (see Sketch #2 *attached*). The applicant is proposing rezoning the subject site to Comprehensive Development District based on the P5 Community Institutional District and RM2 Multiple-Family District as guidelines. In terms of the proposed underlying districts, the P5 District would permit the supportive housing use and the RM2 District is utilized in order to provide a basis for the residential use and density. Given the above, a minor amendment to the Central Administrative Plan is required in conjunction with the subject application to permit the use of the site for the proposed institutional/housing use.

**5.0 GENERAL COMMENTS**

- 5.1 The development proposal is to permit the subject site to be utilized for a 52 unit supportive housing site, in which six (6) are accessible units and two (2) are adaptable. The site is currently treed and would be required to be partially cleared to accommodate the proposed development. The proposed structure is located on the western portion of the site, oriented towards the Norland Avenue and Ledger Avenue intersection and the remainder of the site will be undisturbed. A suitable landscape plan has been proposed which includes bioswales and permeable surfaces internal to the site as appropriate. The proposed building is a prefabricated structure which will be constructed off-site and assembled and installed on-site. The proposed prefabricated structure has been architecturally designed with a suitable material palette intended to integrate with the area’s institutional neighbourhood character. Access to the site is from Ledger Avenue.
- 5.2 As mentioned above, the property is City owned. In order to permit construction and the use, a ground lease for a term of 5 years, with an option to renew (subject to Council approval) is to be provided. The ground lease is to be offset by a grant from the Community Benefit Bonus Housing Fund, subject to Council approval as part of a future report. The lessee for the project would be the Provincial Rental Housing Corporation (PRHC), a social and affordable housing real estate entity administered by BC Housing. The terms and conditions of the lease will be provided to Council in a future report.
- 5.3 The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site including, but not necessarily limited to:
- cash in lieu for the construction of a separated sidewalk on Ledger Avenue to be coordinated with the necessary off-site work to serve the proposed temporary works yard (Rezoning Reference #17-10015);
  - cash-in-lieu for the construction of Norland Avenue with separated sidewalk fronting the development site;
  - provision for a new bus shelter and bus pad on Norland Avenue; and,
  - standard requirements for water main, sanitary sewers, and storm sewers.
- 5.4 A 3 m x 3 m corner truncation is required as well as an approximately 2.5 m dedication along the west property line to permit the construction of the full back of curb standard for Norland Avenue including separated sidewalks, street trees and a bus shelter. A road geometric for Ledger Avenue and Norland Avenue is required to determine the final required dedications.
- 5.5 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.

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- 5.6 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 5.7 Undergrounding of overhead wiring on Norland Avenue, abutting the site, will be required. If undergrounding is determined to be unfeasible, preducting and a cash deposit for future undergrounding will be required.
- 5.8 The Ministry of Transportation’s approval to the rezoning is required.
- 5.9 Provision of an adequately sized and sited garbage handling and recycling material holding space.
- 5.10 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 a number of the existing trees to be removed from the site.
- 5.11 Development Cost Charges including Parkland Acquisition Charge and GVS & DD Sewerage Development Cost Charge will apply. The applicable fees will be based on the rates at the time of payment.


**6.0 DEVELOPMENT PROPOSAL**

- 6.1 Site Area: - 4,829.8 m<sup>2</sup> (51,987.5 sq.ft.)  
(Subject to detailed survey)
- 6.2 Density: - 0.49 FAR 2,352.0 m<sup>2</sup> (24,287 sq.ft.)  
Site Coverage - 16%
- 6.3 Height: - 3 storeys
- 6.4 Residential Unit Mix:  
52 Studio Units 57.5 m<sup>2</sup> (350 sq ft.) per unit  
(incl. 6 accessible and 2 adaptable)
- 6.5 Parking  
Required and provided: - 13 spaces

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- Residential @ 1.0 spaces per 5 units - 11 spaces
- Staff parking @ 1.0 spaces per 2 staff - 2 spaces

