

TO: CITY MANAGER 2020 December 09

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #15-10
Six-Storey Mixed-use Development
Sixth Street Community Plan

ADDRESS: 7911/15/23 Edmonds Street and 7908 Wedgewood Street
(see *attached* Sketches #1 and #2)

LEGAL: Lot 1, DL 28, Group 1, NWD Plan 6655; Lot 3, DL 28, Group 1, NWD Plan 6655;
Lot 4, DL 28, Group 1, NWD Plan 6655; Lot A, DL 28, Group 1, NWD Plan LMP
34165

FROM: C4 Service Commercial District and R5 Residential District

TO: CD Comprehensive Development District (based on C9 Urban Village Commercial
District, RM3r Multiple Family Residential District, and the Sixth Street
Community Plan as guidelines and the development plan entitled “Mixed Use
Development, 7911, 7915, 7923 Edmonds Street and 7908 Wedgewood Street,
Burnaby, British Columbia” prepared by Jordan Kutev Architect Inc.)

APPLICANT: Jordan Kutev Architect Inc.
Attn: Jordan Kutev
180 – 2250 Boundary Road
Burnaby, BC V5M 3Z3

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on
2021 January 26.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2020 December 14 and to a Public Hearing on 2021 January 26 at 5:00pm.
2. **THAT** the predecessor Rezoning Bylaw, Amendment Bylaw No. 15/2016, Bylaw 13597, be abandoned contingent upon the granting by Council of Second Reading of the Subject Rezoning Bylaw.

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3. **THAT** the sale be approved in principle of City-owned property at 7923 Edmonds Street in accordance with Section 4.5 of this report and subject to the applicant pursuing the rezoning to completion.
4. **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 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, 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 granting of any necessary statutory rights-of-way, easements and/or covenants.
 - f. The granting of any necessary Section 219 Covenants as described in Section 4.8 of this report.
 - g. The registration of a Housing Agreement and Housing Covenant, and Council consideration and approval of a Housing Agreement Bylaw as described in Section 4.6 of this report.
 - h. The completion of the sale of City property.
 - i. The consolidation of the development site into one legal lot.
 - j. Compliance with the guidelines for surface and underground parking for residential visitors and commercial patrons.
 - k. The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.

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- l. The design and provision of units adaptable to persons with disabilities and the provision of customized hardware and cabinet work being subject to the lease of the unit to a disabled person, with allocated disabled parking spaces protected by a Section 219 Covenant.
- m. The provision of a 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.
- n. The review of on-site residential/commercial loading facilities by the Director Engineering.
- o. Compliance with the City's Groundwater Management for Multi-Family Development guidelines is required.
- p. The submission of a Site Profile and resolution of any arising requirements.
- q. The pursuance of Storm Water Management Best Practices in line with established guidelines.
- r. The provision of facilities for cyclists in accordance with this report.
- s. Compliance with the Council-adopted sound criteria.
- t. The undergrounding of existing overhead wiring abutting the site.
- u. The submission of a detailed comprehensive sign plan.
- v. The deposit of the applicable Parkland Acquisition Charge.
- w. The deposit of the applicable GVS & DD Sewerage Charge.
- x. The deposit of the applicable School Site Acquisition Charge.
- y. The deposit of the applicable Regional Transportation Charge.
- z. 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.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the construction of a six-storey mixed-use commercial/rental residential development.

2.0 POLICY FRAMEWORK

The proposed development is in line with the multiple-family designation of the Council-adopted Sixth Street Urban Village Plan. The advancement of the proposed zoning bylaw amendment also aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Safe Community

- Transportation safety – Make City streets, pathways, trails and sidewalks safer.

A Connected Community

- Geographic connection – Ensure that people can move easily through all areas of Burnaby, using any form of transportation.

A Healthy Community

- Healthy life – Encourage opportunities for healthy living and well-being.

