

ITEM	03
MANAGER'S REPORT #	07
COUNCIL MEETING	96/03/04

**TO:** CITY MANAGER

1996 FEBRUARY 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #48/95**  
**Proposed Redevelopment of New Vista Lands**

**ADDRESS:** 8207, 8215, 8244 & 8246 Eleventh Avenue

**LEGAL:** Lots 6-10, Block 4, D.L. 27, Group 1, NWD Plan 697;  
Lots 15-28, Block 4, D.L. 25, Group 1, NWD Plan 1169;  
Lots 1-14, Block 3, D.L. 25, Group 1, NWD Plan 1169

**FROM:** R5 Residential District

**TO:** CD Comprehensive Development District (based on RM1 Multiple Family Residential District guidelines) (Sketches #1, #2 and #3 attached)

**APPLICANT:** Howard/Bingham/Hill Architects  
301 - 761 Cardero Street  
Vancouver, B.C. V6B 2G3

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 1996 March 26.

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**RECOMMENDATIONS:**

1. **THAT** the adjustment/amendment to Apartment Study Area Q, as outlined in Section 2.2 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** the introduction of a Highway Exchange Bylaw, be authorized according to the terms outlined in Section 3.6 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
3. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 1996 March 11 and to a Public Hearing on 1996 March 26 at 7:30 p.m.

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 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 submission of an undertaking to remove all existing improvements from the Phase I site within six months of the rezoning being effected but not prior to Third Reading of the Bylaw. In the event that existing improvements on the site are vacant and considered to be unsafe, unstable, and a hazard to life, the Fire Prevention Office may recommend immediate demolition of such improvements and removal of the resultant debris prior to Third Reading.
  - e) The satisfaction of all necessary subdivision requirements
  - f) The consolidation of the Phase I net project site into one legal parcel.
  - g) The granting of any necessary easements.
  - h) The dedication of any rights-of-way deemed requisite.
  - i) The undergrounding of existing overhead wiring along Eleventh Avenue.
  - j) The provision of a public pedestrian walkway easement along Eleventh Avenue and the construction of a concrete walk and lighting to the approval of the Director Engineering.
  - k) Submission of a tree survey, retention of as many existing mature trees as possible on the site, protection of identified trees by registration of a Section 215 Covenant and deposit of sufficient monies and the submission

of a written undertaking to ensure that all site areas identified for preservation of existing vegetation are effectively protected by chain link fencing during the whole course of site preparation and construction work.

- l) Compliance with the Council adopted sound criteria.
- m) The provision of a covered car wash stall and an adequately sized and appropriately located garbage handling and recycling material holding space within the underground parking and a commitment to implement the recycling provisions.
- n) Completion of the Highway Exchange Bylaw.
- o) The deposit of the applicable per unit Parkland Acquisition Charge.
- p) Provision of a covenant designating the Phase I site for non-market housing.

## **REPORT**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit the phased redevelopment of affordable townhouses on the site.

### **2.0 BACKGROUND**

- 2.1 This site is located adjacent the west end of Apartment Study Area "Q", a small area east of Newcombe Street which is developed in accordance with the RM1 and RM2 zoning districts. This area contains six older low rise apartment buildings which date from the 1950's and 1960's. The balance of the neighbourhood which surrounds the subject lands owned by the New Vista Society is generally zoned R5 and contains a mix of older and newer replacement single and two family homes. The City owns eight vacant lots which front on Tenth Avenue and four vacant lots on the east side of Newcombe Street which were acquired for the future Stormont/McBride connector roadway which will entail the widening and grade separation as a "cut and cover" of Newcombe Street as a primary arterial road. The nearest school is Second Street Elementary School which is located five blocks to the north. Cariboo Hill Secondary and Armstrong Elementary School are located approximately six blocks to the east. George Leaf neighbourhood park is located two blocks away and Robert Burnaby Park is located nine blocks to the north. There is a private school on Twelfth Avenue and a small convenience store in the same block.

The nearest shopping area in Burnaby would be the "Crest" neighbourhood shopping centre, located approximately five blocks to the east.

This site has been developed by the New Vista Society for seniors low density housing with a mix of cottages and apartments for approximately 40 years. There are six cottages and three small apartments on the northwest side of Eleventh Avenue and three larger apartment buildings on the southeast side. Some of the buildings on the northwest side of Eleventh Avenue are vacant as the tenants have been relocated to other housing which the New Vista Society owns in Burnaby. The single-family dwelling lot at the west end at 8207 Eleventh Avenue was acquired separately by the Society. The site is presently zoned R5 for single and two family dwellings and the buildings are legally non-conforming except for the one single family dwelling.

