

TO: CITY MANAGER 2020 November 18

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #20-17**
Non-Market Rental Housing Development

ADDRESS: 6365 Stride Avenue and Portions of 6370, 6380, 6428, 6448 Stride Avenue and 7514 Bevan Street (Sketch #1 *attached*)

LEGAL: Lot 1, District Lot 155A, Group 1, NWDP 14019; Lot 37 and 38, District Lot 155A, Group 1, NWDP 24105; Lot 3 & 4, Block 6A, District Lot 155A, Group 1, NWDP 1425; Lot 9, District Lot 155A, Group 1, NWDP LMP30202

FROM: CD Comprehensive Development District (based on RM3r Multi-Family Residential District and Edmonds Town Centre Plan as guidelines and in accordance with the development guidelines prepared by the City)

TO: Amended CD Comprehensive Development District (based on RM3r Multiple Family Residential District and the Edmonds Town Centre Plan as guidelines and in accordance with the development plan entitled "Bevan Rental Apartment Buildings" prepared by Ekistics Architecture Inc.)

APPLICANT: Mosaic Homes Ltd.
#500 – 2609 Granville Street
Vancouver, BC V6H 2H3
Attn: Andrew Sims

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2020 December 15.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2020 November 23 and to a Public Hearing on 2020 December 15 at 5:00 p.m.
2. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 6.2 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:

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- 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 completion of the Highway Closure Bylaw as described in Section 6.2 of this report.
- f. The registration of a Lease Agreement, as outlined in Section 6.4 of this report.
- g. The registration of a Housing Agreement.
- h. The granting of any necessary statutory rights-of-way, easements and/or covenants as detailed in Section 6.6 of this report.
- i. The consolidation of the net project site into one legal parcel.
- j. The undergrounding of existing overhead wiring abutting the site.
- k. The review of a detailed Sediment Control System by the Director Engineering.
- l. The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, and the granting of a Section 219 Covenant and deposit of sufficient monies to guarantee its provision and continuing operation.
- m. The submission of a geotechnical review regarding confirming that the site may be used safely (stability) for the intended use for review by the Chief Building Inspector and granting of a Section 219 Covenant respecting the submitted report.
- n. Compliance with the City's Groundwater Management for Multi-Family Development guidelines is required.
- o. The submission of a Site Profile and resolution of any arising requirements.

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- p. The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.
- q. Compliance with Council-adopted sound criteria.
- r. 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.
- s. 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.
- t. The provision of facilities for cyclists in accordance with Section 7.6 of the rezoning report.
- u. Compliance with the guidelines for underground parking for visitors.
- v. The review of on-site residential loading facilities by the Director Engineering.
- w. The submission of a Green Building Strategy for the site is required.

R E P O R T

1.0 REZONING PURPOSE

The purpose of this rezoning amendment is to permit the development of two non-market rental buildings.

2.0 POLICY FRAMEWORK

The *Mayor's Task Force on Community Housing Final Report*, unanimously adopted by Council on 2019 July 29, specifically calls on the City to "pursue partnerships that leverage the contributions of the City, BC Housing, non-profit societies, and private developers to provide more non-market and below-market rental housing." As well, the Report broadly recommends investment in housing partnerships, and increasing the supply of affordable rental housing.

There are several other City policies that support the provision of affordable housing, particularly in partnership with other orders of government:

- Burnaby's *Official Community Plan* (1997);
- The *Burnaby Economic Development Strategy* (2007); and,
- The *Burnaby Social Sustainability Strategy* (2011).

A partnership approach to develop affordable housing in Burnaby is further supported by the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community.

- Partnership - Work collaboratively with businesses, educational institutions, associations, other communities, and governments.
- Social Connection - Enhance social connections throughout Burnaby.

An Inclusive Community

- Create a sense of community - Provide opportunities that encourage and welcome all community members and create a sense of belonging.

A Healthy Community

- Healthy life - Encourage opportunities for healthy living and well-being.
- Community involvement - Encourage residents and businesses to give back to and invest in the community.

A Dynamic Community

- Community development - Manage change by balancing economic development with environmental protection and maintaining a sense of belonging.

3.0 BACKGROUND

3.1 On 2019 October 07, Council received a staff report advancing a program to bring forward a number of City-owned sites for the development of non-market housing, in partnership with other orders of government. Amongst the report recommendations were that staff initiate pre-zoning applications for the various City-owned sites, in order to establish development guidelines and ultimately deliver detailed civil designs and estimates. Together with Council's approval in principle to provide a financial contribution from the Community Benefit Bonus Housing Reserve towards capital development costs, the City is poised to be in a stronger position to obtain capital funding from BC Housing under its *Building BC: Community Housing Fund (CHF)* program and CMHC under its *National Housing Co-Investment Fund*. It should be noted that a staff report seeking Council's specific approval to provide a financial contribution from the Community Benefit Bonus Housing Reserve towards capital development costs will be advanced in December 2020.

