



Item .....
Meeting ..... 2017 February 27

## COUNCIL REPORT

**TO:** CITY MANAGER 2017 February 22

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** REZONING REFERENCE #16-08  
Apartment Tower (Southgate Neighbourhood)  
Edmonds Town Centre

**ADDRESS:** Portion of 7201 11<sup>th</sup> Avenue (Island 6)

**LEGAL:** Portion of Lot A, DL 53, Group 1, NWD Plan EPP53090

**FROM:** CD Comprehensive Development District (based on RM5, RM1 Multiple Family Residential Districts and C2 Community Commercial District)

**TO:** Amended CD Comprehensive Development District (based on RM5 and RM1 Multiple Family Residential Districts, C2 Community Commercial District, Southgate Neighbourhood Master Plan and Edmonds Town Centre Plan guidelines and in accordance with the development plan entitled "Icon" prepared by IBI Group and PWL Partnership Landscape Architects Inc.)

**APPLICANT:** Ledingham McAllister Communities Ltd.  
3<sup>rd</sup> Floor, 1285 West Pender Street  
Vancouver, BC V6E 4B1  
(Attention: Robert Estey)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2017 March 28

**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2017 March 06 and to a Public Hearing on 2017 March 28 at 7:00 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 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

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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 utilization of an amenity bonus in accordance with Section 3.5 of this report.
- e) The dedication of any rights-of-way deemed requisite.
- f) The completion of the necessary subdivision.
- g) The approval of a detailed park master plan for the future City-owned park.
- h) The granting of any necessary statutory rights-of-way and/or easements including but not limited to the following:
  - Statutory right-of-way for the provision, ongoing maintenance and public access and use of identified pedestrian walkways, park/open space features and private roads; and,
  - Statutory right-of-way for a pedestrian pathway across the site.
- i) The granting of Section 219 Covenants as described in Section 3.7 of this report.
- j) The review of a detailed Sediment Control System by the Director Engineering.
- k) 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 in accordance with the adopted Southgate Master Storm Water Management Plan.
- l) The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- m) The submission of a Site Profile and resolution of any arising requirements.
- n) The design and provision of units adaptable to persons with disabilities.
- o) The provision of four covered car wash stalls 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.

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- p) The review of on-site residential loading facilities by the Director Engineering.
- q) Compliance with the Council-adopted sound criteria.
- r) The deposit of the applicable Parkland Acquisition Charge.
- s) The deposit of the applicable GVS & DD Sewerage Charge.
- t) The deposit of the applicable School Site Acquisition Charge.
- u) The submission of a written undertaking to comply with all the prerequisites of the previous rezoning of the site (Rezoning Reference #14-25).
- v) The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit construction of a 46-storey residential tower in the Island neighbourhood of the multi-phased Southgate Master Plan Area.

### 2.0 BACKGROUND

- 2.1 The subject development site is a portion of 7201 11<sup>th</sup> Avenue (see *attached* Sketch #1), which is currently zoned CD Comprehensive Development District (based on RM5, RM1 Multiple Family Residential Districts and C2 Community Commercial District). The site is currently occupied by an industrial warehouse building and related surface parking and loading facilities. Vehicular access is currently available from 18<sup>th</sup> Street and 11<sup>th</sup> Avenue. Existing adjacent uses include a dairy plant to the north; two large industrial warehouse buildings and several accessory buildings/structures to the east; a single-family neighbourhood to the south across 11<sup>th</sup> Avenue; and vacant City-owned properties to the west across 18<sup>th</sup> Street.
- 2.2 On 2015 July 20, Council granted Final Adoption to Rezoning Reference #14-25, which established the Master Plan for the newly formed Southgate community. It is noted that, upon Second Reading of the Master Plan rezoning being granted, the Edmonds Town Centre Development Plan was amended to reflect the RM5, RM1, C2 and P3 designations as guidelines. The Master Plan is intended to guide further site specific rezoning applications within the multi-phased, mixed-use, multiple-family residential neighbourhood.



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The Master Plan, which consists of a Concept Book and compendium Design Guidelines, provides the policy framework and general development guidelines for future site specific rezoning applications within the Southgate community. In this regard, the Master Plan establishes general networks and connections, land use and density, built form, public realm character and landscape expression, park and open space, site servicing, and phasing pattern for the neighbourhood.

With respect to land use and density, the adopted Southgate Master Plan permits an overall residential density of 2.86 Floor Area Ratio (of which 0.4 FAR is bonused and an additional 0.26 FAR is designated for alternative housing). The maximum allowable market residential gross floor area for the Southgate community is 546,611.6 m<sup>2</sup> (5,883,678 sq. ft.) across five neighbourhood areas. A Density Allocation Covenant details this arrangement, as well as establishes provisions for the transfer of gross floor area (15%) from one neighbourhood area to another.