As noted this site is situated west of Apartment Area "Q" but was developed for multiple housing prior to the implementation of the Zoning Bylaw and the 1969 Apartment Area Plans which guided the early multiple housing developments in Burnaby. (Refer to Sketch #1 attached)

## 2.2 Proposed Development

The housing on the site has reached the end of its economic life and the New Vista Society, in order to continue its basic objectives, wishes to redevelop the site for affordable family housing. The Homes B.C. Program has provided conditional approval for the development of 40 units of non-profit rental family-oriented townhouses on the Phase I portion of the site. There will be a mix of incomes in the 40 units; 1/3 with full subsidy, 1/3 with some subsidy and 1/3 non-subsidized rental units. The original use of these lands as one of the first affordable housing sites in Burnaby establishes this land as a good site that would assist in meeting the future needs for affordable housing. Staff support the re-use of the site for new low density, multiple-family oriented housing based upon the CD/RM1 zone guidelines which is generally in keeping with the scale and density of comparable new single-family homes in Burnaby. Upon granting of Second Reading of the Rezoning application, these lands would be added to the existing Apartment Study Area "Q" by expanding the boundary to include this site.

## 2.3 Status of Application:

On 1996 January 22, Council received the report of the Planning and Building Department concerning the rezoning of the subject site and approved the following recommendations:

1. **THAT** Council approve the concept for re-use of the New Vista Society lands as outlined in Section 5.1 (of that report) which would also resolve its historic non-conformation status and acknowledge this site as an extension of Apartment Study Area "Q" and authorize staff to work with the applicants on a plan of development suitable for presentation to a future Public Hearing.
2. **THAT** a copy of this report be sent to residents of the area as outlined in Section 5.2 of the report and that any comments received would be addressed in a further Rezoning Report.

### **3.0 GENERAL COMMENTS**

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

#### **3.1 Actions since 1996 January 22 report.**

Copies of the first report to Council with a covering letter were sent out to 304 residents, tenants and absentee owners in the area around the New Vista lands to advise them of the proposal and to invite them to call or write to the Planning and Building Department. In addition, the letter noted that New Vista was sponsoring an information session from 17:00 hours to 20:00 hours on 1996 February 8 at their site. This session was attended by an observer from City staff.

#### **3.2 Public response to the proposal for redevelopment.**

The Planning and Building Department has received approximately twelve telephone calls and four written responses. An estimated 40 people attended the New Vista neighbourhood information session on February 8. Comments on the proposal included the following issues:

- Concern about non-market housing lowering property values.
- Fear of added crime in the area.
- Question of how to meet needs for classroom space in Second Street School.
- Concern about family housing taking precedence over seniors housing -question of where seniors would go.
- Interest in obtaining a rental application.
- Questions about timing of Newcombe Street upgrading.
- A mix of support and opposition to the closure of Eleventh Avenue.

In response to the question about school capacity, staff have held preliminary discussions with Burnaby School District officials who confirm that enrolments in the area have been increasing and that provision will need to be made to accommodate any additional growth.

In response to the priority given to family housing rather than seniors housing, this is the position of the Provincial Government in terms of current programs for funding assistance, and is based upon data which shows that relatively, families with children face slightly greater challenges in finding suitable ground-oriented housing in proximity to schools, parks and other facilities than do seniors at the present time. The existing seniors residing on this site will be relocated to other facilities owned by New Vista in the Rosewood Street area.

The closure of Eleventh Avenue would be required when Newcombe Street is upgraded which is anticipated by the Ministry of Transportation and Highways in 2006. However, the phased closure of Eleventh Avenue is also required to achieve the proposed New Vista development sites which include dedication by the applicant for the Newcombe Street widening. Therefore, the legal closure of half of the street right-of-way will be necessary to accommodate the Phase I development. However, it is proposed that an easement be obtained to allow continued normal traffic until the Phase III development rezoning is completed. At that time, Eleventh Avenue would be closed to through vehicular traffic and integrated into the development sites.

It is anticipated that the phased nature of the development will allow for the redevelopment of the site to occur in three phases. After each phase, the situation with regard to issues such as schools and housing type could be further reviewed.