3.0 BACKGROUND

- 3.1 The subject site is located on the corner of Sixth Street and Edmonds Street (see *attached* Sketch #1), and is comprised of two vacant properties zoned C4 Service Commercial District and two vacant properties zoned R5 Residential District, one of which is City-owned. Vehicular access to the site is currently provided from Edmonds Street, Sixth Street and Wedgewood Street. To the southeast across Edmonds Street is a motel, with service commercial uses beyond on both sides of Sixth Street. The immediate area to the southwest along Edmonds Street is characterized by low-scale commercial development. To the northwest and northeast is a single and two-family neighbourhood where the age and condition of dwellings vary.
- 3.2 At its meeting of 2015 March 30, Council received the report of the Planning and Building Department regarding the rezoning of the subject property and authorized staff to work with the applicant towards a suitable plan of development in line with the C9 Urban Village Commercial District, with the understanding that a further and more detailed report would be submitted at a later date.
- 3.3 A suitable plan of development for a four storey mixed use-development comprised of grade-level commercial uses and 63 market strata units on the upper storeys was achieved, and on 2016 April 25, Council authorized the preparation and advancement of Rezoning Bylaw #13597 to First Reading on 2016 May 9 and to a Public Hearing on 2016 May 31.

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The Rezoning Bylaw achieved Second Reading on 2016 June 13 and Third Reading on 2019 March 25. Following Council adoption of the City's *Finalized Rental Use Zoning Policy* on 2020 March 9 and further subsequent related Zoning Bylaw text amendments, the applicant proposed to amend the plan of development and pursue a fully rental project under the C9 Urban Village District and RM3r Multiple Family Residential (Rental) District as guidelines.

- 3.4 The applicant has now submitted a plan of development that meets the intent of the *Finalized Rental Use Zoning Policy* and broader City objectives for rental housing and is suitable for presentation to a Public Hearing.

4.0 GENERAL COMMENTS

- 4.1 The development proposal is for a six-storey mixed-use building with commercial uses on the ground floor fronting Edmonds Street and Sixth Street and 112 rental apartment units. The commercial space amounts to 277.59 m² (2,988 sq. ft.) of gross floor area, and is located on the ground level at the corner of Edmonds Street and Sixth Street. All residential and commercial parking is provided underground. Vehicular access is proposed via Edmonds Street.
- 4.2 The City's *Finalized Rental Use Zoning Policy* does not require the provision of Stream 2 – Inclusionary Rental for this C9 Urban Village designated site. Notwithstanding, the applicant wishes to undertake a fully rental project and proposes to add RM3r density to the site. In accordance with the policy, the use of RM3r density above a required inclusionary provision requires that for every market rental unit proposed, a unit at CMHC Market Median rates is provided. In this circumstance, no inclusionary rental is required, thus any use of RM3r density requires a 1:1 ratio of market and CMHC market median rental units. To achieve a respectful transition between the proposed development and the established single and two-family neighbourhood to the north and west, the applicant is proposing to use only a portion of the available RM3r density to achieve 10 additional rental units on-site, five of which would be rented at CMHC market median rates. The table below outlines the permitted and proposed densities for the subject site and the associated number of units attained.

Zoning District	Permitted Density	Proposed Density	Proposed Units
C9 Urban Village District	2.20 FAR	2.20 FAR	102
RM3r Multiple Family (Rental) District	1.10 FAR	0.22 FAR	10

Overall, the revised proposal is considered supportable. Additional rental housing would be achieved in the Sixth Street Urban Village area and the proposed inclusion of an additional 0.22 FAR of RM3r density enables the provision of five units at CMHC market

median rates, thus helping meet City objectives of increasing the supply of rental housing in Burnaby. The building form terraces down to four storeys to Wedgewood Street and the north property line, providing an appropriate transition to the adjacent single and two-family neighbourhood.

