

**TO:** MAYOR & COUNCIL  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **REZ #22-04 – PURPOSE BUILT RENTAL TOWNHOUSE DEVELOPMENT – EDMONDS TOWN CENTRE PLAN**  
**PURPOSE:** To see Council authorization to forward REZ #22-04 application to a future Public Hearing date.

### REFERENCES

Addresses: See Attachment 1  
Legal: See Attachment 1  
Applicant: Kristine Liu; Mosaic Avenue Developments Ltd.  
500-2609 Granville Street, Vancouver BC V6H 3H3  
Current Zoning: CD Comprehensive Development District (based on RM2r Multi-Family Residential District and Edmonds Town Centre Plan as guidelines)  
Proposed Zoning: Amended CD Comprehensive Development District (based on RM2r Multi-Family Residential District and Edmonds Town Centre Plan as guidelines, and in accordance with the development plan entitled “Bevan Townhomes” prepared by Ekistics Architecture)

### RECOMMENDATIONS

**THAT** a Rezoning Bylaw for REZ #22-04 be prepared and advanced to First Reading and to a Public Hearing at a future date, as detailed in the report titled “Rez #22-04 – Purpose Built Rental Townhouse Development – Edmonds Town Centre Plan”, dated July 24, 2023;

**THAT** the introduction of a Highway Closure Bylaw, as described in Section 310, be authorized, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw; and

**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 Administration 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 (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 undergrounding of existing overhead wiring abutting the site.
- e. The submission of an undertaking to remove all existing improvements from the site within 12 months of Final Adoption of the rezoning.
- f. The completion of the Highway Closure Bylaw as described in Section 3.10 of this report.
- g. The completion of the acquisition of 7544, 7556, and 7580 Bevan Street in as described in Section 3.4 of this report.
- h. The registration of two Ground Leases as outlined in this report, Rezoning Reference 22-04 dated July 24, 2023 from the General Manager Planning and Development.
- i. The dedication of any rights-of-way deemed requisite.
- j. The submission of a Site Disclosure Statement and resolution of any resultant conditions.
- k. The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 3.11 of this report.
- l. The submission of a suitable on-site Stormwater Management System, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- m. Compliance with the City's Groundwater Management for Multi-Family Development guidelines.
- n. The submission of a suitable Solid Waste and Recycling Plan.
- o. The review of on-site loading facilities.

- p. The provision of an adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
- q. The provision of facilities for cyclists in accordance with this report.
- r. The submission of a geotechnical review confirming that the site may be used safely for the intended uses, for review by the Chief Building Inspector and granting of a Section 219 Covenant respecting the submitted report.
- s. Compliance with Council-adopted sound criteria.
- t. A tree survey and arborist report of the site will be required to determine whether any existing trees are suitable for retention. If trees measuring 20 cm (8 in.) in diameter are required to be removed due to the site’s development, then a tree removal permit will be required.
- u. The submission of a Green Building Plan and Energy Benchmarking.
- v. The deposit of the applicable Parkland Acquisition Charge.
- w. The deposit of the applicable School Site Acquisition Charge.
- x. The deposit of the applicable GVS & DD Sewerage Charge.
- y. The deposit of the applicable Regional Water Cost Charge.
- z. The deposit of the applicable Regional Transportation Development Cost Charge.
- aa. The submission of a written undertaking to distribute area plan notification forms, prepared by the City; and, to post area plan notification signs, also prepared by the City, on the development site and in any rental office in prominent and visible locations prior to Third Reading, and remain posted for a period of one year, or until such time that all units are rented, whichever is greater.

**CHIEF ADMINISTRATIVE OFFICER’S COMMENTS**

I concur with the recommendations of the General Manager Planning and Development.

**EXECUTIVE SUMMARY**

A rezoning application has been received in order to permit the construction of 92 Canada Mortgage and Housing Corporation (CMHC) market median rental townhouses and 91 market rental townhouses. The purpose of this report is to provide Council with information on the proposal and to recommend that the rezoning application be forwarded to a future Public Hearing.

