

TO: CITY MANAGER 1998 MARCH 18

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #63/97**
Phased Residential and Commercial Mixed-use Redevelopment of the
Middlegate Shopping Centre site.

Address: 7155 and 7185 Kingsway

Legal: Lot 1, District Lot 95, Plan LMP21431;
Lot 190, District Lot 95, Group 1, NWD Plan 41038

From: C3 General Commercial District

To: CD Comprehensive Development District (based on RM5 Multiple Family Residential District and C3 and C3a General Commercial District use and density and Community Plan Guidelines, and in accordance with the development plan entitled "Middlegate Town Centre" prepared by Lawrence Doyle Architect).

Purpose: To seek Council authorization to forward this application to a Public Hearing on 1998 April 28.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 1998 April 06, and to a Public Hearing on 1998 April 28 at 7:30 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 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 site after the rezoning being effected (but not prior to Third Reading of the Bylaw), and in accordance with an agreed schedule of demolition, and the registration of a Section 219 Covenant and deposit of sufficient monies to guarantee the demolition.
- e) The subdivision of the net project site into two legal parcels.
- f) The granting of any necessary easements and covenants.
- g) The dedication of any rights-of-way deemed requisite.
- h) The development of, and the provision of statutory rights-of-way for public access to the urban trail, access road with sidewalk and town square, and deposit of sufficient monies to guarantee completion of the works.
- i) The transfer to the City of an air space parcel encompassing 3,500 sq.ft. community space and 8 parking stalls, and deposit of sufficient monies to guarantee completion of construction and transfer of the air space parcel.
- j) The retention of identified existing trees on the site, submission of a written undertaking to ensure that all site areas identified for preservation of existing trees are effectively protected by fencing during the whole course of site and construction work, and deposit of sufficient monies to ensure the protection of identified existing trees, to be refunded a year after completion, upon satisfactory inspection.
- k) Compliance with the Council-adopted sound criteria.
- l) 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.
- m) The deposit of the applicable per unit Parkland Acquisition Charge.
- n) The deposit of the applicable GVS&DD sewerage charge.
- o) The design and provision of units adaptable to the disabled (the provision of special hardware and cabinet work being subject to the sale/lease of the unit to a disabled person) with allocated disabled parking spaces.

- p) The granting of a 219 Covenant restricting enclosure of balconies.
- q) The provision of facilities for cyclists in accordance with Section 3.14 of the rezoning report.
- r) The submission of a Site Profile and resolution of any arising requirements.
- s) The provision of on-site taxi stands.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit a phased residential and commercial mixed use development.

2.0 BACKGROUND

- 2.1 The subject site is occupied by Middlegate Mall, which is a low scale, low density shopping centre, as well as a gasoline service station fronting Kingsway. The gross floor area of the shopping centre is approximately 11,600 m² (125,000 sq.ft.) including a 2,100 m² (23,000 sq.ft.) supermarket. The site slopes gently down toward Kingsway and there are no significant trees on the site, with the exception of a few conifers along the perimeter. Two restaurants and three 3-storey apartment buildings are located across Hall Avenue to the east, while a gasoline service station and 3-storey apartment buildings are located to the west across Salisbury Avenue. Older 3-storey apartment buildings are located across Collier Street to the north. Across Kingsway to the south, there are a number of low scale commercial uses and a large vacant site, which has been rezoned to permit a high density, mixed-use, residential/commercial project. Vehicular access is currently available to the site from Collier Street, Salisbury and Hall Avenues and Kingsway, all of which are constructed with curbswalks.
- 2.2 The subject site is within the Town Centre Core defined by the Council-adopted Edmonds Town Centre Plan (see **attached** Sketch #1). The adopted plan divides the site into two areas, which are delineated by the planned urban trail that runs through the site along the Arcola Street alignment. The site is designated for a mix of RM5 District high density, multiple-family residential and C3 General Commercial District development, with a component of RM3 District low-rise apartments related to the periphery of the northern portion of the site. The adopted Plan further elaborates that the future redevelopment of the Middlegate Mall site will strengthen this area as the focus for the Town Centre Core and is to include a significant anchor store and major food store, as well as street-oriented retail shops as part of mixed-use redevelopment.

