
TO: CITY MANAGER **DATE:** 2014 October 22

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: Rez# 14-25

SUBJECT: REZONING REFERENCE #14-25
7650, 7701, 7702 18TH STREET, PORTION OF 7679 18TH STREET AND
7105, 7205 11TH AVENUE
RESPONSE TO PUBLIC HEARING ISSUES

PURPOSE: To respond to issues raised at the Public Hearing for Rezoning Reference #14-25.

RECOMMENDATION:

1. **THAT** a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to the Public Hearing for Rezoning Reference #14-25.

REPORT**1.0 BACKGROUND**

On 2014 September 29, a Public Hearing was held for Rezoning Reference #14-25. The subject rezoning application is to establish a Master Plan for the subject site (Sketches #1 and #2 *attached*), which would guide further site specific rezoning applications for the development of a multi-phased, mixed-use, multiple-family residential neighbourhood. No specific development or new construction is being sought under the subject rezoning application.

At the Public Hearing, two written submissions were received. Two people also appeared at the Public Hearing to speak on the rezoning application. The primary issues raised at the Public Hearing are related to density and built form of the proposed Southgate neighbourhood and the provision of affordable housing. At the Public Hearing, Council requested that a staff report be submitted on the issues raised.

2.0 ISSUES RAISED*Issue #1 – Density and Built Form*

Concerns were raised regarding the appropriateness of the proposed Southgate Master Plan which contemplates a high density multiple-family residential neighbourhood for the development site. Concerns were also raised regarding built form, housing type and unit size, and amount of green space.

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Response:

Over the next 30 years, the Metro Vancouver region is anticipated to reach a population of 3.4 million residents (an additional 1.2 million residents by 2041). Under the *Regional Growth Strategy*, Metro Vancouver urban centres, including Burnaby, are expected to accommodate this growth in a manner that promotes livability and sustainability within the region.

Residential growth in Burnaby is guided by the Burnaby Official Community Plan (OCP). The broad framework of the Burnaby Official Community Plan (OCP) has established a four quadrant model, each with its own Town Centre to help develop complete communities throughout the city. The Town Centres of Metrotown, Brentwood, Edmonds and Lougheed provide the highest order of residential and commercial densities. Higher density built forms are supported within the Town Centres as they are set within the appropriate urban context and supported by a range of commercial services, civic and recreational facilities, and amenities. Each Town Centre is also supported by a comprehensive transportation network with linkages to SkyTrain rapid transit, bus service, pedestrian routes and cycling facilities. In addition to the Town Centres, are the city's Urban Villages, Community Plan areas, suburban multi-family neighbourhoods and single- and two-family residential neighbourhoods.

These areas provide for local commercial services and lower intensity ground oriented built forms within the City. Burnaby's residential uses are set within a comprehensive system of well-connected parks, open space and conservation land with 25% of all lands in the City set aside for park and open space. Overall, the City's residential framework accommodates a broad range of housing types and forms including single- and two-family residential, townhomes, mid-rise development, as well as higher density forms. Within the City, about 79% of the residentially designated land base is allocated for single- and two-family dwellings and townhouse forms, with the balance of residential lands within the town centre, urban village, and suburban multiple family areas being primarily intended for low-rise, mid-rise and high-rise forms.

The proposed Southgate Master Plan proposes the development of a complete neighbourhood that is integrated with the surrounding neighbourhoods and broader Edmonds Town Centre. The Master Plan identifies a variety of potential housing types; unit sizes; tenure, and affordability levels, which are intended to accommodate the needs of singles, couples, families, seniors and persons with disabilities. Given its Town Centre location, a compact built form is proposed under the Master Plan, which includes a mix of high-rise residential towers, mid- and low-rise apartment buildings and townhouses. In proposing this mixed compact form, as opposed to a higher coverage purely low-rise form, the proposed Master Plan is able to allocate approximately 40% of the development site towards publically accessible open spaces, including the dedication of a five acre central park to the City for the benefit of the broader Edmonds community.

In view of the above, the proposed redevelopment form of the Southgate site and its eventual transformation into a new, complete, multiple-family residential neighbourhood in the southeast area of the Edmonds Town Centre, is supported.

Issue #2 – Accommodation of Alternative Housing

A question arose regarding the accommodation of alternative housing within the proposed Southgate neighbourhood.