- 2.3 The subject development site forms the final component of the Island neighborhood area within the Southgate community (see Figure 1). Located at Southgate's southwest corner, the Master Plan notes that the Island neighbourhood area is intended to be a tranquil residential enclave that provides a transition and connection to a more naturalized environment and public realm, as well as a diagonal connection to the future City park from the corner of 18<sup>th</sup> Street/11<sup>th</sup> Avenue (see Figures 2 and 3). Primary land uses include multiple family residential and a small locally-oriented commercial component (5,000 sq. ft.). A community building is proposed at the corner of Southgate Boulevard and 18<sup>th</sup> Street functioning as a gateway to the City park.

Residential townhomes and stacked flats up to four storeys frame 11<sup>th</sup> Avenue and 18<sup>th</sup> Street and provide a height transition between existing single family homes and proposed higher buildings within Southgate. These low rise buildings also frame a 'parkette' at the corner of 11<sup>th</sup> Avenue and 18<sup>th</sup> Street. Three apartment towers internally oriented towards the western edge of the City park are also proposed.

The tallest tower forms a central radial point for the feature tower of the Island neighbourhood. This feature tower is also a focal point for the corner parkette, as it will form the visual terminus when looking into the site.

The public realm is a network of spaces that connect from existing City streets to the proposed City park. The parkette is a tranquil and intimate space for relaxing, but also functions as a gateway to the Island neighbourhood area and the City park beyond. A diagonal path connects the parkette and the City park.

A public pedestrian and cycle path, part of the community-wide system along 12<sup>th</sup> Avenue (statutory right-of-way), connects the north and south portions of the City park and link the two publically dedicated roads within the overall Southgate area.

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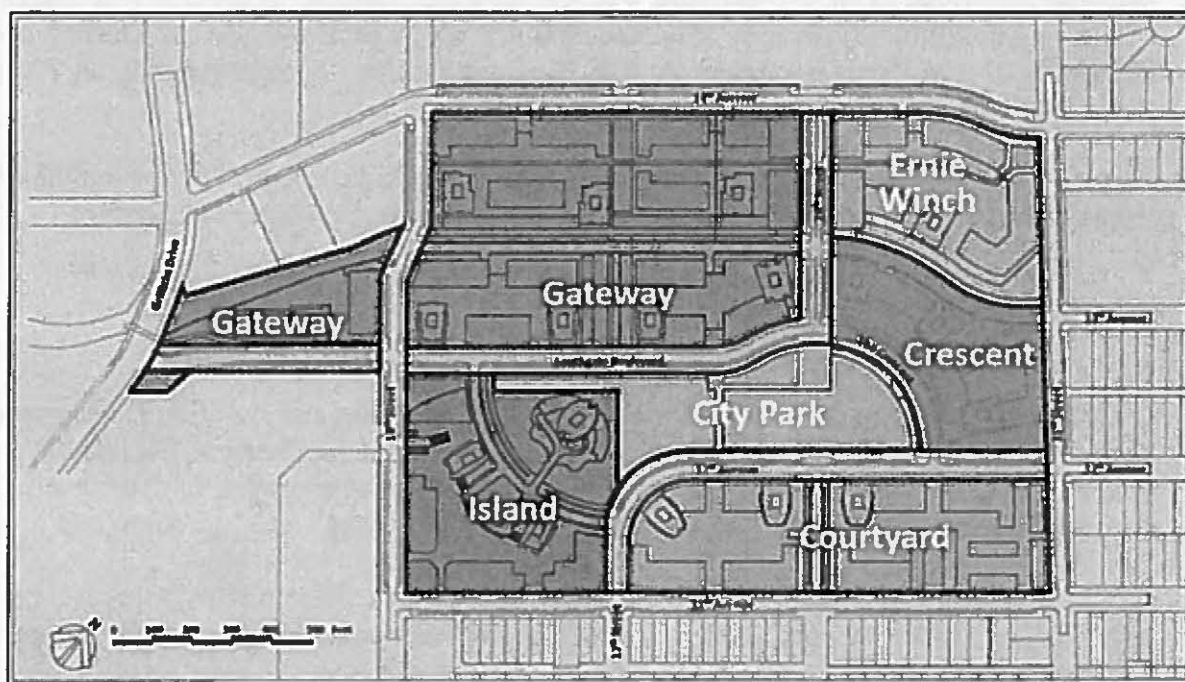