### 3.3 Servicing Requirements

The Director Engineering will be requested to prepare an estimate for all services necessary to serve the site. The servicing requirements will include, but not necessarily be limited to, the provision of street lighting, a walkway along Eleventh Avenue, a future lane turn around (Phase III) and cul-de-sac and related works.

### 3.4 Road Dedications

A 15m dedication for the future widening of Newcombe Street will be necessary. A small dedication for the future Eleventh Avenue cul-de-sac is also required along with a lane turn around area for Phase III of the project.

**3.5 Easements**

Any necessary easements and covenants will be provided. A 6.0 m pedestrian easement with a concrete sidewalk to connect to Newcombe Street will be provided along the north half of the existing Eleventh Avenue right-of-way. An easement over the closed portion of the road will be required to allow vehicle traffic to continue until Phase III is constructed.

**3.6 Highway Exchange**

A Highway Exchange Bylaw will be necessary to achieve a 15 metre dedication along Newcombe Street and the cul-de-sac along Eleventh Avenue in exchange for the closure of the north-half of Eleventh Avenue.

**3.7 Overhead Wiring**

The existing overhead wiring along Eleventh Avenue will be relocated underground.

**3.8 Development Cost Charges**

Neighbourhood Parkland Acquisition Charges will be applicable to this development.

**3.9 Tree Survey**

A tree survey has been provided to identify the trees around the perimeter of the site. A Covenant and a bond will be provided to guarantee tree protection of retained trees on the site. A memorial plaque for Ernest Winch will be relocated on the site.

**3.10 Car Wash Area and Recycling**

One car wash space in the underground parking area is necessary. An appropriate recycling area is to be provided.

**3.11 Acoustical Survey**

In light of the proximity of the site to 10th Avenue and the future Newcombe Street upgrading, a noise study is required.

**3.12 Phasing of Redevelopment and Community Plan Guidelines**

It is proposed that the entire New Vista lands be rezoned with Community Plan guidelines to CD/RM1 to accommodate redevelopment of the site in three separate

phases. This current rezoning application would therefore lay out the overall form of development for all three sites, plus provide a detailed, architectural plan for the Phase I site. Phases II and III would be the subject of future rezoning applications when funds are available and plans are prepared.

**3.13 City Lands**

The City owns land along the east side of Newcombe Street which is vacant. Some of this land will be required for the upgrading of Newcombe Street while the balance could be developed in accordance with the Apartment Area "Q" Plan (CD/RM1). Along Tenth Avenue, west of Newcombe Street the City owns eight vacant lots, zoned single and two-family housing which, as noted, could be included in the Phase III development. Until the transportation route designs are completed, it is proposed that the other City lands along Newcombe Street remain undeveloped.

**4.0 DEVELOPMENT PROPOSAL**

4.1	Net Site	Phase I: (family, seniors, disabled)	-	67,988 sq.ft. (including north 33 ft. of Eleventh Avenue right-of-way; less Newcombe Street dedication and required cul-de-sac area)
		Phase II: (home ownership)	-	36,260 sq.ft.
		Phase III: (family, seniors, disabled)	-	67,432 sq.ft. (including south 33 ft. of Eleventh Avenue right-of-way; less Newcombe Street)
		<b>TOTAL SITE AREA</b>	-	<b>171,691 sq.ft.</b>
		Not included	-	30,000 sq. ft. land owned by Burnaby on 10th Avenue which may be included in Phase III subject to further study
4.2	Site Coverage:	Phase I:	-	29%



CITY MANAGER  
REZONING REFERENCE #48/95  
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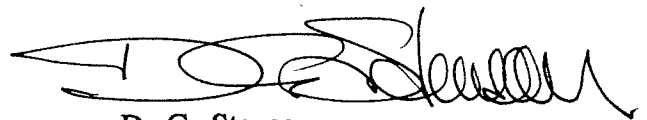
- 4.3 Floor Area Ratio Permitted: - 0.60 (underground parking)  
Height: Phase I - Two Storeys  
Total Floor Area: Phase I  
Permitted: - 40,798 sq.ft. (0.6 FAR)  
Proposed: - 39,000 sq.ft.

4.4 Unit Breakdown: Phase I

Family: 34 units (2, 3, 4 bedrooms)  
Handicapped: 2 units  
Seniors: 4 units  
Total 40 units (Townhouses)

Units range in size from 645 sq. ft. to 1,312 sq. ft.