The provision of appropriate and affordable housing choices is complex and challenging, influenced by many external factors such as market conditions, supply and demand, projected population growth, income, and land and construction costs. While the provision for alternative housing forms (non-market housing, purpose-built rental housing, co-ops and other forms of subsidized housing) is primarily the responsibility of senior levels of government, the City, in its land use designation function, and its ability to influence development through policies and regulations, provides a facilitating and supportive role in the development of comprehensive housing options within Burnaby.

The proposed Southgate Master Plan provides for the development opportunity of a broad range of alternative housing throughout the overall development site. The Master Plan for the Southgate neighbourhood proposes an overall residential density of 2.86 FAR on the site's gross site area, of which 0.26 FAR is reserved for affordable/non-market housing. This translates to approximately 588,365 sq. ft. of gross floor area reserved for the development of alternative housing only. The opportunity to accommodate for the provision of the above noted alternative housing gross floor area is available to senior levels of government and housing service providers at any phase of the development in consultation with the property owner/developer. The number of units and unit types derived from the above noted density is dependent on senior government and housing providers' use of the available density. It should be noted, however, that the desire is to accommodate alternative housing in a manner that is integrated with the overall development, and is not concentrated in any one neighbourhood. Alternative housing opportunities should also be aligned with the diverse demographics of the Town Centre, and include opportunities for family, seniors and accessible housing.

It should be noted that the alternative housing opportunities within the subject site can also be supported through the City's *Affordable and/or Special Needs Housing Program* which allows for 20% of undesignated cash contributions-in-lieu to be held in the *Housing Fund* for future affordable and/or special needs housing projects. The achievement of affordable and/or special needs housing is guided by the *Community Benefit Bonus Housing Policy*, which provides for the availability and application of housing funds to support substantially viable projects, with Council approval.

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3.0 CONCLUSION

The subject rezoning application (Rezoning Reference #14-25) is for the Southgate Master Plan, which will provide the framework for guiding future detailed site specific rezoning applications. It is noted that no specific development is being proposed for approval by the subject rezoning application. As noted in the Public Hearing report, the proposed Southgate neighbourhood involves the development of a complete multiple-family residential neighbourhood that is supported by a contiguous network of park and open space that is highly integrated and accessible to the surrounding neighbourhoods and the broader Edmonds Town Centre. A residential use designation is proposed for the overall site, as well as the inclusion of community-scale commercial density to meet the day-to-day retail and commercial needs of the proposed neighbourhood.

With respect to the issues raised at Public Hearing, the proposal is consistent with the Official Community Plan and Town Centre policy objectives for the Edmonds Town Centre. Conceptually, the distribution of density across the subject site is respectful of the surrounding neighbourhood context, in which lower forms are proposed along the edge of the proposed neighbourhood to respect the surrounding edge conditions. Higher forms are proposed more centrally within the proposed neighbourhood, including the discrete siting of residential towers. At the heart of the proposed neighbourhood is a central five acre City-owned public park which is intended to be the heart of the neighbourhood and an amenity for the residents of the broader Edmonds community. While the dominant land use for the neighbourhood is market residential, it is noted that 0.26 FAR is reserved for alternative housing only, translating to 588,365 sq. ft. of alternative housing gross floor area, which may be distributed throughout the neighbourhood for alternative housing.