- 4.3 It is noted that the intersection of Sixth Street and Edmonds Street is currently configured to enable the primary through movement to the south and east. The north and west legs of the intersection are limited, with vehicular traffic on Sixth Street between Wedgewood Street and Edmonds Street currently restricted to southbound travel only. To improve the functionality of this uneven intersection, a new roundabout is proposed in conjunction with this rezoning application. This will enable the continuation of the higher volume south and east movements, while enabling the other lower volume legs of the intersection to function more successfully. Curb realignment along Edmonds Street and Sixth Street is also proposed to allow for the provision of separated sidewalks and limited on-street parking along the subject site's Edmonds and Sixth Street frontages.
- 4.4 The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site, including but not necessarily be limited to:
- the construction of Wedgewood Street to a custom standard with curb, gutter, and street lighting on both sides, and the construction of a separated sidewalk and provision of street trees on the south side of the street, across the development frontage;
 - the construction of Edmonds Street to a custom standard with curb, gutter, and separated sidewalks, street trees, street lighting, and on-street parking on the north side of the street, across the development frontage;
 - the construction of Sixth Street to a custom standard with curb, gutter, and separated sidewalks, street trees, and street lighting on the east side of the street, across the development frontage;
 - construction of a new roundabout at the intersection of Sixth Street and Edmonds Street; and
 - the upgrade of sanitary storm and water services as required.

Any necessary road dedications will be determined by detailed geometric and subject to legal survey.

- 4.5 The proposed development site includes the City-owned property at 7923 Edmonds Street. The City-owned property to be sold measures approximately 783.71m² (8,436 sq. ft.) prior to required dedications.

Staff continue to remain supportive of the proposed land sale, given that: it is a minor component of the overall assembly (about 27%); it would not frustrate the achievement of City objectives (it could not be developed on its own for anything other than single / two-

family); there is already Council approval in principle based on the previous proposal from the applicant; and it would help deliver needed rental housing in the area.

Moreover, staff are preparing a policy relating to City land dispositions into assembly/development sites for the consideration of the Planning and Development Committee and Council, which is anticipated for 2021 January/February. The proposed disposition is not discordant with the early directions of this policy's development.

The completion of the sale of the City-owned property is a prerequisite of this rezoning application. The Realty and Lands Division of the Public Safety and Community Services Department will determine a recommended purchase price for the City-owned property, which will be submitted to Council for its consideration and approval as part of a future report prior to Third Reading of the rezoning amendment bylaw.

- 4.6 The registration of a Housing Covenant and a Housing Agreement will be required to protect and regulate affordability measures of the CMHC market median rental units. The terms of the Housing Agreement are to be established prior to Third Reading of the Rezoning Bylaw. A separate report detailing the terms of the Housing Agreement will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council consideration and approval of a Housing Agreement Bylaw will be required prior to occupancy.
- 4.7 The development is providing 22 adaptable units, which meets the 20% minimum requirements of the Council-adopted Adaptable Housing policy.
- 4.8 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 use of the unit identified for use as a caretaker's suite;
 - Section 219 Covenant restricting the enclosure of balconies;
 - Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;
 - Section 219 Covenant ensuring compliance with the submitted acoustical analysis; and
 - Section 219 Covenant ensuring the proposed development remains rental and is not stratified.
- 4.9 In light of the site's proximity to Edmonds Street and Sixth Street, an acoustic study is required to ensure compliance with the Council-adopted sound criteria.
- 4.10 One car wash stall and an appropriately screened garbage handling and recycling holding area will be provided on site.
- 4.11 A Comprehensive Sign Plan is required.

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- 4.12 The approval of a detailed commercial loading plan by the Director Engineering is required.
- 4.13 Due to the commercial history of the site, a Site Profile and the resolution of any arising issues will be required.
- 4.14 The developer is responsible for undergrounding the overhead wiring abutting the site on Sixth Street and Wedgewood Street.
- 4.15 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.
- 4.16 Given the size of the site, best management practices are acceptable in lieu of a formal storm water management plan.
- 4.17 A geotechnical review of the subject site's soil stability, prepared by a professional engineer, and registration of a Section 219 Covenant regarding the findings of the approved report will be required. The approved report must note that the land may be used safely for the intended use and in accordance with the conditions specified in the report.
- 4.18 Applicable development cost charges will include:
 - Parkland Acquisition Charge;
 - School Site Acquisition Charge;
 - GVS & DD Sewerage Charge; and,
 - Regional Transportation Development Charge.