- 2.3 On 1997 November 17, Council received the report concerning the new rezoning application for the subject site and adopted a recommendation authorizing staff to work with the applicant in the preparation of a suitable plan of development with the understanding that a further 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.

3.0 GENERAL COMMENTS

- 3.1 The proposed rezoning is in general conformance with the Edmonds Town Centre Plan as described in this report. The development proposal contemplated for this rezoning request envisions a phased development approach. The first phase involves significant commercial, retail and office as well as residential development on the area south of the urban trail alignment. The Comprehensive Development Plan for the overall site will provide community plan guidelines for future phases, comprising residential and live-work development north of the urban trail alignment and office development south of the urban trail alignment. The phasing approach is intended to allow existing mall tenants to relocate into the new commercial space along Kingsway. The existing shopping centre will be demolished after the new commercial space is constructed. One 29 storey apartment tower of approximately 172,000 sq.ft. fronting Salisbury Avenue south of the urban trail is also included in the first phase.

Community Plan guidelines being established for the second phase of the development will provide for approximately 700,000 sq.ft. of accommodation comprising three high-rise towers north of the urban trail, as well as street-oriented low-rise development along Collier Street and the north portions of Salisbury and Hall Avenues. Based on net site area after dedications, the overall total residential Floor Area Ratio proposed is approximately 2.1, not to exceed 890,000 sq.ft. in both phases. In addition, 12,000 sq.ft. of live-work accommodation is to be developed fronting along the north side of the urban trail through the site. A second phase subdivision as well as future amendment rezoning will be pursued for the specifics of the future phases of the development.

- 3.2 The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. The servicing requirements will include, but not necessarily be limited to, construction of separated sidewalks along the south side of Collier Street, on the north side of Kingsway, on the west side of Hall Avenue, and the east side of Salisbury Avenue; a curb radius at Salisbury and Kingsway; boulevard trees along all street frontages; pedestrian lighting on streets and through the site; upgrading and/or construction of watermains and sanitary and storm sewers and construction of a 4 m wide urban trail along the east side of Salisbury Avenue from Kingsway and then east through the site along the Arcola Street alignment. Both Hall Avenue and Salisbury Avenue are to be widened to accommodate two southbound traffic lanes from Arcola Street to Kingsway. The provision of a pedestrian controlled marked crosswalk is required on the east side of Hall Avenue at Kingsway. The signal at Salisbury Avenue and Kingsway should be improved to accommodate left turns from eastbound to northbound.

- 3.3 In order to accommodate the necessary road improvements, widening dedications of 2.5 m along Collier Street, and truncations of 3.0 m x 3.0 m at the corners of Collier and Hall, and Collier and Salisbury, 2.4 m along Salisbury Avenue between Kingsway and Arcola, 1.52 m along Hall Avenue between Kingsway and Arcola, and 2.5 m along Kingsway as well as truncations of 4.5 m by 4.5 m at the corners of Kingsway and Hall Avenue and Kingsway and Salisbury Avenue.
- 3.4 Submissions addressing the appropriate parking requirements and necessary road improvements for this important primary core mixed-use, town centre site have been made by this applicant.
- 3.5 In light of the proposed development's significant size and location within the Town Centre Core it incorporates in its first phase a major community facility in the form of a 3,500 sq.ft. ground floor space fronting on Hall Avenue. This area would be suitable for use as a Community Police Station if so desired by the City, and will be transferred to the City at no cost as an airspace parcel with 8 parking spaces.
- 3.6 Public amenities forming part of the proposed development include an urban trail/access drive through the site on the Arcola Street alignment, as well as a Town Square (with a bronze sculpture and drinking fountain) approximately 15,000 sq.ft. as part of the commercial development, and a public garden area of approximately 13,000 sq.ft. north of the urban trail connecting to a landscaped public pathway linking to Salisbury and Hall Avenues at the Balmoral Street intersections.
- 3.7 A 23 m wide statutory right-of-way will be required for the maintenance by the private owner and public use of the urban trail and adjacent access road through the site. Public rights-of-way will also be required for the public open spaces and other pedestrian pathways on site. A covenant will be registered to guarantee future provision of the facilities planned for the Phase II site.
- 3.8 A Neighbourhood Parkland Acquisition Charge which is currently \$1,436.00 per unit, is payable for the apartment tower in the first phase prior to completion of this rezoning. Charges for future phases will be paid at the time of the respective amendment rezoning.
- 3.9 A GVS&DD Sewerage Coverage Charge of \$1,082.00 per unit for the apartment tower and \$0.811 per sq.ft. of gross floor area of the non-residential space is payable for the first phase of this development prior to completion of this rezoning. Charges for future phases will be paid at the time of the respective amendment rezoning.
- 3.10 In view of the traffic on Kingsway, a noise study should be undertaken to ensure compliance with the Council-adopted sound criteria.
- 3.11 Satisfactory car wash, garbage and recycling facilities will be provided.