6.6 Bicycle Parking –  
Total Required and Provided - 10 spaces in racks



Lou Pelletier, Director  
PLANNING AND BUILDING

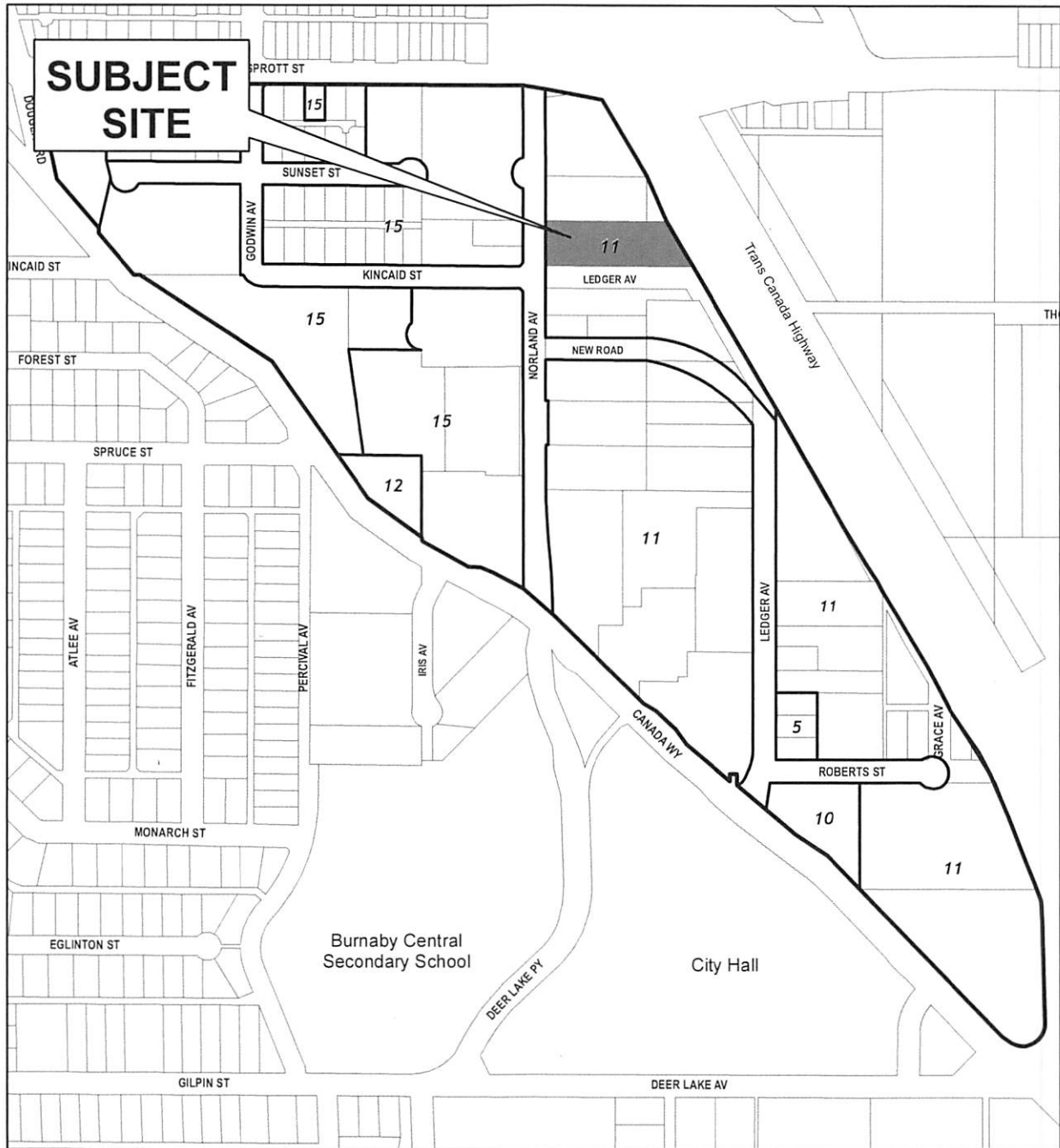
DR:tn

**Attachments**

cc: City Solicitor  
City Clerk





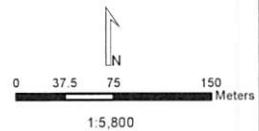


*Central Administrative Area  
Community Plan*



PLANNING & BUILDING DEPARTMENT

- 1** Single and Two Family Residential
- 3** Medium Density Multiple Family Residential
- 5** Commercial
- 10** Administration and Public Assembly
- 11** Business Centre Districts
- 12** Park and Public Use
- 15** Community Institutional





