



Item.....
Meeting 2019 October 28

COUNCIL REPORT

TO: CITY MANAGER 2019 October 23

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #17-07
Rental Apartment Building (Southgate Neighbourhood)
Edmonds Town Centre

ADDRESS: Portion of 7201 11th Avenue

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

FROM: CD Comprehensive Development District (based on RM1, RM5 Multiple Family Residential Districts and C2 Community Commercial District)

TO: Amended CD Comprehensive Development District (based on RM4r Multiple Family Residential District, Southgate Neighbourhood Master Plan and Edmonds Town Centre Plan guidelines and in accordance with the development plan entitled "G6" prepared by Integra Architecture Inc.)

APPLICANT: Ledingham McAllister Communities Ltd.
3rd Floor, 1285 West Pender Street
Vancouver, BC V6E 4B1
(Attention: Robert Estey)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2019 November 19

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2019 November 04 and to a Public Hearing on 2019 November 19 at 6:00 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 designed to City standards and constructed in accordance with the Engineering Design. One

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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 completion of the necessary subdivision.
- e) The granting of any necessary statutory rights-of-way, easements and Section 219 covenants as described in Section 5.6 of this report.
- f) The registration of a Housing Agreement.
- 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.
- 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.
- m) The review of on-site residential loading facilities by the Director Engineering.
- n) Compliance with the Council-adopted sound criteria.
- o) The deposit of the applicable Parkland Acquisition Charge.
- p) The deposit of the applicable GVS & DD Sewerage Charge.
- q) The deposit of the applicable School Site Acquisition Charge.
- r) The deposit of the applicable Regional Transportation Charge.

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- s) The submission of a written undertaking to comply with all the prerequisites of the previous rezoning of the site (Rezoning Reference #14-25).
- t) 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 rental office in prominent and visible locations prior to Third Reading, or at the time leasing 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 initially rented, whichever is greater.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit construction of a six-storey rental building in the Gateway neighbourhood of the multi-phased Southgate Master Plan area.

2.0 POLICY FRAMEWORK

The proposed rezoning application is consistent with the site's designation in the Edmonds Town Centre Plan and the Southgate Master Plan. It also aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Social Connection – Enhance social connections throughout Burnaby

A Dynamic Community

- Economic Opportunity – Foster an environment that attracts new and supports existing jobs, businesses and industries
- Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging

An Inclusive Community

- Serve a diverse community – Ensure City services fully meet the needs of our dynamic community
- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging

3.0 BACKGROUND

- 3.1 The subject site consists of a portion of 7201 11th Avenue (see *attached* Sketch #1, Sketch #2 and Sketch #3), which is currently zoned CD Comprehensive Development

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District (based on the RM5, and RM1 Multiple Family Residential Districts, and C2 Community Commercial District) in accordance with the Southgate Master Plan. The site is currently occupied by an industrial warehouse building and related surface parking and loading facilities. Vehicular access to the overall master plan site is currently available from 18th Street and 11th Avenue. Existing adjacent uses include a dairy plant to the north; industrial warehouse buildings and several accessory buildings/structures to the west and east; and, vacant land designated for future development of the Island Neighbourhood to the south.

- 3.2 On 2015 July 20, Council granted Final Adoption to Rezoning Reference #14-25, which established the Master Plan for the newly formed Southgate community. 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, C2 and P3 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.

With respect to land use and density, the adopted Southgate Master Plan permits an overall residential density Floor Area Ratio (FAR) of 2.86 (of which 0.4 FAR is bonused and an additional 0.26 FAR is designated for alternative housing). The maximum allowable market residential gross floor area for the Southgate community, under the adopted master plan, is 546,611.6 m² (5,883,678 sq. ft.) across five neighbourhood areas. A Density Allocation Covenant details this arrangement, as well as establishes provisions for the transfer of gross floor area (15%) from one neighbourhood area to another.

- 3.3 Council, on 2017 April 03, received the report of the Planning and Building Department concerning the rezoning of the subject 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.
- 3.4 On 2019 April 29, Council received the report Planning and Building Department concerning the rezoning of the subject site and authorized the department to continue work with the applicant on a revised basis for the delivery of a rental development on the subject site utilizing the alternative density provisions of the Southgate Masterplan.
- 3.5 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

4.0 SOUTHGATE MASTERPLAN CONTEXT

- 4.1 As indicated above, the subject application intends to utilize the alternative density provisions of the Southgate Master Plan. The development site is proposed to support a six-storey below-market rental building, developed in partnership with the HousingHub program at BC Housing.