- 3.12 A number of mature trees on the site identified by the submitted tree survey are to be retained on-site. A covenant and deposit of funds will guarantee preservation of these trees.
- 3.13 The developer has been advised of the Council policy regarding the provision of units adaptable to the needs of the disabled in our primary town centre areas. The applicant has committed to provide five adaptable units in this phase.
- 3.14 The plan of development includes appropriate bicycle storage and parking facilities for both the commercial and residential components of the development, as well as end of trip facilities for the commercial component.
- 3.15 A subdivision is required to create two legal parcels (Lot 1 for Phase I and Lot 2 for Phase II) and to dedicate necessary road widenings, as shown on attached Sketch #2. Following construction of Phase II, air space parcels will be created, one for the apartment tower and the community space, each including its associated parking. In the future, further subdivision of Lot 2 into 5 legal parcels (see attached Sketch #3) will be pursued in conjunction with an amendment rezoning.
- 3.16 Due to the past use and history of the service station, an environmental assessment should be conducted. This assessment is to be submitted to the Ministry of Environment and the City Environmental Services Division for review. If remedial work is required, a plan and schedule for the work to be completed should be submitted and approved by the Ministry of Environment and Burnaby.
- 3.17 Middlegate Mall currently includes a beer and liquor store, and it is the applicant's intent to also include a liquor store in the commercial redevelopment, and to therefore retain C3a zoning guidelines for the site 1. The current Comprehensive Development zoning of the site also accommodates a bingo hall which has been developed within the existing shopping centre, but never commenced operations due to the B.C. Gaming Commission's denial of the relevant application. The current rezoning applicant has advised that it is not the owner's intent to pursue a bingo operation within the existing building prior to its demolition (subject, however, to existing lease terms) nor to accommodate a bingo facility within the new development.
- 3.18 The existing shopping centre (which is located on proposed Lot 2) will be demolished after the new commercial space is constructed. A small portion of the existing supermarket will encroach onto Lot 1, and will be removed, as soon as the new food store is occupied. A covenant will be registered and monies deposited to guarantee demolition in accordance with an agreed schedule.
- 3.19 A development plan for the subject site has been received which is suitable for submission to a Public Hearing.

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area (subject to survey)

Gross Site	.....	426,861 sq.ft.
Dedications	.....	<u>12,588 sq.ft.</u>
Net Site:		
	Total	414,273 sq.ft.
	Lot 1	171,688 sq.ft.
	Lot 2	242,605 sq.ft.

4.2 Overall Site Statistics

• **Floor Area Ratio:**

Residential Maximum	.....	2.148
Commercial, Live/Work, Community	.....	<u>.440</u>
Total	.....	2.588

• **Gross Floor Area:**

Residential Maximum	.....	890,000 sq.ft.
Live/Work Maximum	.....	12,000 sq.ft.
Retail/Office Commercial	.....	166,000 sq.ft.
Community Space	.....	<u>3,500 sq.ft.</u>
Total	.....	1,071,500 sq.ft.

- Total Residential (approx.): 900 units

4.3 Phase I Statistics

• **Gross Floor Area:**

Commercial - Food Store	.....	35,000 sq.ft.
Other Retail	.....	81,900 sq.ft.
Office	.....	<u>49,100 sq.ft.</u>
Total	.....	166,000 sq.ft.

Community Space 3,500 sq.ft.

Residential (29-storey tower) 172,377 sq.ft.