**1.0 POLICY SECTION**

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Edmonds Town Centre Plan (1994), Official Community Plan (1998), Economic Development Strategy (2007), Social, Sustainability Strategy (2011), Regional Context Statement (2013), Environmental Sustainability Strategy (2016), Climate Action Framework (2020), Rental Use Zoning Policy (2020), Transportation Plan (2021), Home Strategy (2021), and Corporate Strategic Plan (2022).

**2.0 BACKGROUND**

2.1 The subject site measures approximately 4.24 hectares (10.48 acres) and is located within Sub-Area 3 of the Edmonds Town Centre Plan, at the southeast corner of Southridge Drive and Byrnepark Drive. The subject site, together with a smaller site to the northwest measuring approximately 0.80 hectares (1.98 acres), forms a large development site commonly referred to as the “Bevan Lands”. The overall Bevan Lands site is designated for multiple-family development using the RM3 Multiple Family Residential District (see attached sketches #1 and #2), and is considered a key site for plan implementation within the Edmonds Town Centre. The overall site slopes significantly from the northeast to the southwest.

2.2 Until recently, Bevan Lands included twenty properties, three of which were owned by Mosaic Homes (“Mosaic”) with the remaining properties owned by the City. Much of the Bevan Lands have been subdivided (Subdivision #20-41) to consolidate the site into one larger lot located at 6229 Marine Drive. The subject site for this rezoning application includes a significant portion of 6229 Marine Drive, six properties fronting Bevan Street (including three Mosaic owned properties), and a portion of road to be closed. The remaining portion of 6229 Marine Drive is being advanced separately under Rez 20-17 which achieved Second Reading on December 17, 2020 and is discussed further in sections below.

2.3 At the time of this report, one single-family dwelling remains on 7580 Bevan Street and is owned by Mosaic. The remaining properties are vacant or heavily wooded and undeveloped. To the west of the overall Bevan Lands site are City-owned and privately held properties designated for single-family development or a future area rezoning. To the east is Fourteenth Avenue Ravine Park. To the north, across Southridge Drive, is a recently developed townhouse and low-rise project (REZ18-09). To the south, across Marine Drive, are single-family dwellings in the Big Bend Development Plan area, with agricultural properties beyond.