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The HousingHub was established by the Provincial government in 2018 with a goal to purposefully seek partnerships with private sector stakeholders with land and to work with all levels of government to achieve new affordable rental housing for middle income households. With these partnerships, BC Housing intends to share its extensive knowledge in the development and construction industry and provide low-cost financing. In return, BC Housing would require a restrictive covenant and/or a Housing Agreement registered on title for 10 years to ensure rental rates are below current market rental rates and fit the middle income bracket. Rents are targeted to be approximately five percent below market rental rates for comparable units in the Edmonds area. To qualify to rent a unit within the proposed development, residents would need to meet the middle income limits established by BC Housing for gross household income¹ for a corresponding unit size. Upon expiry of the Housing Agreement, provisions of the Residential Tenancy Act will apply to all tenancies, and market rental rates may be applied to any new tenancies that arise thereafter. This arrangement would be secured through a Section 219 Covenant and/or a Housing Agreement.

- 4.2 On 2019 May 28, Council adopted the Rental Use Policy and Initial Zoning Implementation Framework. Under this policy all rezoning applications are required to provide an additional 20% of total number of units generated from the base district, as rental housing. This department will be reviewing the existing master plan concept in order to determine appropriate locations and opportunities for further affordable rental units while maintaining the overall development parameters and vision for the Southgate Neighbourhood. Notwithstanding this new rental obligation on the Southgate site, the alternative density provisions within the existing master plan would be in addition to the requirements of the Rental Use Zoning Implementation Framework. As such, the advancement of the subject rezoning application for a below-market rental building utilizing the alternative density provisions of the Southgate Master Plan is considered supportable.
- 4.3 The Southgate Master Plan specifies 64,661 m² (588,365 sq.ft.) (0.26 FAR based on the overall Southgate site) for alternative housing. The applicant intends to utilize approximately 6,264.5 m² (67,430 sq.ft.) of this amount for the proposed rental building, which is proposed to be in a low-rise form and contain 95 units. Development density based on the net site is 1.48 FAR. The proposed rental building qualifies as alternative housing under the provisions of the adopted Master Plan, is in accordance with the density allocation covenant registered for the overall Southgate site, and is in line with current City objectives for achieving new, affordable rental stock in the city. This would be the second project to utilize the alternative density provisions available for the Southgate Master Plan area. As mentioned above, further opportunities for affordable rental units spread throughout the Southgate site are currently under review and will be brought forward to Council in the future.

¹ For 2019, the middle income limit is \$112,410 for residential units with less than two bedrooms and \$155,510 for residential units with two or more bedrooms.

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- 4.4 The subject development site forms part of the Gateway neighbourhood area, which is identified as the western gateway into the Southgate neighbourhood (see Figure 1). This gateway includes an east-west connection from Griffiths Drive to the Southgate site via a new road; an improved alignment of the South Spur Urban Trail and enhanced pedestrian/cycle connection across the Griffiths Overpass; and, a new north-south pedestrian cycle corridor that connects the surrounding neighbourhood to the Southgate site via the Seventeenth Street linear park. The Gateway neighbourhood area also features a number of neighbourhood-oriented parkettes (Seventeenth Street linear park and a dog park at Eighteenth Street), and a variety of pedestrian connections that connect the Southgate neighbourhood areas to each other and integrate the surrounding Edmonds community.