Total Gross Floor Area **341,877 sq.ft.**

• **Residential Unit Mix**

10	studio	.....	@ 445 sq.ft.
45	one bedroom	.....	@ 605 sq.ft.
109	two bedroom	.....	@ 781 to 1,045 sq.ft.
16	two bedroom + den	.....	@ 1,201 to 1,302 sq.ft.
<u>2</u>	penthouse	.....	@ 1,638 sq.ft.
182	Units Total		

• **Parking Required and Provided**

NON-RESIDENTIAL:

Retail - Food Store	35,000/250	=	140.0 spaces
- Other	81,900/495.2	=	<u>165.4 spaces</u>
Subtotal			305.4 spaces

Office - (including mixed-use credit of ten per cent of retail floor area)	(49,100 - 11,690)/495.2	=	75.6 spaces
---	-------------------------	---	-------------

Community Space		=	8.0 spaces
-----------------	--	---	------------

Total - Non Residential: = 389 Spaces

RESIDENTIAL:

Studio	- 10 @ 1.25	=	12.5 spaces
1 and 2 bedroom	- 172 @ 1.6	=	275.2 spaces

Total - Residential: 288 Spaces
 (including 46 visitors' spaces)

TOTAL PARKING 677 SPACES

• **Loading 3 spaces**

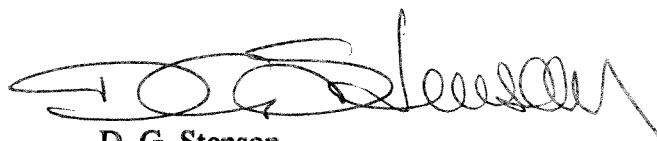
4.4 Phase II Community Plan Guidelines
(see Sketch #3 and **attached** Sketch #4)

▶ Site 2 - approx. 215 units	
Residential - 27 storey	..... 211,000 sq.ft.
Live/Work	..... 6,000 sq.ft.
▶ Site 3 - approx. 215 units	
Residential - 27 storey	..... 211,000 sq.ft.
Live/Work	..... 6,000 sq.ft.
▶ Site 4 - approx. 180 units	
Residential - 24 storey	..... 177,000 sq.ft.
▶ Site 5 - approx. 60 units	
Residential - 4 storey	..... 60,000 sq.ft.
▶ Site 6 - approx. 60 units	
Residential - 4 storey	..... 60,000 sq.ft.

TOTAL PHASE II - approx. 730 units

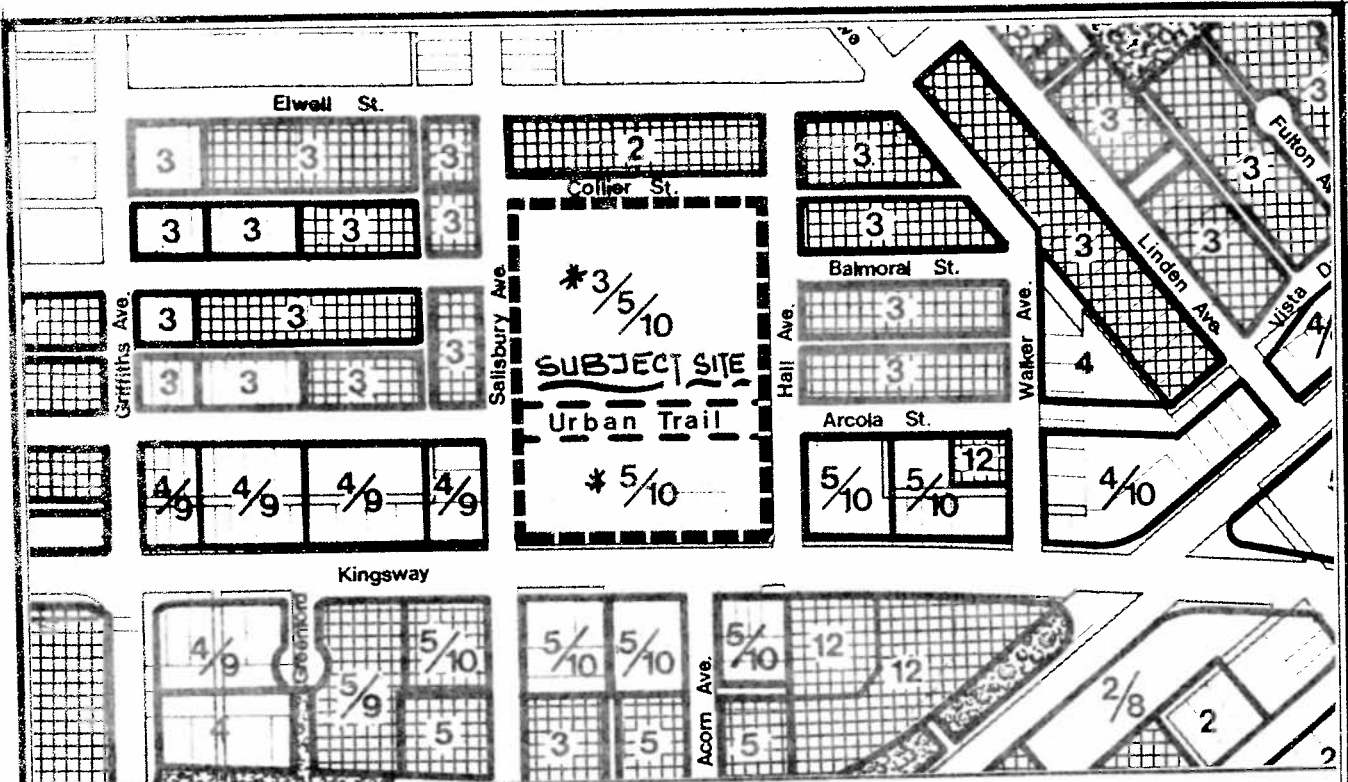
Total Residential Floor Area	Maximum .. 717,623 sq.ft.
Live/Work Floor Area	..... 12,000 sq.ft.