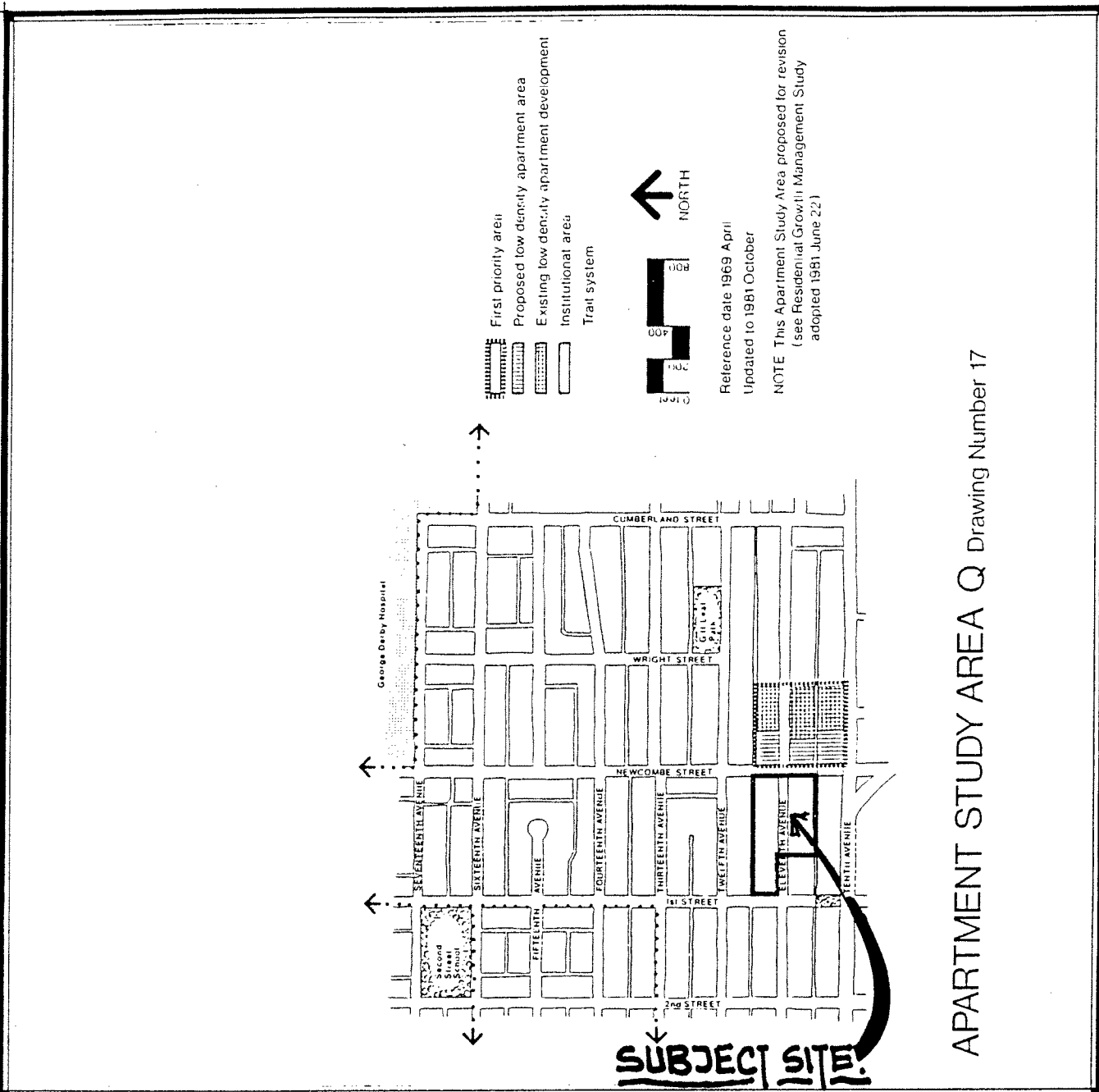
- 4.5 Unit Density Phase I - 15.6 units/acre  
4.6 Parking:  
Required: @ 1.5 spaces/units - 60 spaces  
Provided: - 61 spaces (including car wash space)  
4.7 Communal Facilities: - A community space of 1,500 sq.ft. for activities and laundry is proposed for Phase I.