5.0 DEVELOPMENT PROPOSAL

- 5.1 Site Area:

Gross Site Area:	-	3,313.9 m ² (35,670 sq.ft.)
Dedications:	-	418.71 m ² (4,507 sq.ft.)
Net Site Area:	-	2,895.15 m ² (31,163 sq.ft.)

(Subject to detailed survey)

- 5.2 Density and Gross Floor Area:

C9 Urban Village Density:

C9 Residential Floor Area Ratio	-	2.12 F.A.R.
<u>C9 Commercial Floor Area Ratio</u>	-	<u>0.08 F.A.R.</u>
Total C9 F.A.R.	-	2.20 F.A.R.
 C9 Gross Floor Area	-	 7,302.98 m ² (78,609 sq.ft.)

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RM3r Multiple Family (Rental District Density:

RM3r (Market) Floor Area Ratio	-	0.11 F.A.R.
RM3r (Median CMHC) Floor Area Ratio	-	<u>0.11 F.A.R.</u>
Total F.A.R.	-	0.22 F.A.R.
RM3r Gross Floor Area	-	700.48 m ² (7,540 sq.ft.)
Combined Total FAR	-	2.42 FAR
Combined Total GFA	-	8,003.46 m² (86,149 sq.ft.)
Site Coverage	-	49.5%

5.3 Height

Mixed-Use Building	-	4-6 Storeys [20.05m (66 ft.)]
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5.4 Unit Mix:

32	Studio:	-	39.2 – 45.98 m ² (422 – 495 sq.ft.)
2	One-Bedroom:	-	50.72 m ² (546 sq. ft.)
27	One-Bedroom + Den:	-	56.02 – 57.59 m ² (603 – 620 sq.ft.)
18	One-Bedroom + Den (Adaptable):	-	57.13 m ² (615 sq. ft.)
9	Two-Bedroom:	-	65.12 – 76.36 m ² (701 – 822 sq.ft.)
4	Two-Bedroom (Adaptable):	-	76.36 m ² (822 sq.ft.)
16	Two-Bedroom + Den:	-	70.88 – 81.01 m ² (763 – 872 sq.ft.)
4	Three-Bedroom + Den:	-	109.62 m ² (1,180 sq.ft.)

112 Total Number of Units (inclusive of 22 adaptable units)

5.5	<u>Vehicle Parking and Loading:</u>	<u>Required</u>	<u>Provided</u>
	Residential Rental @ 0.6 spaces/unit	- 68	68 (including 12 visitor stalls)
	Commercial 277.59 m ² @ 1 space/46 m ²	- 6	6
	Total Parking	- 74	74
	Car Wash Stall Required and Provided	- 1	
	Residential/Commercial Loading Required and Provided	- 1	

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Accessible spaces
(included in Parking Total) - 10 residential spaces, 1 visitor space
and 1 commercial space provided
underground