Note: Individual site's floor areas are approximate.



D. G. Stenson
Director Planning and Building

RR:if
Attachments
(a:\rezoning\6397rpt.2nd)



Legend:

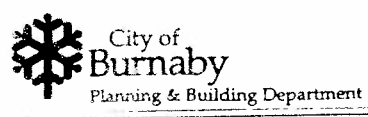
- High Rise Apartments**
 - * 5 — RM5 — (100 units per acre maximum)
 - 4 — RM4 — (80 units per acre maximum)
- Low Rise Apartments**
 - * 3 — RM3 — (50 units per acre maximum)
- Low Rise Apartments / Ground-Oriented Multiple Family**
 - 2 — RM2 — (40 units per acre maximum)
- Ground-Oriented Multiple Family**
 - 1 — RM1 — (25 units per acre maximum)
 - 6 — Townhousing — (12 units per acre maximum)
- Single and Two-Family Infill**
 - 7 — Potential Area Rezoning

- Commercial**
 - 8 — C1 Neighbourhood Commercial
 - 9 — C2 Community Commercial
 - * 10 — C3 General Commercial
 - 11 — C4 Service Commercial
- 12 — Institutional (including Seniors Housing, Churches, etc.)
- 13 — Industrial
- 14 — Nakkai Complex (Rezoning Reference #7/93)
- 15 — B.C. Hydro Headquarters Complex (Rezoning Reference #36/90)
- Park, School, Trail, Ravine and Open Space Area
- Completed or Rezoned in Accordance with Development Guidelines

Development sites in the Edmonds Town Centre are generally to be zoned to Comprehensive Development District (CD) utilizing the outlined zoning designations as guidelines.

This Sketch is subject to updating on a continuous basis.