3.2 The pre-zoning application related to this site, Rezoning Reference #19-59, received Final Adoption on 2020 November 09. While this specific site is proposed to be advanced as part of the BC Housing partnership initiative, development of the subject properties relies on concurrent development of the balance of the Bevan Lands to the southeast (see Sketch #1 *attached*). The balance of the Bevan Lands, which includes three lots owned by Mosaic Homes and totaling some 4.27 hectares (10.5 acres), is proposed to accommodate a rental townhouse development, supported by BC Housing's Housing Hub program, and be developed under a

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separate rezoning application (Rezoning Reference #16-39). Due to the substantial grades of the overall Bevan Lands, the resultant limited locations for vehicular access, and private ownership of three of the lots by Mosaic Homes, the City has been working with Mosaic Homes to explore a suitable development concept for the overall Bevan Lands.

- 3.3 Due to the unique circumstances, Council approved Mosaic Homes as the development partner for the subject site, on the proviso that site specific rezoning applications by Mosaic Homes for the subject site and the balance of the Bevan Lands be pursued concurrently. An agreement securing this arrangement is being pursued.
- 3.4 On 2020 September 22, a Request for Proposals (RFP) was issued to secure a non-profit housing operator for the future non-market housing development on the site, subject to securing capital funding and completing a site-specific rezoning application in accordance with the Comprehensive Development guidelines established through the pre-zoning application (Rezoning Reference #19-59). Appearing elsewhere on Council's Open agenda is the report recommending the selected non-profit housing operator for the subject site.
- 3.5 The intent of this site-specific rezoning application is to establish the preliminary architectural and landscape concept for the subject site, which will aid in the non-profit housing operator's application for capital funding from BC Housing. Further detailed architectural and landscape drawings will be established through a subsequent Preliminary Plan Approval application.
- 3.6 On 2020 September 28, Council received the report of the Planning and Building Department regarding 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.

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

4.0 NEIGHBOURHOOD CHARACTERISTICS

- 4.1 The subject City-owned site is located within Sub-Area 3 of the Edmonds Town Centre Plan, at the southeast corner of Southridge Drive and Byrnespark Drive. It forms a 0.93 hectare (2.29 acre) portion of a larger, 5.19 hectare (12.83 acre) site comprised of 20 properties commonly referred to as the "Bevan Lands". Seventeen of the properties are owned by the City and three are owned by Mosaic Homes Ltd. The overall Bevan Lands site is currently designated for multiple-family development using the RM3 Multiple Family Residential District (see attached *Sketches* #1 and #2) in the Edmonds Town Centre Plan.
- 4.2 Two lots on the subject 0.93 hectare (2.29 acre) portion of the site are improved with older single-family dwellings, with the remaining lots being vacant. Additional older single-family dwellings are located within the overall Bevan Lands site. To the south of the overall Bevan Lands site are single-family dwellings in the Big Bend Development Plan area with agricultural properties beyond. To the west are a combination of City-owned and privately held sites

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designated for single family development or a future area rezoning in the Edmonds Town Centre Plan. To the east is the Fourteenth Avenue Ravine Park. To the north, across Marine Drive, is a site under development that received Final Adoption on 2020 July 27 (Rezoning Reference #18-09) for the construction of a five-storey apartment building with underground parking, townhouses, with at grade parking, and an affordable housing component including 20 units at 20% below CMHC market median (or lower) rents.

5.0 REZONING PROPOSAL

The applicant is proposing to rezone the site to the CD Comprehensive Development District, utilizing the RM3r Multiple Family Residential District as a guideline, in order to permit the construction of two four-storey non-market rental apartment buildings, comprised of 59 housing units each (totalling 118 units) with underground residential and visitor parking. The buildings would be constructed by Mosaic Homes and turned over to the City's selected non-profit housing operator. The exact unit mix of the development is subject to change and will be decided with input from the operator. The proposed gross floor area of the development is 8,447.94 m² (90,933 sq. ft.) which equates to 1.05 FAR, subject to a legal survey. Overall, the rezoning proposal is considered supportable, as it achieves new non-market rental housing units in close proximity to transit services and will contribute to the availability of affordable housing in the City.