D. G. Stenson  
Director Planning and Building

BR:gk  
Attach

cc: City Clerk  
City Solicitor  
Director Engineering



APARTMENT STUDY AREA Q Drawing Number 17

Date:  
JANUARY 1996

Scale:  
N.T.S.

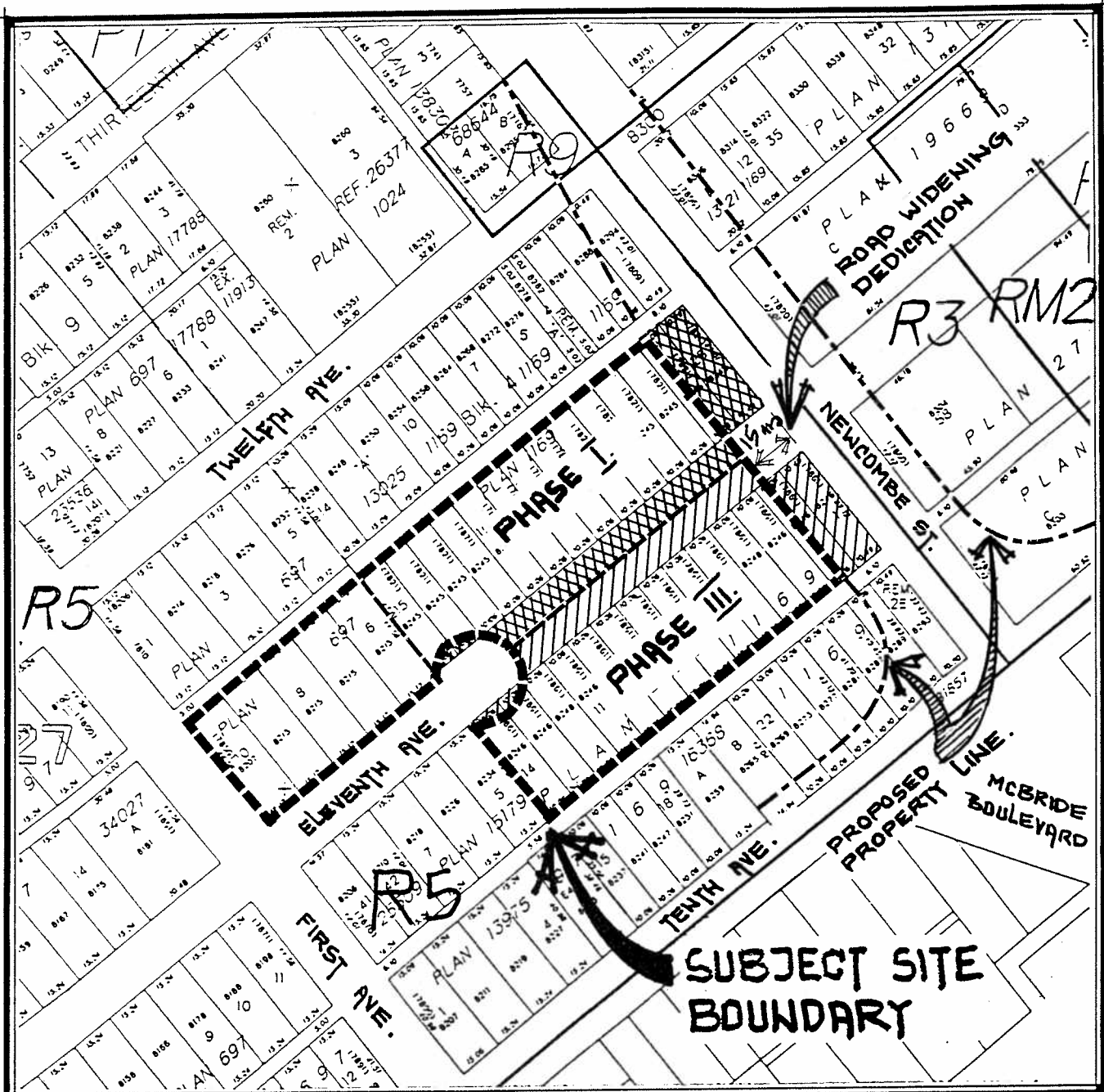
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City of  
Burnaby  
Planning & Building Dept.