Updated To: October 1996

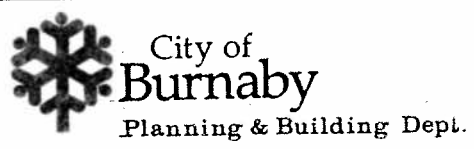


Edmonds Town Centre Plan Development Guidelines

Date:
MARCH 1998

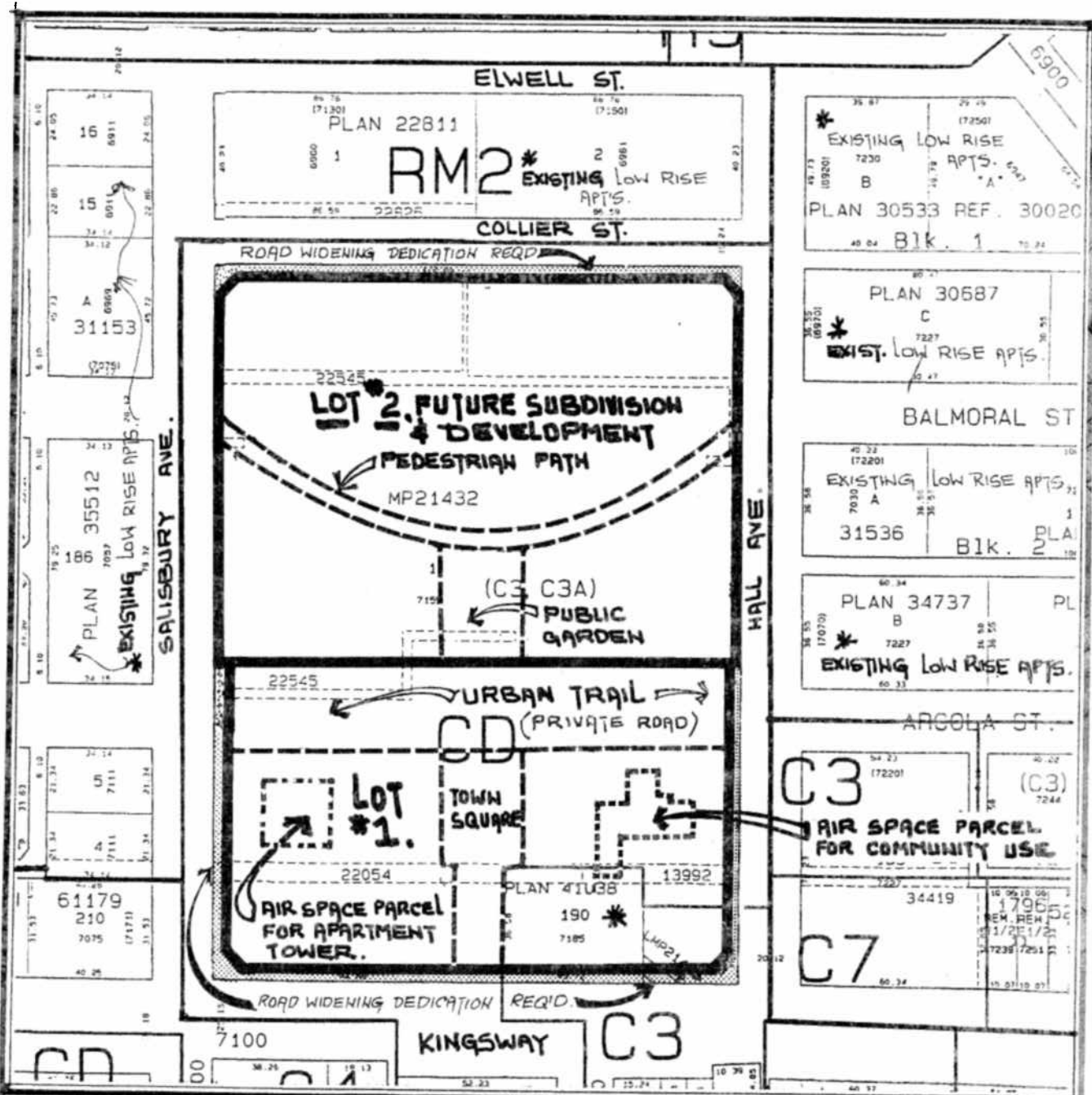
Scale:
N.T.S.

Drawn By:
J.P.C.



REZONING REFERENCE # 63/97

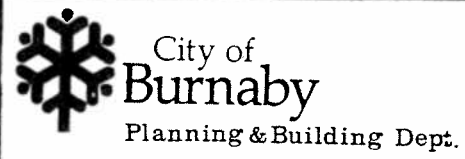
SKETCH # 1.