6.0 REZONING REQUIREMENTS

- 6.1 All necessary civil servicing, and environmental and geotechnical investigation for the site will be provided by the City in connection with Rezoning Reference #19-59. Servicing requirements may include, but not necessarily be limited to:
 - the construction of Byrnepark Drive to its final Local Road Standard, with new separated sidewalks, cycle track and street trees across the development frontage; and,
 - necessary road dedications will be determined through detailed road geometrics.
- 6.2 The project site includes a portion of the Stride Avenue road right-of-way and spans approximately 2,500 m² (26, 900 ft²). The completion of a Highway Closure Bylaw is required prior to Final Adoption of the subject rezoning application.
- 6.3 Any road dedications will be confirmed by a detailed road geometric prior to Third Reading.
- 6.4 As mentioned above, the subject site is part of a broader City initiative to develop non-market housing on various City-owned sites in Burnaby. The City's contribution to the program includes leasing the sites to a non-profit society, non-profit housing co-operative, or to a government housing entity for a term of 60 years or longer at a nominal rate, subject to the selected non-profit or government partner securing capital funding and completing a site-specific rezoning application in accordance with established development guidelines. Detailed terms and conditions of the lease will be provided to Council in a future report.

- 6.5 A Housing Agreement and Section 219 Covenant are required between the selected non-profit housing operator and the City to secure the non-profit nature of the housing project with the provision of 118 non-market rental units.
- 6.6 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 indicating that the residential driveway access will not be restricted by gates;
 - Section 219 Covenant ensuring compliance with the approved acoustical study; and,
 - Statutory Right-of-Way measuring 3.0 m (9.8 ft.) through the site for the provision of a multi-use pathway.
- 6.7 In accordance with the City's policy for adaptable units, 20% of all single-level units will meet adaptable unit design standards. Twelve (12) adaptable parking stalls are provided in connection with this development within the residential parking area.
- 6.8 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.
- 6.9 The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The proposed building will meet the adopted City policy regarding BC Energy Step Code, as well as any BC Housing funding requirements.
- 6.10 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 is required.
- 6.11 Given the subject site's proximity to Southridge Drive, an acoustical report will need to be undertaken to ensure compliance with Council-adopted sound criteria.
- 6.12 The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering is required.
- 6.13 Due to the past use and history of the site, a Site Profile and the resolution of any arising issues will be required to ensure compliance with Ministry of Environmental Protection and Sustainability requirements.

7.0 DEVELOPMENT PROPOSAL

- 7.1 Site Area - 8017.93 m² (86, 305 sq. ft.)
(subject to legal survey)

7.2 Density: - 1.05 FAR
8448.90 m² (90,943 sq. ft.)

Site Coverage: - 27%

7.3 Height:

Building 1: - 4 storeys
15.51 m (51 ft.)

Building 2: - 4 storeys
15.51 m (51 ft.)

7.4 Unit Mix:

Building 1:

10	studio units:	-	37 – 44.22 m ² (398 – 476 sq. ft.)
2	studio units (adaptable):	-	37 – 44.22 m ² (398 – 476 sq. ft.)
13	one-bedroom units:	-	53.8 – 56 m ² (579 – 602.8 sq. ft.)
3	one-bedroom units (adaptable):	-	53.8 – 56 m ² (579 – 602.8 sq. ft.)
16	two-bedroom units:	-	68 – 80.6 m ² (732 - 868 sq. ft.)
5	two-bedroom units (adaptable):	-	68 – 80.6 m ² (732 - 868 sq. ft.)
8	three-bedroom units:	-	82.6 – 85.4 m ² (889 – 919 sq. ft.)
<u>2</u>	<u>three-bedroom units (adaptable):</u>	-	<u>82.6 – 85.4 m² (889 – 919 sq. ft.)</u>

59 Total

Building 2:

10	studio units:	-	37 – 44.22 m ² (398 – 476 sq. ft.)
2	studio units (adaptable):	-	37 – 44.22 m ² (398 – 476 sq. ft.)
13	one-bedroom units:	-	53.8 – 56 m ² (579 – 602.8 sq. ft.)
3	one-bedroom units (adaptable):	-	53.8 – 56 m ² (579 – 602.8 sq. ft.)
16	two-bedroom units:	-	68 – 80.6 m ² (732 - 868 sq. ft.)
5	two-bedroom units (adaptable):	-	68 – 80.6 m ² (732 - 868 sq. ft.)
8	three-bedroom units:	-	82.6 – 85.4 m ² (889 – 919 sq. ft.)
<u>2</u>	<u>three-bedroom units (adaptable):</u>	-	<u>82.6 – 85.4 m² (889 – 919 sq. ft.)</u>