1701 – 4555 Kingsway  
Burnaby, BC V5H 4V8  
T: 604 433 1711  
F: 604 439 4722  
www.bchousing.org

July 4, 2018

City of Burnaby  
4949 Canada Way  
Burnaby, BC  
V5G 1M2

**ATTN: DEMIAN REUTER**

**RE: LETTER OF INTENT  
REZONING APPLICATION FOR 3986 NORLAND AVENUE, BURNABY, BC**

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Dear Mr. Reuter,

BC Housing is applying to change the current zoning of 3986 Norland Avenue, from Residential District (R4) to a Comprehensive Development (CD- P5/RM2). BC Housing will build a three storey, wood frame, multi-unit residential building with 52 single room occupant studios and amenities. This building will house Residents whom require a stable housing situation with integrated on-site programs and services.

The building is comprised of three levels and uses stairs for vertical circulation. The construction methodology is wood-frame modular construction. All studios have adequate personal space including a kitchen, bathroom, dining, sitting, sleeping area. Ten (10) of the fifty-two (52) single room occupant studios are accessible/adaptable. The ground floor is accessible and includes a lounge, dining room, commercial kitchen, laundry, offices, meeting rooms and public washrooms. The building is fully accessible from the parking area, Ledger Avenue and Norland Avenue via ramps and walk-ways. The site is fenced and landscaped with a gazebo and outside areas for Residents to enjoy.

The Operator will offer a variety of programs and support services, tailored to the operator's mandate and the unique needs of Residents. The operator will offer the following core services to help Residents achieve and maintain stability in housing, enhance access to other community-based supports and services, and foster resilience against Homelessness:

- 24/7 staffing
- Meals, provided as often as specified in the RRH Operator Agreement, and that meet the standards of Eating Well with Canada's Food Guide.
- No-cost laundry facilities accessible to Residents, either on-site or off-site.

- Support for Residents to maintain their residencies, including but not limited to directly assisting with room de-cluttering, rent payment and repayment plans.
- Individual or group support services such as life skills, community information, social and recreational programs.
- Connecting Residents to community supports and services such as education and employment opportunities, health and wellness services, and life skills.
- Other supports designed to assist Residents in meeting their personal and housing goals, including culturally-specific programs.
- Case Planning and Resident needs assessment, including the Vulnerability Assessment Tool (VAT).
- Assistance in accessing Income Assistance, Pension Benefits, Disability Benefits, obtaining a BC Identification Card, or establishing a bank account as appropriate.

Currently, the property is overgrown with natural vegetation; no existing buildings are to be demolished or removed. However, the site will have to be partially stripped and debris removed to accommodate the building, parking and landscaping.

In 2017, the Province of British Columbia announced the Rapid Response to Homelessness (RRH) as an immediate response to the growing issue of homelessness across the province. Partnering with non-profit organizations, government authorities and community groups, BC Housing will create new housing units with support services for individuals who are experiencing Homelessness or are At Risk of Homelessness.

RRH is an innovative housing solution that provides an immediate housing option and necessary support services for vulnerable individuals, utilizing construction techniques such as modular design to expedite production and rapidly create new, provincially-owned housing units. Modular units will be deployed on land made available by program partners, and can potentially be relocated to future sites as needed. Property management and support services will be delivered by non-profit partners.

If you have any concerns or questions please do not hesitate to contact me.

Best Regards,  
BC HOUSING MANAGEMENT COMMISSION



Mania Hormozi  
Development Manager | Development Asset Strategies