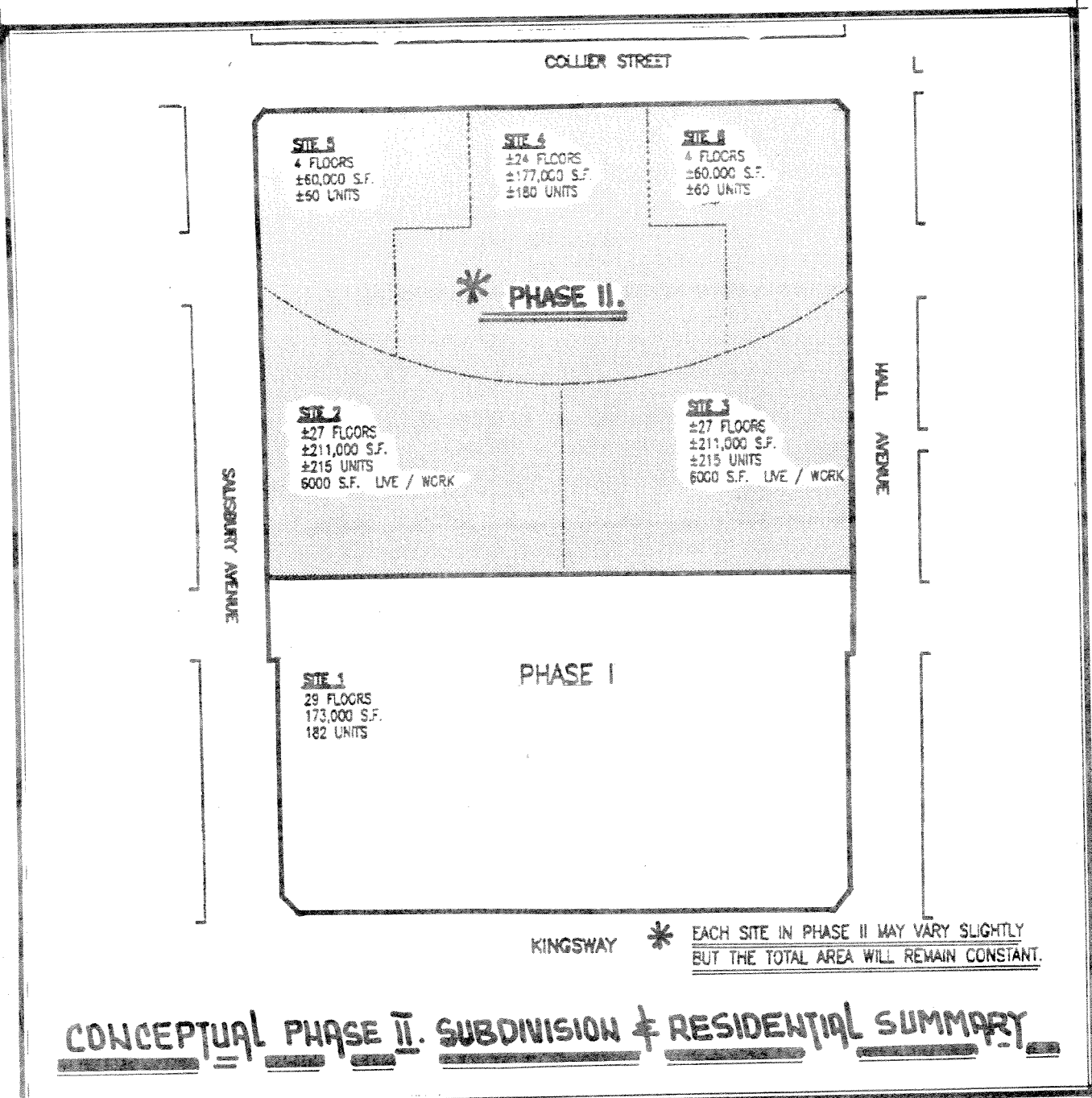
Date:
MARCH 1998

Scale:
1:2000

Drawn By:
J.P.C.



REZONING REFERENCE # 63/97
"PROPOSED SUBDIVISION"
SKETCH # 2.