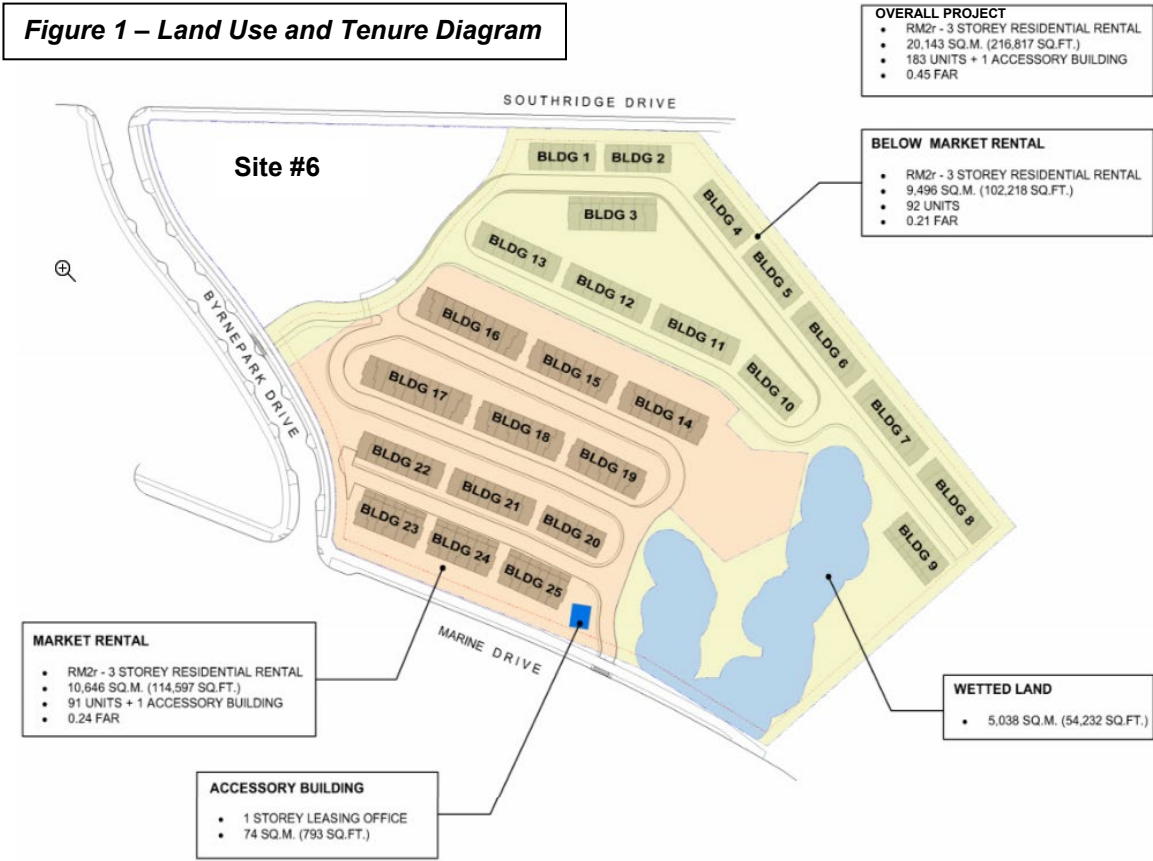
- 2.4 Given the split ownership of the overall Bevan Lands, staff have been working with Mosaic since 2005 to determine a suitable development concept. Initially, a City-initiated rezoning application, Rez 05-62, proposed RM2 development guidelines for a five-lot subdivision with a new access road. One of the lots would have been retained by Mosaic with the remaining lots under City ownership for eventual sale by public tender. In 2006, Council approved an amendment to the rezoning application to utilize the RM3 District as a development guideline. In 2007, Rez 07-03 was advanced as a site specific application for the development of the lot that was to be retained by Mosaic. Ultimately, the proposal was withdrawn.
- 2.5 Further analysis of the subject site indicated it would be best suited for a lower density form, primarily townhouses with parking at grade. In 2016, Mosaic initiated a new rezoning application (Rez 16-39) under the CD (RM2r) District to establish development guidelines for the future development of rental townhouses; this application received final adoption on April 04, 2022. At that time Council approved in principle the acquisition of the three Mosaic owned properties (7544, 7556 and 7580 Bevan Street) and the execution of a 99-year leasehold interest of the consolidated site to Mosaic.
- 2.6 On November 18, 2019, Council advanced a program to bring forward a number of City-owned sites for non-market housing development, in partnership with other orders of government. One of the identified sites, referred to as Site #6, was the northern portion of the Bevan Lands. Site #6 was proposed to be retained under City ownership and developed with two low-rise non-market apartment buildings with up to 118 units and leased to a non-profit housing operator. Rez 19-59 established development guidelines for Site #6 and received Final Adoption on November 09, 2020. On November 23, 2020, a Public Hearing report for Site #6 (Rez 20-17) was submitted outlining a more detailed form of development for the two non-market co-operative buildings to be operated by the Community Land Trust (CLT).
- 2.7 On February 28, 2022 a report was advanced to Council containing status updates on both Bevan projects. Within the subject site, significant wetted lands were found that require environmental protection, influencing the developable area, building form and financial feasibility of the development. Furthermore, CLT was not successful at that time in obtaining *BC Housing's Community Housing Fund* to develop Site #6. CLT and Mosaic expressed their continued interest in redeveloping the Bevan Lands. However, while both parties recognized the advantages of a cohesive development approach for both sites, they were unable to reach consensus on formal agreement terms for the development approach for Site #6 (the CLT development site). As timely development of both sites within the Bevan Lands continues to be a City priority,

Council granted authorization for the two sites to be delivered independently. As such, the subject application is for the detailed development concept on the larger southern portion of the Bevan lands comprised of CMHC market median and market rental townhouses. CLT is continuing to work on their rezoning application independently (Rez 20-17). At the time of writing this report, the two parties were still not able to reach an agreement and therefore intend to develop independently.

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

**3.0 GENERAL INFORMATION**

3.1 The proposed development plan, as shown in Figure 1, is for 92 CMHC market median rental townhouses and 91 market rental townhouses with all parking at grade. Vehicular access to the development is proposed from Marine Drive and from Byrnespark Drive, which will also offer access to Site #6.