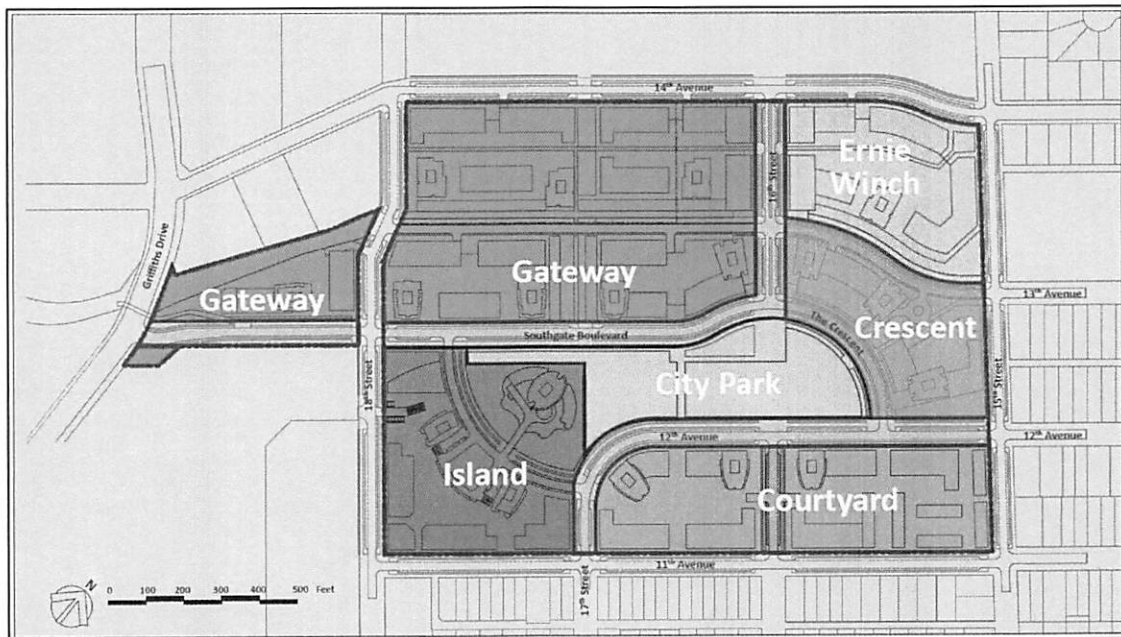


Figure 1 - Map showing Southgate's neighbourhood areas

The predominant land use of the Gateway neighbourhood area is multiple-family residential. Building form and architectural expression within this area are mid- to low-rise forms, which respect the surrounding street edge conditions, as well as frame the above noted public realm spaces and linear park corridors, and the strategic siting of slender residential towers, which punctuate entry into the Southgate neighbourhood (see Figure 2).

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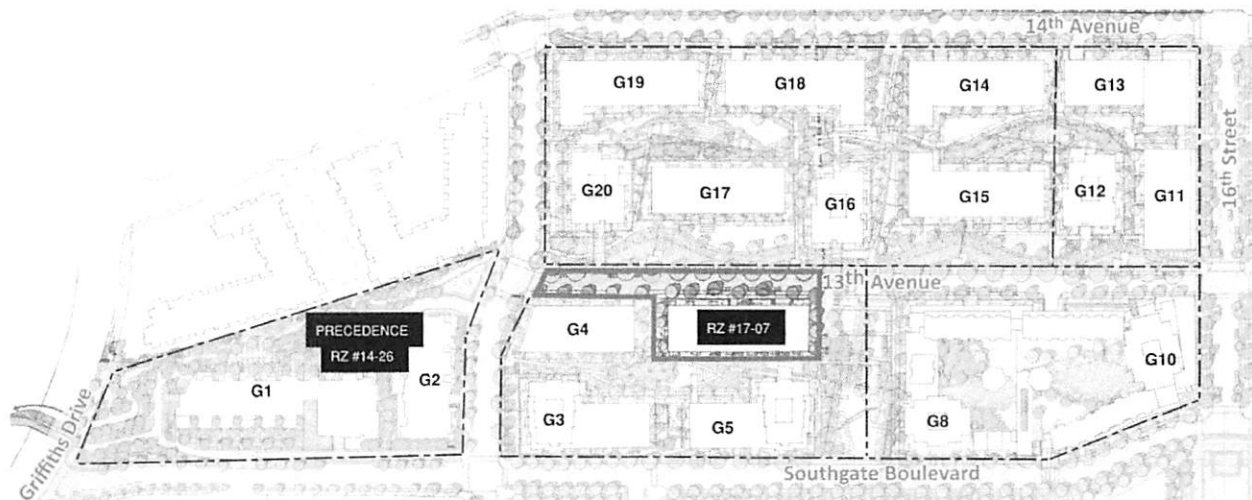


Figure 2 - Overall concept for the Gateway Neighbourhood (rezoning boundaries shown)

- 4.5 The Gateway neighbourhood is intended to be constructed over several phases. The subject rezoning application is for the second phase, and encompasses a single rental building (six-storeys). The rezoning application for the first phase of the neighbourhood (Rezoning Reference #14-26, which received Second Reading on 2016 May 09) is being advanced separately.