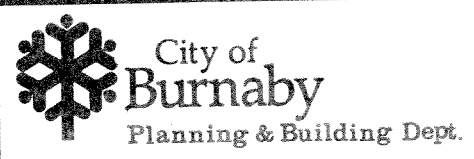


CONCEPTUAL PHASE II. SUBDIVISION & RESIDENTIAL SUMMARY

Date:
MARCH 1998

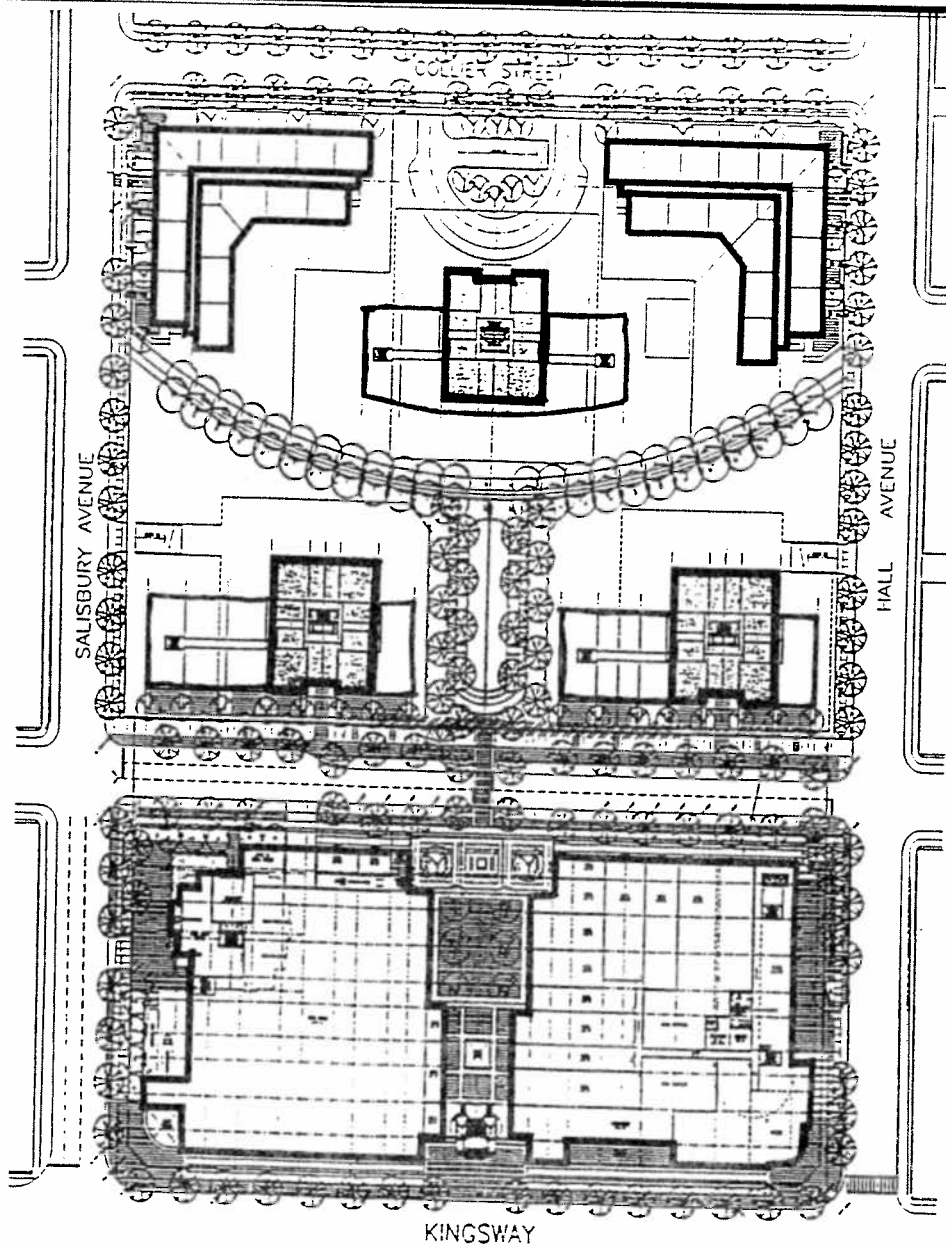
Scale:
N.T.S.

Drawn By:
J.P.C.



REZONING REFERENCE #63/97

SKETCH #3.




CONCEPTUAL SITE PLAN

Date:
MARCH 1998

Scale:
N.T.S.

Drawn By:
J.P.C.

 City of
Burnaby
 Planning & Building Dept.

REZONING REFERENCE # 63/97

SKETCH # 4.