Figure 1 - Map showing the neighbourhoods that make up the Southgate Community

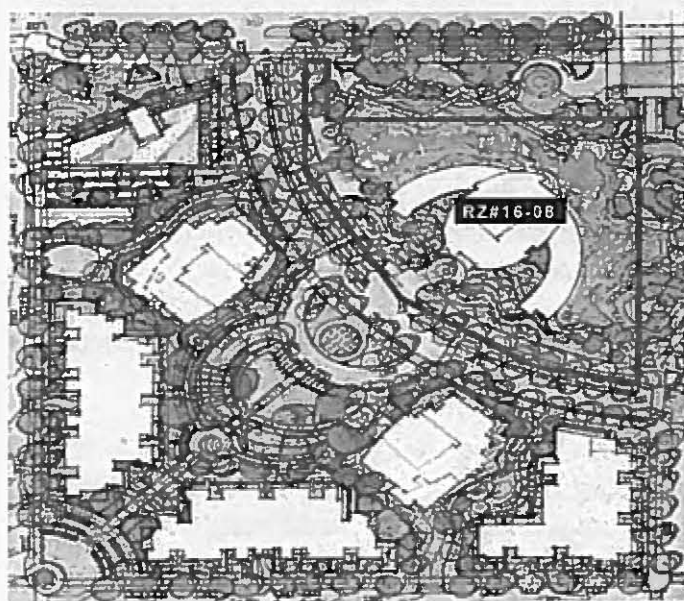


Figure 2 - Overall concept for the Island Neighbourhood  
 (subject rezoning boundary shown)

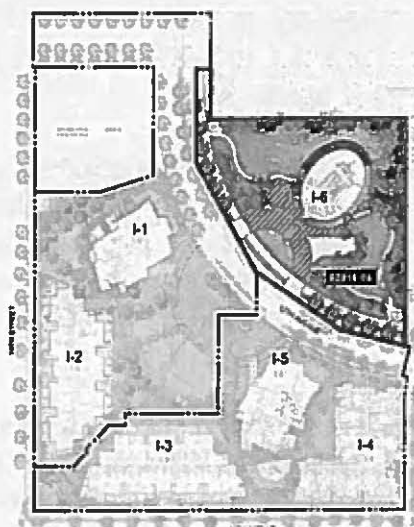


Figure 3 - Phase 3 development within the Island  
 Neighbourhood

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- 2.4 The Island neighbourhood is intended to be constructed over several phases. The subject rezoning application is for the third and final of those phases, and encompasses a single high-rise apartment tower (46-storeys). The rezoning applications for the first two phases of the neighbourhood (Rezoning Reference #14-28 which received Second Reading on 2016 May 09 and Rezoning Reference #16-10 which received Second Reading on 2016 October 03) are being advanced separately.

As part of the subject site's development, the applicant will be responsible for providing the following public realm improvements, as identified in the Southgate Master Plan:

- a publically accessible road (12<sup>th</sup> Avenue) connecting this phase of development to the new north-south public road; and,
- a pedestrian pathway providing public access to the on-site water feature.

- 2.5 On 2016 April 04, Council received the report of the Planning and Building Department regarding the rezoning of the subject development 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.

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

### 3.0 GENERAL COMMENTS

- 3.1 The proposed development plan is for a single 46-storey apartment tower which is intended to form the focal point of the Island neighbourhood. This rezoning application proposes to utilize 31,679.7 m<sup>2</sup> (340,997 sq. ft.) of the allowable gross floor area (86,179.5 m<sup>2</sup> (927,628 sq. ft.)) within the Island neighbourhood area, yielding a total of 352 units.

The proposed form of development proposes minor changes from the master plan in that the at grade townhouses have been removed and the related floor area has been incorporated into the tower form. The result is a visually striking and sleek, elliptically shaped tower which is intended to create the architectural centrepiece of the Island neighbourhood and one of the more creatively designed buildings within the Edmonds Town Centre.

Overall, the subject proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing and materiality. It meets the standards and objectives of the Southgate Master Plan and Design Guidelines. To complement the built form, a progressive landscape treatment is proposed which includes boulevards and street trees on all street frontages. Substantial on-site planting is



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also proposed to further enhance the development, including a large pond area, rain gardens, children's play areas and extensive landscaping.