59 Total

118 Total Units

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7.5 Parking Required and Provided

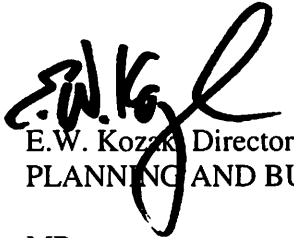
	<u>Required</u>	<u>Provided</u>
Residential (0.5 spaces / rental housing unit)	59	60
Visitor (0.05 spaces / rental housing unit)	6	6
Overall Site Total Parking:	65 spaces	66 spaces

7.6 Bicycle Parking/Facilities Required and Provided

Residential	-	236 spaces
Visitor	-	12 spaces

7.7 Shared Communal Facilities

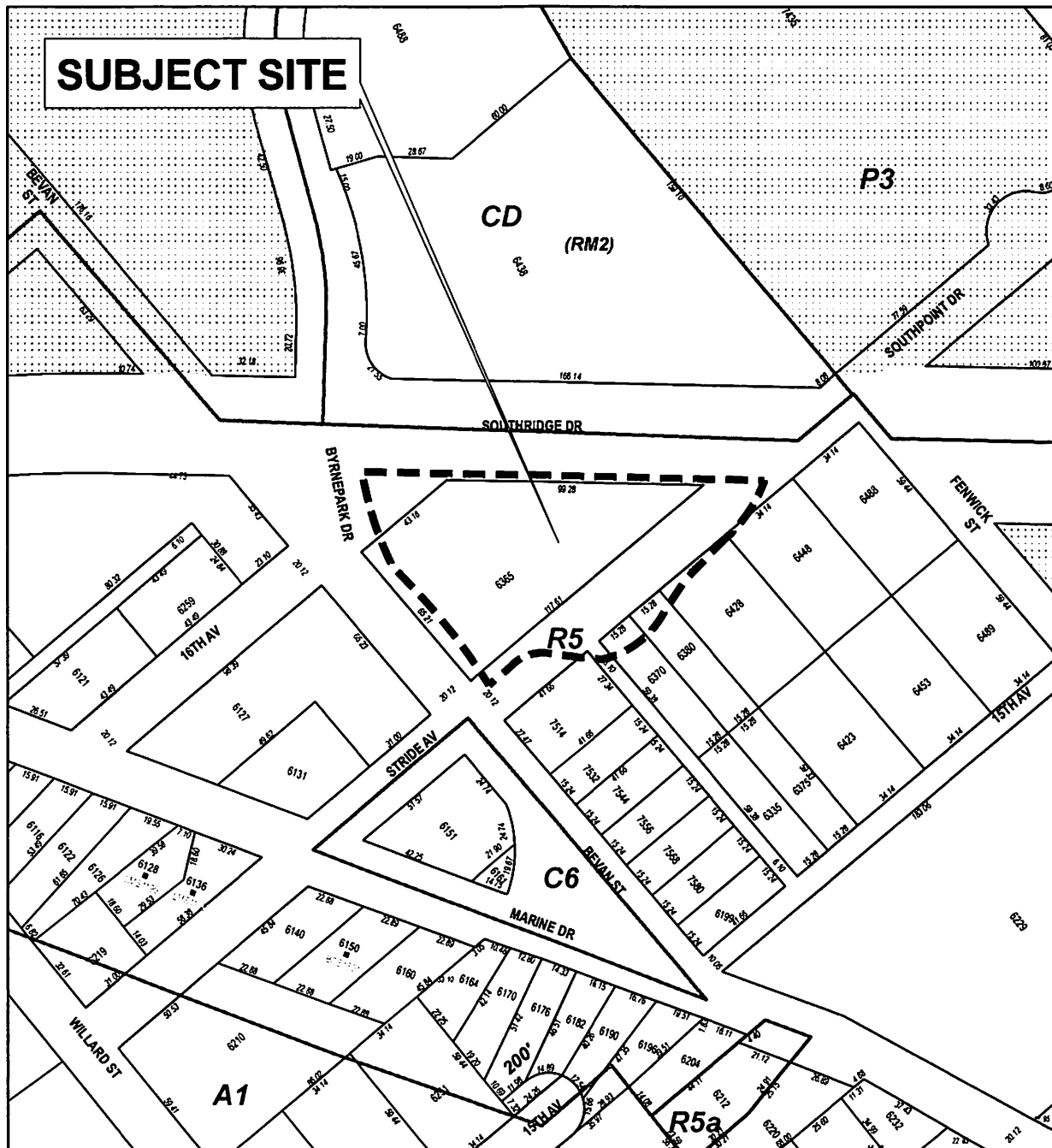
The proposed development provides an amenity room and a rental office space. Proposed outdoor amenities include a multi-use pathway connection to transit service, outdoor seating areas, an outdoor play area and a community garden. Final amenity areas to be determined through Preliminary Plan Approval.