REZONING REFERENCE #48/95

SKETCH # 1



Date:  
**JANUARY 1996**

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**1:2000**

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**J.P.C.**

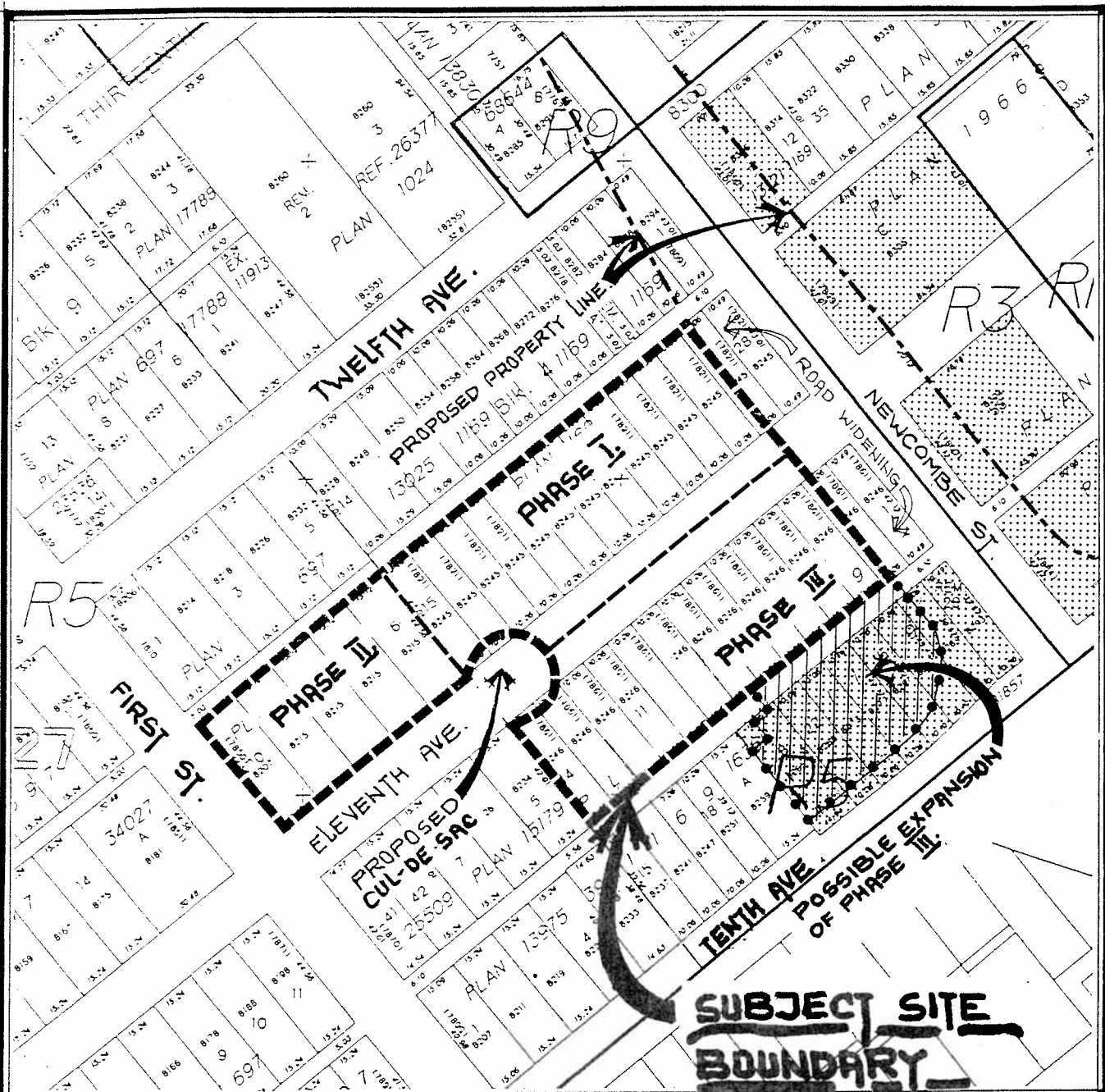

**City of Burnaby**  
 Planning & Building Dept.

 → PHASE I.  
 → PHASE III.



**REZONING REFERENCE #48/95**  
**"PROPOSED HIGHWAY EXCHANGE"**

**SKETCH #2**




Date:  
**JANUARY 1996**

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**1:2000**

Drawn By:  
**J.P.C.**



City of  
**Burnaby**  
 Planning & Building Dept.

 CITY OWNED LANDS



**REZONING REFERENCE # 48/95**  
**"DEVELOPMENT PHASES"**

SKETCH # 3