A total of 183 two and three bedroom rental townhouses are proposed, providing ground-oriented rental housing stock that is much needed for families in Burnaby.

3.2 The maximum potential density for the subject site is 0.70 FAR based on the proposed RM2r District as established in the Development Guidelines under Rez 16-39. The gross site area is 44,941.67 m<sup>2</sup> (483,747 sq.ft.). It is proposed to be subdivided into two lots: the upper portion will include a gross site area of 25,863.72 m<sup>2</sup> (278,394 sq.ft.) and the lower portion will include a gross site area of 19,077.95 m<sup>2</sup> (205,353.15 sq.ft.). A portion of the upper area includes significant wetted lands and will be protected by a Streamside Protection and Enhancement Areas (SPEA) Covenant.

**Table 1: Density and GFA permitted and proposed for the subject site**

	<b>Permitted ( m<sup>2</sup>)</b>	<b>Proposed ( m<sup>2</sup>)</b>
<b>RM2r – Upper Portion</b>		
<b>Density</b>	0.40	0.21
<b>GFA</b>	18,104.60	9,496.39
<b>RM2r – Lower Portion</b>		
<b>Density</b>	0.30	0.24
<b>GFA</b>	13,354.57	10,646.44
<b>TOTAL Site Density</b>	0.70	0.45
<b>TOTAL Site GFA</b>	31,459.17	20,142.82

3.3 Table 1 shows the proposed Floor Area Ratio, 0.45 FAR, for the entire site which is below the maximum permitted FAR of 0.70. The applicant is seeking funding from CMHC through its Rental Construction Financing Initiative (RCFI), and as such the total rents for the townhouses within the upper portion of the project will be equivalent to the CMHC Market Median rates. The townhouses in the lower portion will be provided at market rental rates.

3.4 As approved by Council under Rez 16-39, the City will acquire the three lots located with the lower portion and currently owned by Mosaic at 7544, 7556 and 7580 Bevan Street and then lease back the entire subject site to Mosaic in a 99 year lease, with renewal options at the end of the term. The Mosaic-owned properties to be acquired by the City measure approximately 1,904.85 m<sup>2</sup> (20,504 sq.ft.). Ground Leases will be required for both the upper and lower portions of the subject site which will be divided into two lots. Both ground leases will set out the affordability, tenure, and construction and operation of the market and non-market rental units on each lot. Specific affordability terms within the Ground Leases are to meet or exceed the minimum thresholds outlined in Section 3.3 above. Detailed terms and conditions of the acquisition of the three Mosaic lots and lease of the entire site to Mosaic will be provided to Council in a future report. Registration of the final Ground Leases will be required at the time of Final Adoption.

3.5 On June 16, 2022, the City through the Environmental Review Committee (ERC) reviewed the subject proposal with regard to the Streamside Protection and Enhancement Areas (SPEA) Bylaw (Zoning Bylaw Section 6.23) as two on-site seepages, which meet the definition of a stream, were identified onsite. The ERC supports the development proposal subject to the following:

- Prepare an enhancement and protection plan for the SPEAs, in accordance with City guidelines. Enhancement should focus on establishing conifers, suitable for the site, within the SPEA and open space areas to mitigate trees that are recommended for removal or for medication as wildlife trees, and to replace some of the trees to be removed from developable areas of the site. The plan should identify the final boundary of the SPEAs with additional space added between the SPEAs for the West and East seepages and between the East seepage and the eastern property line.
- Undertake detailed site planning and provide evidence that the integrity of the SPEAs and the seepages will be protected, to the satisfaction of the City of Burnaby. Grading and potential retaining walls in proximity to the SPEA boundaries and tree protection zones are to be considered in more detail.
- Register a Section 219 covenant for the purposes of conservation of the SPEAs.
- Prepare a Construction Environmental Management Plan as recommended in the ERC submission.