5.0 GENERAL COMMENTS

- 5.1 The proposed development plan is for a single six-storey rental building fronting a private street to the north (13th Avenue), which has been designed to have a positive relationship with a future tower and six-storey building to the south, and a publicly accessible privately maintained park to the west, which will be brought forward in future under separate rezoning applications.

This rezoning application proposes to utilize 6,264.5 m² (67,430 sq.ft.) of the allowable gross floor area 233,190.1 m² (2,510,037 sq. ft.) within the Gateway neighbourhood area, yielding a total of 95 units.

The subject proposal is for a six-storey building with textured frame elements, which is considered to meet the standards and objectives of the Southgate Master Plan and Design Guidelines. To complement the built form, a progressive landscape treatment is proposed, which includes boulevards and street trees on all street frontages. Substantial on-site planting is also proposed to further enhance the development.

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- 5.2 All required parking is proposed to be located underground, and access taken from a driveway off 13th Avenue. The development proposal meets the requirements of Burnaby Zoning Bylaw parking ratio of 0.6 spaces per unit for a rental development. Also in line with the Zoning Bylaw, all residential parking stalls will be capable of charging an electric vehicle.
- 5.3 A Green Building Strategy will be required. The applicant has indicated that the development will meet Step 3 of the BC Energy Step Code.
- 5.4 The development is providing 24 adaptable units within the development which is in line with the 20% minimum requirements of the Council-adopted Adaptable Housing policy. The development is providing 12 handicapped parking stalls (four in visitor and eight in residential area) in accordance with the Adaptable Housing Policy.
- 5.5 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
- storm sewer, water, and sanitary sewer improvements as identified in the Master Servicing Plan established for the development.
 - a publically accessible road (13th Avenue) connecting this phase of development to the new north-south public road.
- 5.6 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 ensuring compliance with the approved acoustical study;
 - Section 219 Covenant to ensure rental units are not stratified; and,
 - Statutory right-of-way for the provision, ongoing maintenance, and public access and use of a private road (13th Avenue).
- 5.7 A Housing Agreement is required between the developer, BC Housing and the City to address the following:
- rent levels and structure; and,
 - income levels of tenants.

In terms of affordability levels, rental rates for the units would meet BC Housing's definition and criteria of middle-income housing.

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- 5.8 Due to the proximity of the existing industrial uses, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 5.9 Provision of one separate car wash stall is required.
- 5.10 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.
- 5.11 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 the stormwater drainage and landscape features will be required.
- 5.12 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.
- 5.13 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 5.14 A site profile application is required for the subject development site, given its past industrial use.
- 5.15 Applicable Development Cost Charges are:
- a) Parkland Acquisition Charge
 - b) School Site Acquisition Charge
 - c) GVS&DD Sewerage Charge
 - d) Regional Transportation Charge.

6.0 DEVELOPMENT PROPOSAL

- 6.1 Site Area (subject to detailed survey) - 4,254 m² (45,791 sq. ft.)
- 6.2 Site Coverage - 28.51 %

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6.3 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) - 1.48 FAR

Gross Floor Area Permitted

Gateway Neighbourhood - 233,190.1 m² (2,510,037 sq. ft.)

Gross Floor Area Provided

(Site Specific Rezoning) - 6,264.5 m² (67,430 sq.ft.)
 (excluding permitted 193.3 m² exemptions)

Derived from Alternative Housing FAR

6.4 Residential Unit Mix

60 One Bedroom Units - 50.4 m² – 50.9 m² (543 sq. ft. – 548 sq. ft.)
 (including 14 adaptable units)

35 Two Bedroom Units - 67.2 m² – 71.6 m² (723 sq. ft. – 771 sq. ft.)
 (including 10 adaptable units)

95 Total Units

6.5 Building Height

Apartment Building - 6 storeys
 17.6 m (57.6 ft.)

6.6 Parking

Total Required and Provided

95 units @ 0.6 spaces per unit - 57 spaces
 (including 6 visitor parking spaces and
 12 handicapped parking spaces)

Bicycle Parking Required and Provided

95 units @ 2.0 resident lockers/unit - 190 secure spaces
 95 units @ 0.2 visitors' spaces/unit - 19 spaces in racks

6.7 Residential Loading (located on private street) - 1 space

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6.8 Communal Facilities (*Excluded from FAR Calculations*)

Primary communal facilities for residents include the amenity lobby, lounge/party room. The amenity area amounts to 129.7 m² (1,396 sq. ft.), which is within the permitted 5% (313.23 m² [3,372 sq.ft.]) exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an outdoor BBQ area and patio as well as landscape elements throughout the site.