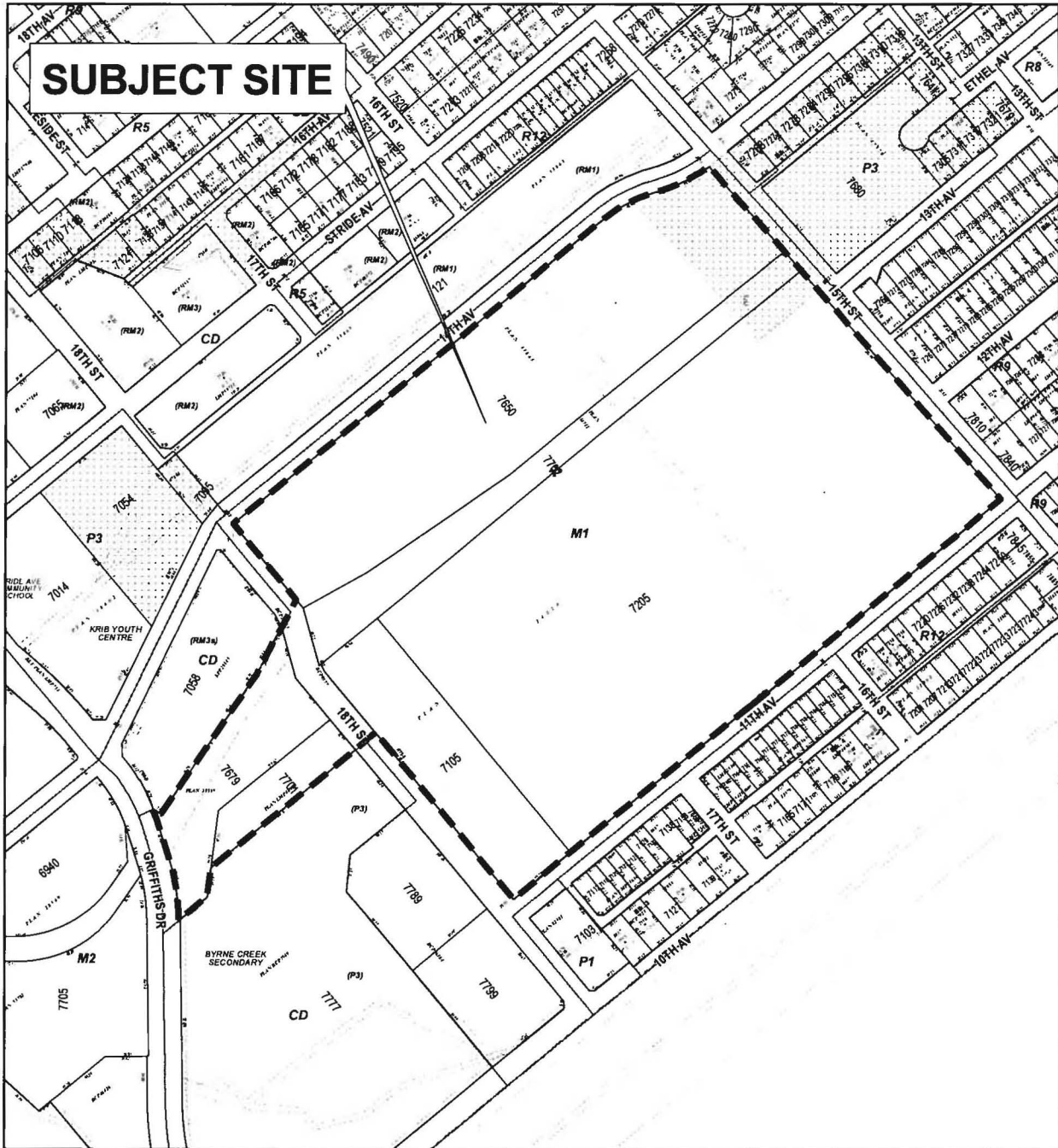
Access to alternative housing opportunities within the proposed Southgate site is available to senior levels of government and housing service providers throughout any phase of development across the overall development site working in conjunction with the property owner/developer in line with the proposed Master Plan.

In view of the above, the proposed Southgate Master Plan – concept and design guidelines, are considered to appropriately respond to the issues of density, built form and housing affordability. It is recommended that a copy of this report be sent to the applicant and those who spoke at, or submitted correspondence to the Public Hearing for Rezoning Reference #14-25.