3.6 As the applicant is seeking funding from CMHC through its Rental Construction Financing Initiative (RCFI) for the below market CMHC market median rental units of the upper portion of the project, and the program requires at least 10% of homes within a project to be accessible, the development is proposing to provide 22 townhome units within the below market portion that meet applicable accessibility requirements of the BC Building Code 2018. To note, the City’s Adaptable Housing Policy only applies to single-level units and therefore would not be applicable to townhouse units. The two at grade accessible visitor parking stalls will be protected by a Section 219 Covenant, restricting the stalls from being permanently assigned to a rental unit.

3.7 While the Zoning Bylaw permits a minimum parking ratio of 0.6 spaces per rental unit the applicant has elected to provide one tandem stall per unit with additional visitors stalls to meet the 1.75 spaces per unit townhouse standard within the bylaw. All required residential parking for the development is proposed to be located within each townhouse unit and all visitor parking will be provided at-grade throughout the project. There will be an accessory building for the leasing office located within the lower portion that will include two additional parking stalls. All residential spaces will be equipped with an individually metered



energized outlet capable of providing a Level 2 or higher charging level for an electric vehicle, in accordance with the Burnaby Zoning Bylaw.

3.8 The Engineering Department will be responsible for all off-site servicing work as related to design and construction of roads, sidewalks and infrastructure to City standards:

- Byrnespark Drive will be constructed to Town Centre typical two-lane collector standard complete with 2.1m concrete sidewalk, 2.0m concrete cycle track and rainwater management bulges.
- Marine Drive will be constructed to local collector standard complete with a 4.0m asphalt urban trail.

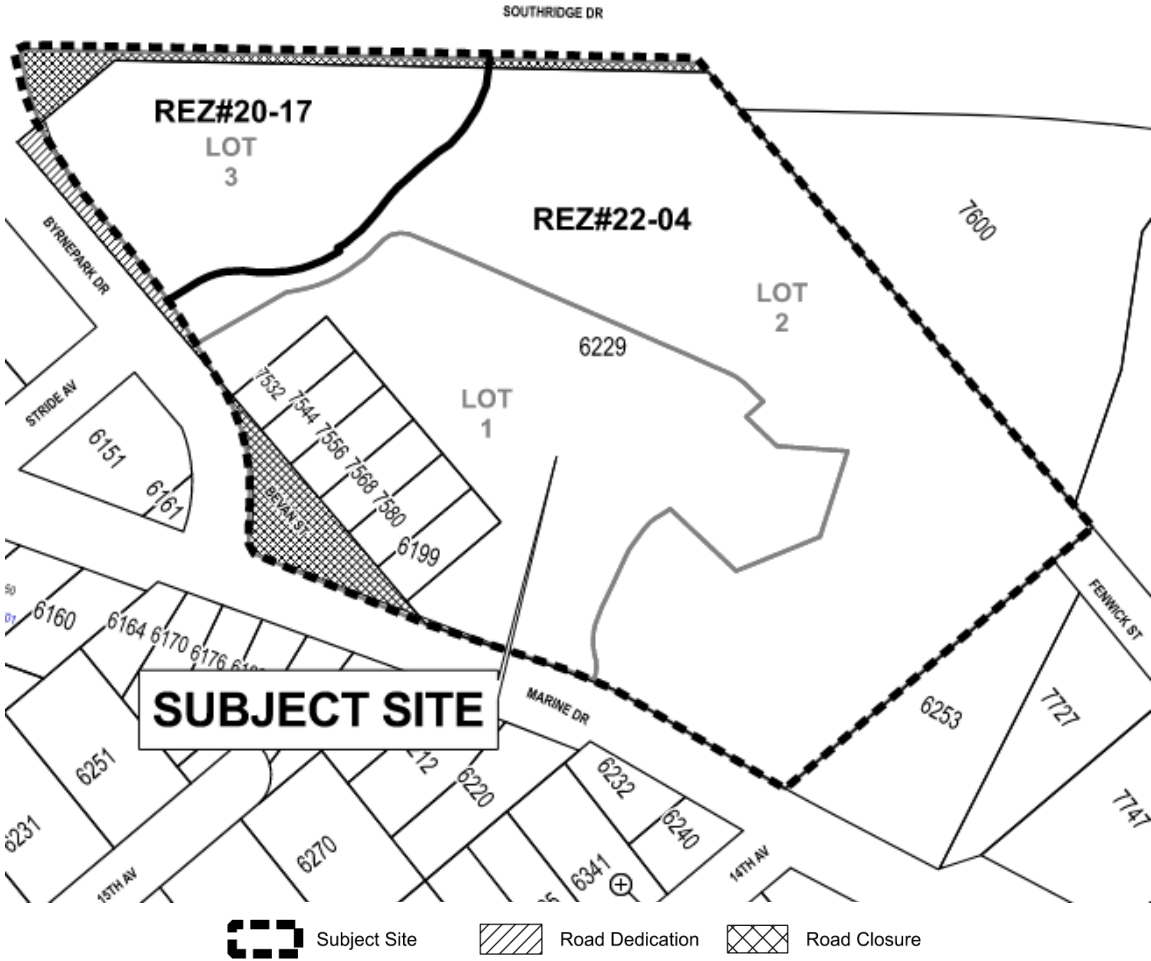
3.9 To support the foregoing servicing requirements, road dedications, subject to final civil drawings, will be required. Road dedications are proposed for the Bevan lands as follows:

- Along the western side of Byrnespark Drive, measuring approximately 512.00 m<sup>2</sup> (5,511 sq.ft.).
- Along the eastern side of Byrnespark Drive, across from the Bevan triangular closure, measuring approximately 113.10 m<sup>2</sup> (1,217 sq.ft.).
- Along the northern side of Marine Drive, measuring approximately 41.00 m<sup>2</sup> (441 sq.ft.).

3.10 The Bevan Lands require a further subdivision to create three lots: the subject application will include the creation of two lots (Lot 1 is the lower portion and Lot 2 is the upper portion) and Rez 20-17 (Site #6) will require the creation of one lot (Lot 3). See Figure 2 below for an illustrative sketch of what subdivision will generally look like. The application that completes first will be responsible for the Subdivision of all three lots. To note, within the subdivision, three road closures are required which will be achieved through a Highway Closure Bylaw. The area of the road closures are subject to final civil drawings:

- The subject development site includes the closure of the triangular portion of the road, located in between Bevan Street, Byrnespark Drive and Marine Drive, and measuring approximately 1,355.40 m<sup>2</sup> (14,374 sq.ft.).
- The subject site also includes road closure along Southridge Drive, measuring approximately 306.70 m<sup>2</sup> (3,301 sq.ft.).
- The development site for Rez 20-17 includes road closure along Southridge Drive and a triangular portion of road at the southeast corner of Byrnespark Drive and Southridge Drive, measuring approximately 758.80 m<sup>2</sup> (8,168 sq.ft.).

Figure 2 Proposed Bevan Lands Subdivision and Road Closures/Dedications



3.11 Any necessary easements, covenants and/ or statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:

- An easement allowing for reciprocal outdoor play area and path use between the lots 1 and 2;
- An easement on a portion of Road E (private road) to allow for Site #6 (Rez 20-17) vehicular access;
- A statutory right-of-way on internal private roads to allow for public access;
- Section 219 Covenant restricting enclosure of balconies;
- Section 219 Covenant ensuring compliance with the approved acoustical study;
- Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
- Section 219 Covenant preventing stratification of the rental units and ensuring that they remain under common ownership;

- Section 219 Covenant ensuring compliance with the approved geotechnical report;
  - Section 219 Covenant to guarantee the provision and continuing operation of methane gas monitoring; and,
  - Section 219 Covenant ensuring compliance with the Green Building Plan for the site as well as a commitment for the property owner/representative to submit the necessary information to NRCAN.
- 3.12 Due to the proximity of the subject site to Southridge Drive, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.13 Given the site's proximity to industrial uses within the area, a Site Disclosure Statement and resolution of any resultant conditions is required.
- 3.14 As the site will be fully excavated for development, a 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.
- 3.15 The submission of a Groundwater and Stormwater Management Plan is required. As well, a suitable engineered design 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.
- 3.16 The submission of a suitable Solid Waste and Recycling Plan is required.
- 3.17 The submission of a detailed Loading Management Plan is required.
- 3.18 The submission of a Green Building Plan and energy benchmarking is required. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that the development will meet Step 3 of the BC Energy Step Code.
- 3.19 The development must comply with the *Guidelines for Development on Forested Sites (September, 2011)*, including submission of a tree survey, nesting raptor survey, and identification of invasive species.
- 3.20 The submission of a Communication Strategy Plan that provides the renters and rental management company with an understanding and recommendations as to how best to utilize the on-site amenities proposed for the development site is required.