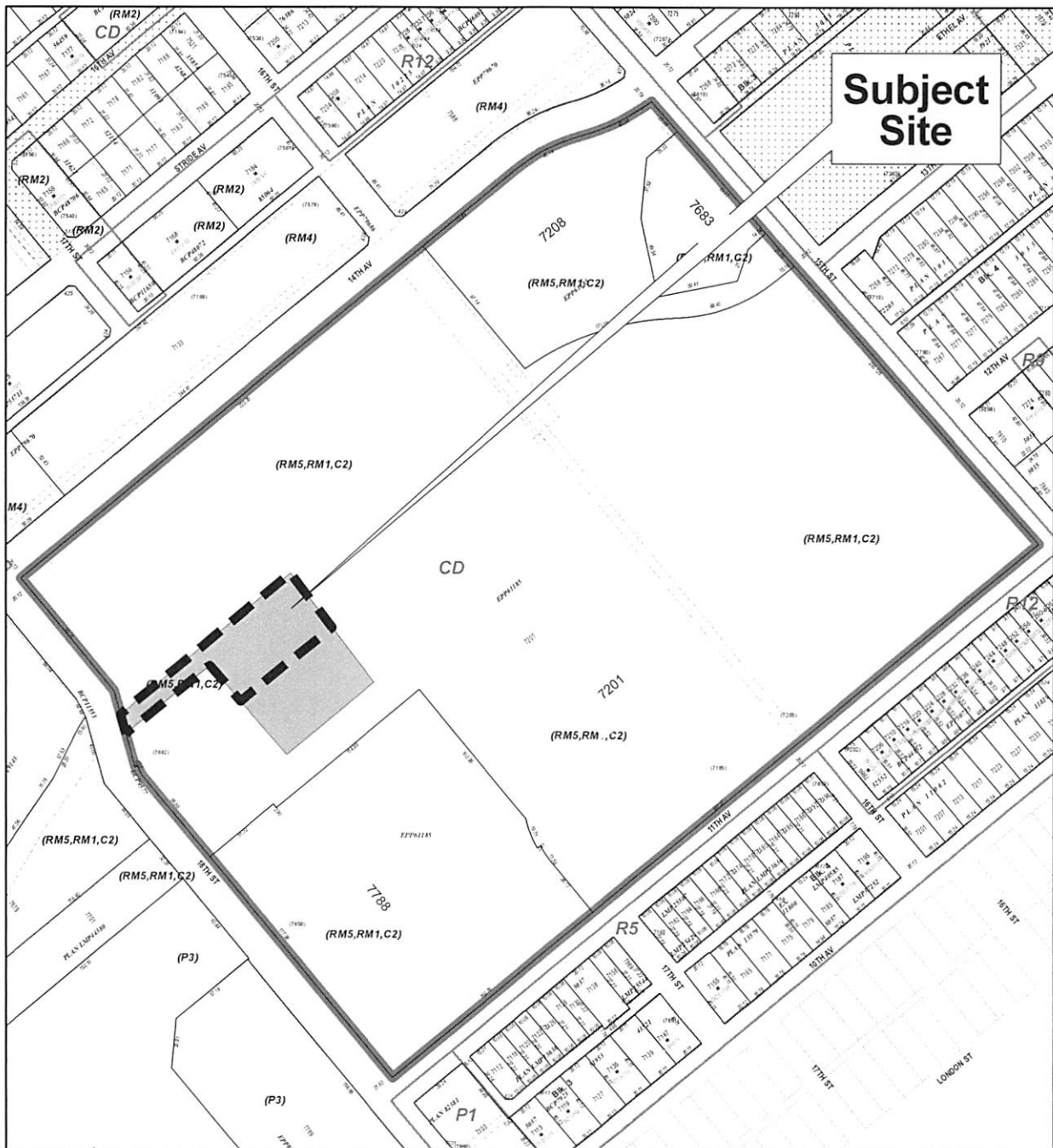


E.W. Kozak, Director
PLANNING AND BUILDING

DR:tn

Attachments

cc: City Solicitor
City Clerk



Subject Site



PLANNING & BUILDING DEPARTMENT



DATE:	OCT 11 2019
SCALE:	1:4,000
DRAWN BY:	AY

**REZONING REFERENCE #17-07
7201 11TH AVENUE**

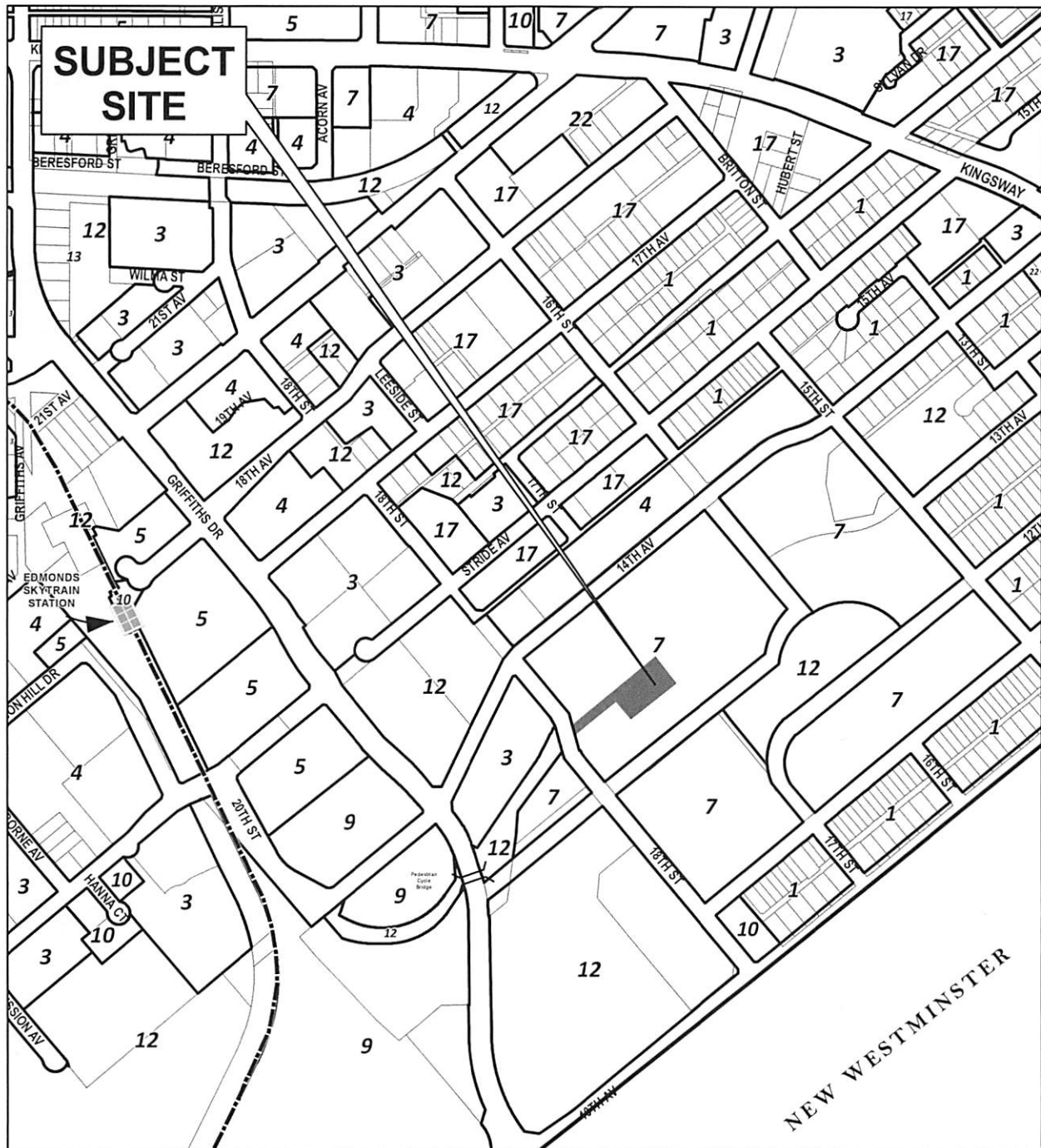


Subject Site



Overall Southgate
Master Plan Site

Original Rezoning Site



- 1 Single and Two Family Residential
- 3 Medium Density Multiple Family Residential
- 4 High Density Multiple Family Residential
- 5 Commercial
- 6 Medium Density Mixed Use
- 7 High Density Mixed Use

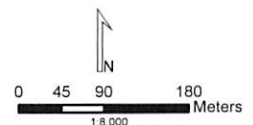
- 9 Industrial
- 10 Institutional
- 12 Park and Public Use/Public School
- 17 Low or Medium Density Multiple Family Residential (Ground Oriented)
- 22 Low/Medium Density Mixed Use