Lou Pelletier, Director
PLANNING AND BUILDING

DR/ZT:spf
Attachments

SUBJECT SITE



PLANNING & BUILDING DEPARTMENT




DATE:
AUG 18 2014

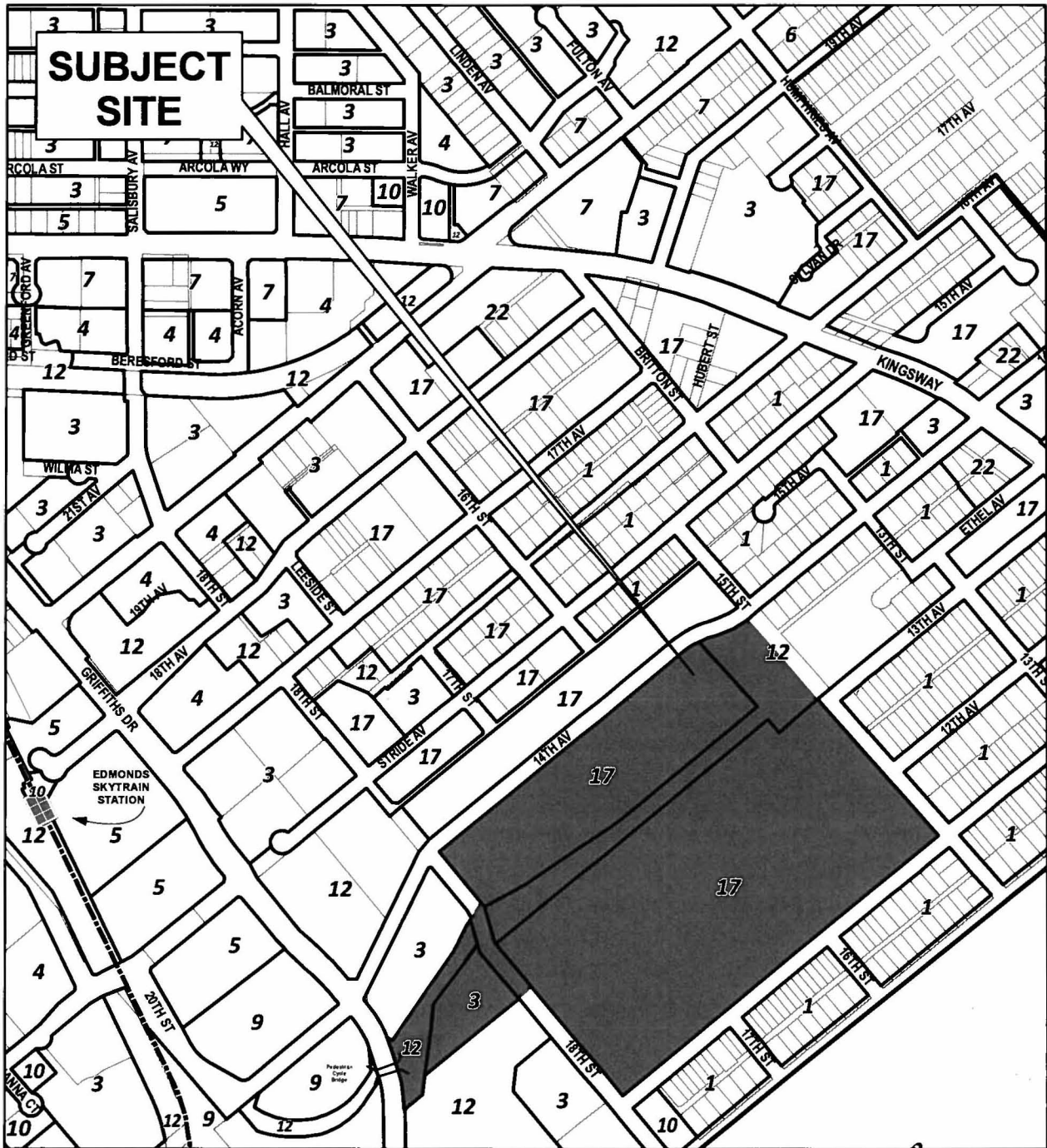
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REZONING REFERENCE #14-25
7650, 7701 AND 7702 18TH STREET
PORTION OF 7679 18TH STREET
7105 AND 7205 11TH AVENUE

 Subject Site

Sketch #1



- | | |
|---|---|
| 1 Single and Two Family Residential | 9 Industrial |
| 3 Medium Density Multiple Family Residential | 10 Institutional |
| 4 High Density Multiple Family Residential | 12 Park and Public Use/Public School |
| 5 Commercial | 17 Low or Medium Density Multiple Family Residential (Ground Oriented) |
| 6 Medium Density Mixed Use | 22 Low/Medium Density Mixed Use |
| 7 High Density Mixed Use | |

Edmonds Town Centre Plan Development Guidelines



PLANNING & BUILDING DEPARTMENT

Note: Composite Sketch Subject to Change