E.W. Kozak, Director
PLANNING AND BUILDING

MP:tn

Attachments

cc: City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT



Date:
NOV 13 2020

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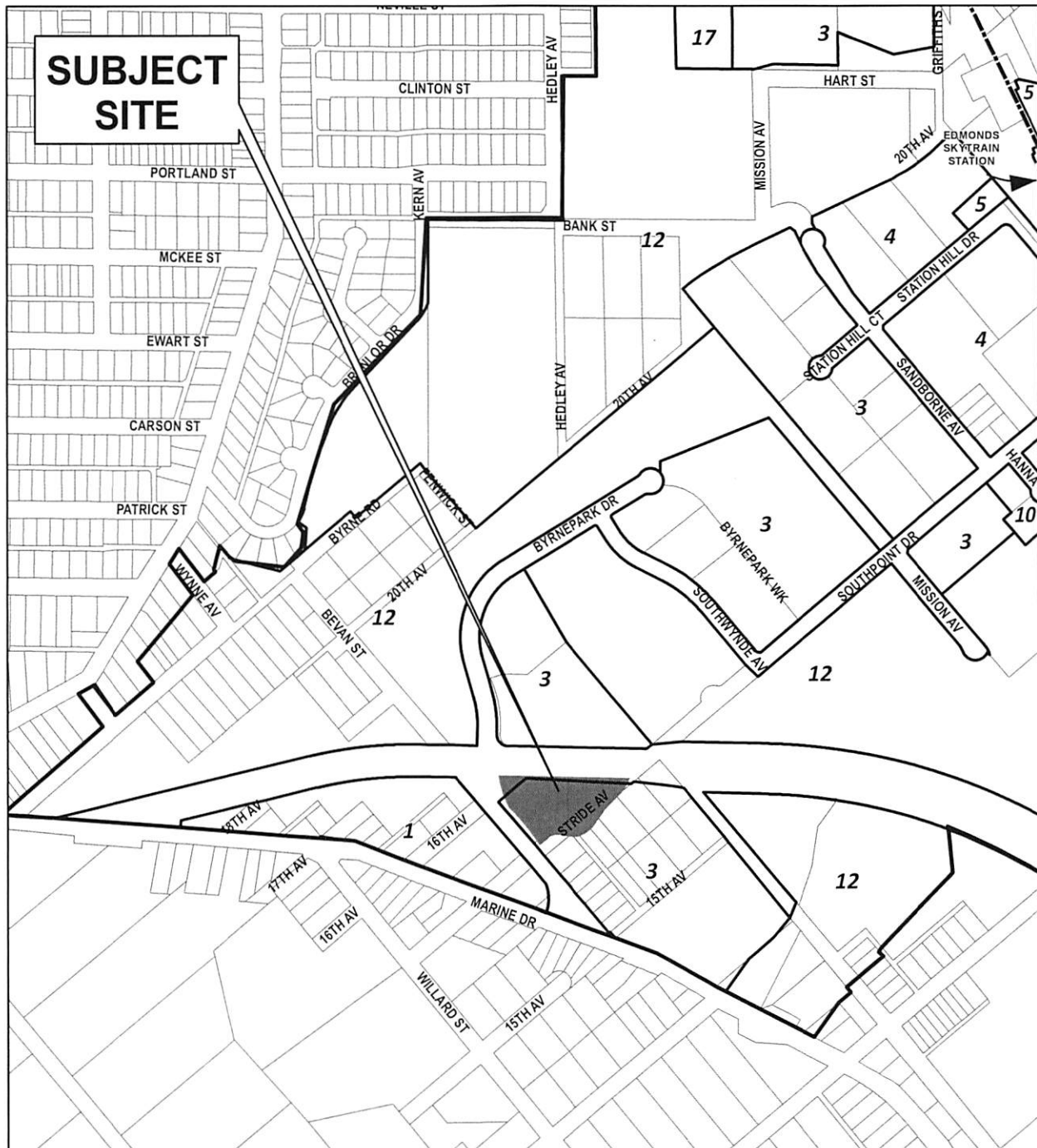
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JS

REZONING REFERENCE #20-17
6365 STRIDE AVENUE AND PORTIONS OF 6370, 6380, 6428
& 6448 STRIDE AVENUE & 7514 BEVAN STREET



Subject Site

Sketch #1



- 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