3.21 Development Cost Charges applicable to this rezoning include, but are not necessarily limited to:

- Parkland Acquisition Charge;
- GVS&DD Sewerage Charge;
- School Site Acquisition Charge;
- Regional Water Charge; and,
- Regional Transportation Development Cost Charge.

**3.22 DEVELOPMENT STATISTICS:**

**Site Area (subject to survey)**

Upper portion	25,863.72 m <sup>2</sup> (278,395 sq. ft.)
Lower portion	19,077.95 m <sup>2</sup> (205,353 sq. ft.)
Gross Site Area	44,941.67 m <sup>2</sup> (483,748 sq. ft.)
Wetted Areas	5,038.29 m <sup>2</sup> (54,232 sq. ft.)
Net Site Area	39,903.38 m <sup>2</sup> (429,516 sq. ft.)

**Site Coverage** **25%**

**Building Height** **3 storeys**

**Density – RM2r** **0.45 FAR (based on gross site area)**

Upper portion	0.21 FAR
Lower portion	0.24 FAR

**Gross Floor Area** **20,142.82 m<sup>2</sup> (216,817.30 sq. ft.)**

Upper portion	9,496.39 m <sup>2</sup> (102,218 sq. ft.)
Lower portion	10,646.44 m <sup>2</sup> (114,597 sq. ft.)

**Residential Unit Mix** **183 units total**

*Upper portion–CMHC Market  
Median Rental*

35 – Two Bedroom	98.37 m <sup>2</sup> (1,059 sq. ft.)
11 – Two Bedroom (accessible)	99.36 m <sup>2</sup> (1070 sq. ft.)
35 – Three Bedroom	106.20 – 108.68 m <sup>2</sup> (1,143–1,170 sq. ft.)
<u>11 – Three Bedroom (accessible)</u>	<u>107.20 – 109.67 m<sup>2</sup> (1,154–1,180 sq. ft.)</u>
92 – Total	

*Lower portion– Market Rental*

12 – Two Bedroom	98.37 – 119.13 m <sup>2</sup> (1,059 – 1282 sq. ft.)
<u>79 – Three Bedroom</u>	106.20 – 123.95 m <sup>2</sup> (1,143–1,334 sq. ft.)
91 – Total	

**Vehicle Parking**

**Total Provided**

***Residential***

Upper portion	162 spaces
Lower portion	182 spaces

***Visitor***

Upper portion	21 spaces
Lower portion	16 spaces
Commercial leasing building	2 spaces

**Bicycle Parking**

**Total Required and Provided**

***Residential (2 spaces per unit)***

Upper portion	184 spaces
Lower portion	182 spaces

***Visitor (0.2 spaces per unit)***

Upper portion	20 spaces (bike racks)
Lower portion	18 spaces (bike racks)

**Communal Facilities**

Outdoor communal amenities are proposed for residents of the development, including two outdoor play areas, two common outdoor spaces and a flex-use lawn area.

**4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

A Public Hearing will be held at a future date. In advance of that, the City will send a notice, at least 10 days before a Public Hearing, to those properties that are within a 30 m (100 ft.) radius of the property. A notice will also be published in two consecutive issues of the local newspaper, and a sign regarding the proposal will be posted on the site.

**5.0 FINANCIAL CONSIDERATIONS**

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

## **ATTACHMENTS**

Attachment 1 – Addresses for Rez #22-04

Attachment 2 – Sketch 1

Attachment 3 – Sketch 2

## **REPORT CONTRIBUTORS**

This report was prepared by Kyra Lubell, Development and Urban Design Planner, reviewed by Jesse Dill, Senior Development and Urban Design Planner, Johannes Schumann, Director Development and Urban Design, and Lee-Ann Garnett, Deputy General Manager Planning and Development.