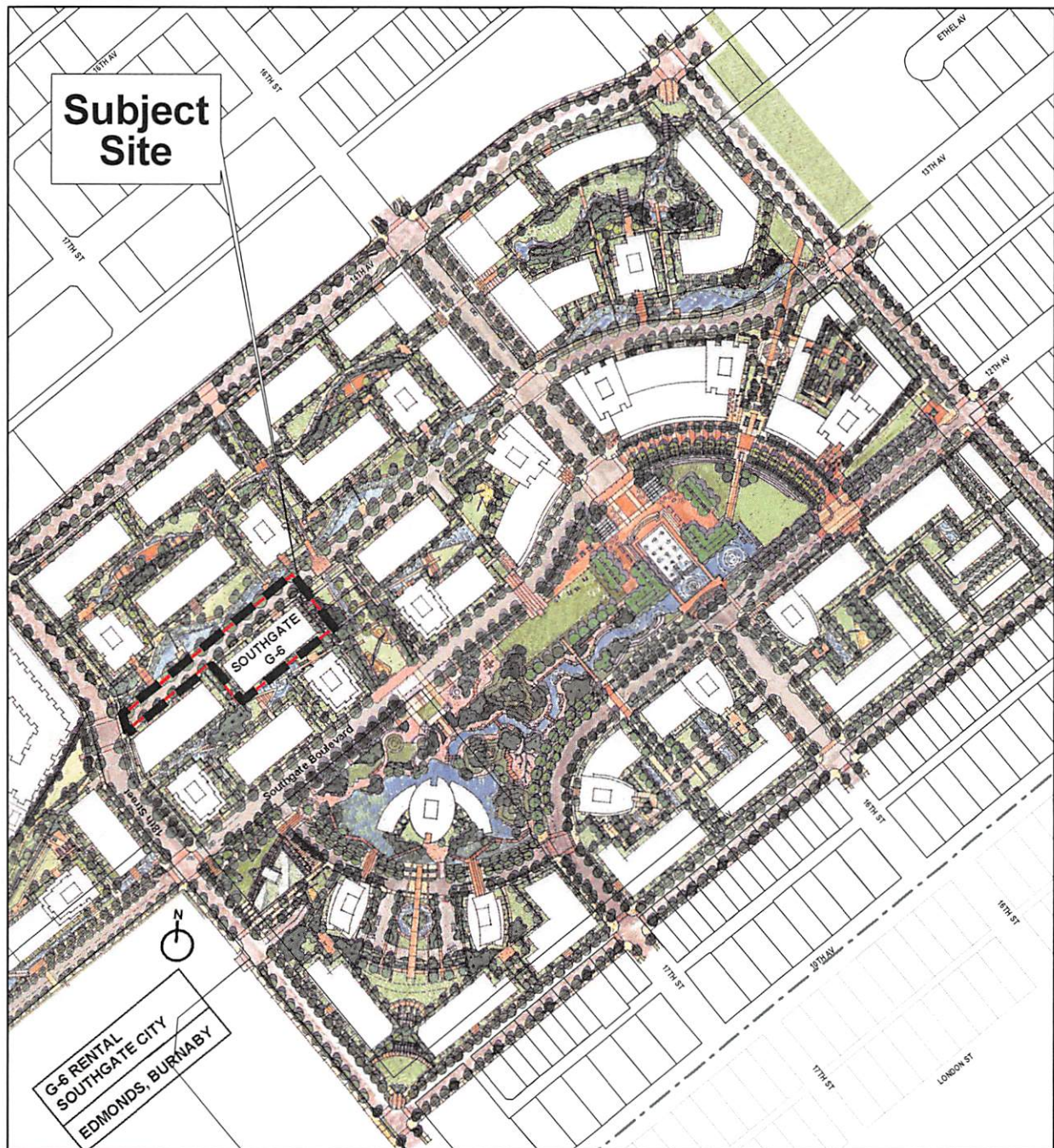
Edmonds Town Centre Plan Development Guidelines



PLANNING & BUILDING DEPARTMENT

Note: Composite Sketch Subject to Change





PLANNING & BUILDING DEPARTMENT



DATE:
OCT 11 2019

SCALE:
1:4,000

DRAWN BY:
AY

REZONING REFERENCE #17-07
7201 11TH AVENUE



Sketch #3