5.6 Bicycle Parking:

Secure Residential Required and Provided - 130

Visitor Racks Required and Provided - 8

5.7 Communal Facilities (Excluded from FAR Calculations)

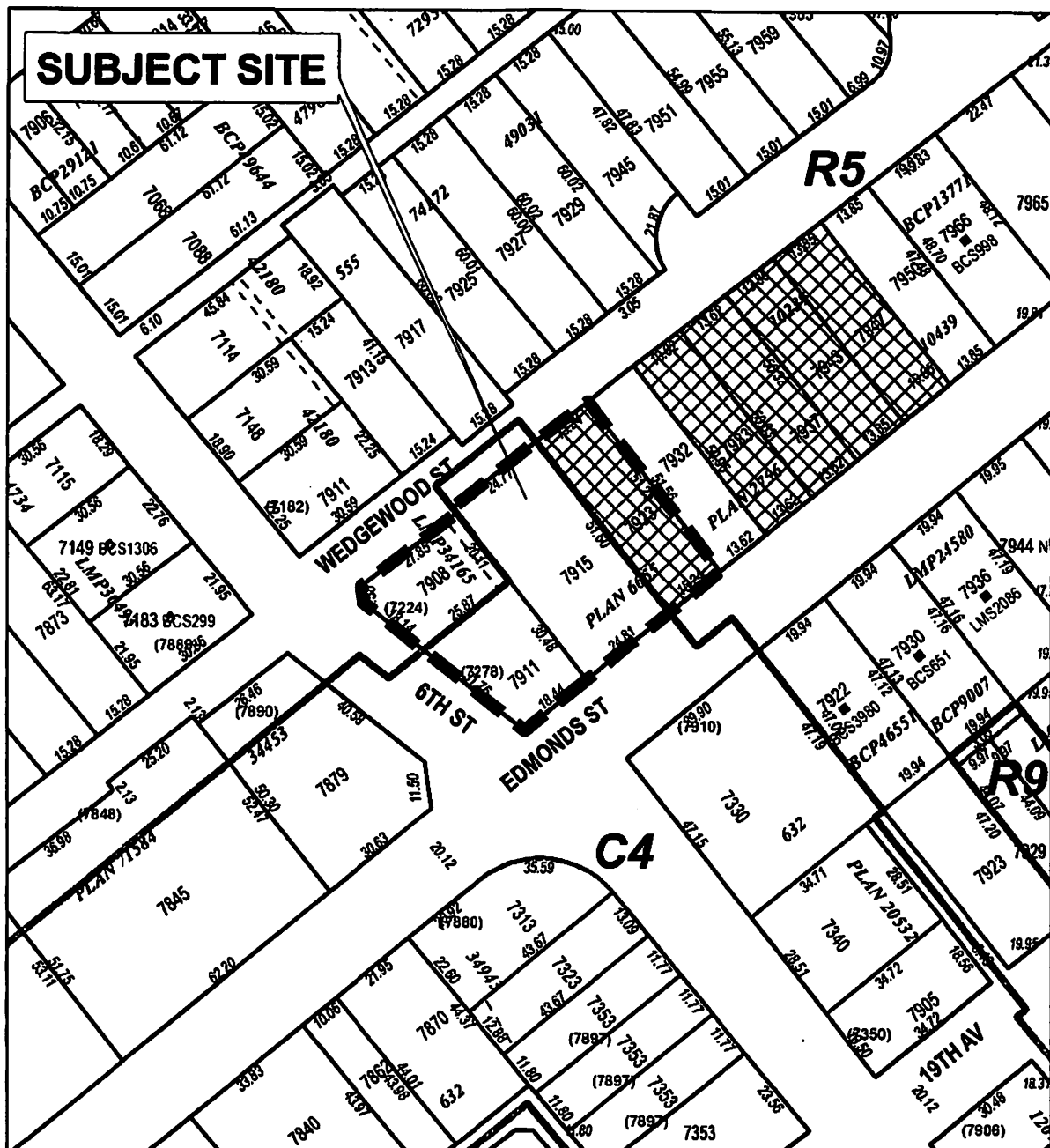
In addition to outdoor ground level and fifth floor amenity areas, communal facilities for residents include a fitness room that measures 38.09 m² (410 sq. ft.), which is less than the 5% or 400.23 m² (4,308 sq. ft.) which is permitted to be excluded from Gross Floor Area (GFA) by the Zoning Bylaw.


E, W. Kozak, Director
PLANNING AND BUILDING

JBS/KH/LS:

Attachments

cc: City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:
APR 11 2016

SCALE:
1:1,500

DRAWN BY:
AY

REZONING REFERENCE #15-10
7911, 7915 AND 7923 EDMONDS STREET
7908 WEDGEWOOD STREET

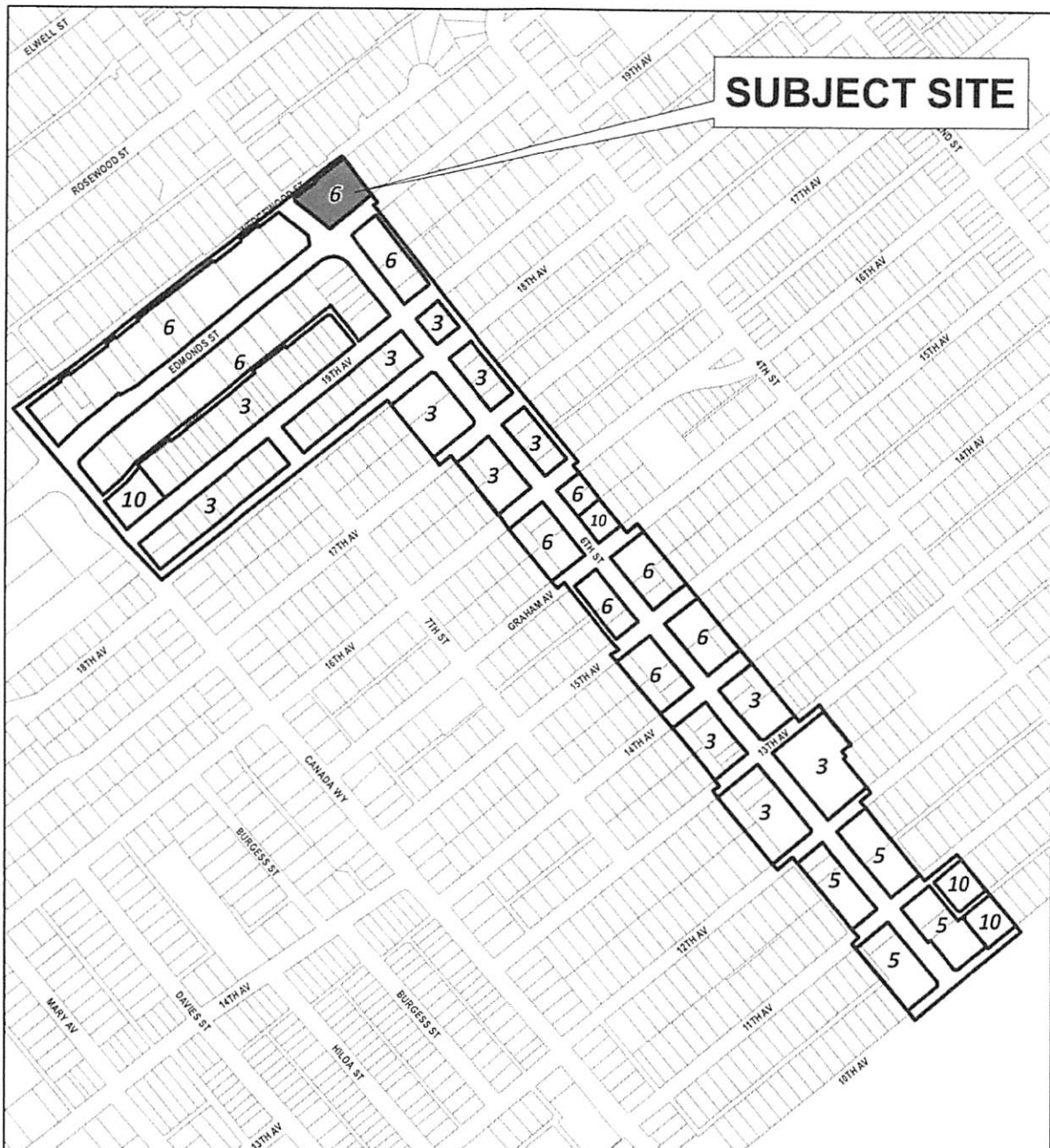


Subject Site



City-Owned Property

Sketch #1



General Land Use Designation Key

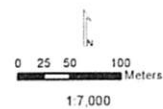
- 3 Medium Density Multiple Family Residential
- 5 Commercial
- 6 Medium Density Mixed Use
- 10 Institutional



Planning and Building Dept

Printed on April 11, 2016

Sixth Street Community Plan



Sketch #2