- 3.2 All required parking is proposed to be located underground, and access taken from a driveway off 12<sup>th</sup> Avenue. The development proposal exceeds the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit, by providing 442 spaces (1.23 spaces per unit). The developer has also provided other transportation alternatives. First, given the subject site's proximity to the Edmonds SkyTrain Station, as well as other transit routes operating in the vicinity of the development, the development is providing a 70% transit pass subsidy (two zones) for one year to each strata unit, which is to be made available to residents seeking an alternative to car use and ownership. Second, the development is providing 43 (Level 2 AC) Electric Vehicle charging stations, of which five are to be provided within the visitors' parking area for the benefit of the residents and their visitors, and 33 are to be provided in the residents parking area as part of the required parking. A Section 219 Covenant will be required to guarantee these provisions including all necessary wiring, electrical transformer, and mechanical ventilation modifications. Third, the development is providing twice the required secured bicycle parking and a bicycle repair area. Fourth, the development is providing a commuter bicycle for each strata unit to encourage residents to cycle to and from destinations. Fifth, the applicant is investigating the feasibility of providing a community shuttle.
- 3.3 The developer has agreed to pursue green building practices by committing to achieve a Silver rating under the Leadership in Energy and Environmental Design (LEED) program.
- 3.4 In accordance with the City's policy for adaptable units, 20% of the total number of residential units (total of 71 units) has been provided meeting adaptable standards. As permitted under the adopted policy, 1.86 m<sup>2</sup> (20 sq. ft.) for each adaptable unit is exempt from Gross Floor Area (GFA), resulting in a total adaptable unit GFA exemption of 131.9 m<sup>2</sup> (1,420 sq. ft.). The development is providing five handicapped parking stalls (two in visitors' parking area; three in residents' parking area), which will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.
- 3.5 The proposed development is utilizing 31,679.7 m<sup>2</sup> (340,997 sq. ft.) of the market residential density available to the Southgate neighbourhood, of which 2,437.5 m<sup>2</sup> (26,237 sq. ft.) is a density bonus component. A separate report detailing the market value of the density bonus will be forwarded to Council for consideration and approval prior to the subject rezoning amendment bylaw receiving Third Reading.
- 3.6 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
  - storm sewer, water, and sanitary sewer improvements as identified in the Master Servicing Plan established for the development.

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- 3.7 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 ensuring compliance with the approved acoustical study;
  - Section 219 Covenant ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent;
  - Section 219 Covenant restricting the use of guest suites;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of 43 (Level 2 – 40 amp) Electric Vehicle charging stations (including all necessary wiring, electrical transformer, and mechanical ventilation modifications);
  - Section 219 Covenant ensuring that handicap accessible parking stalls in the underground parking areas be held in common property to be administered by the Strata Corporation;
  - Statutory right-of-way for the provision, ongoing maintenance, and public access and use of a private road (12<sup>th</sup> Avenue) and,
  - Statutory right-of-way for a pedestrian pathway across the site.
- 3.8 Due to the proximity of the subject site to 10<sup>th</sup> Avenue, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.9 Provision of four separate car wash stalls is required.
- 3.10 As the site will be fully excavated for development, an arborist's report and 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. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 3.11 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system, as well as a Section 219 Covenant to guarantee its provision and continuing operation, in accordance with the Southgate Stormwater Management Master Plan. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 3.12 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. The proposed Sediment Control System will then be the basis, after Final Adoption, for the necessary Preliminary Plan Approval and Building Permit.



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- 3.13 The approval of a detailed design for the future City park is required in connection with the approval of the subject rezoning application.
- 3.14 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.15 A site profile application is required for the subject development site, given its past industrial use.
- 3.16 The following Development Cost Charges apply:
- a) Parkland Acquisition Charge of \$3.55 per sq. ft.
  - b) School Site Acquisition Charge of \$600.00 per unit.
  - c) GVS&DD Sewerage Charge of \$1,082 per apartment unit.

#### 4.0 DEVELOPMENT PROPOSAL

4.1 Site Area (subject to detailed survey) - 6,206.3 m<sup>2</sup> (66,804 sq. ft.)

4.2 Site Coverage - 10.4 %

4.3 Density and Gross Floor Area (as per Density Allocation Covenant)

***Residential Density Permitted and Provided***

- 31,679.7 m<sup>2</sup> (340,997 sq. ft.)

Derived from base density

- 29,242.2 m<sup>2</sup> (314,760 sq. ft.)

Derived from bonus density

- 2,437.5 m<sup>2</sup> (26,237 sq. ft.)

***Total Permitted Gross Floor Area (Subject Application)***

- 31,679.7 m<sup>2</sup> (340,997 sq. ft.)  
 (excluding permitted 6,941 sq. ft. amenity exemption and adaptable unit exemption)

4.4 Residential Unit Mix

***Apartment Tower***

86 - One bedroom + Den

- 56.1 m<sup>2</sup> (604 sq. ft.)

3 - Two bedrooms

- 105.4 m<sup>2</sup> - 106.4 m<sup>2</sup>  
 (1135 sq.ft - 1145 sq.ft)

258 - Two bedrooms + Den

- 86.7 m<sup>2</sup> - 105.9 m<sup>2</sup> (933 sq.ft. - 1,140 sq.ft.)

5 - Three bedrooms

- 102.0 m<sup>2</sup> - 121.2 m<sup>2</sup>  
 (1,098 sq.ft. - 1,305 sq.ft.)

Total number of high-rise apartment units: 352 units (of which 71 units are adaptable)

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4.5 Building Height  
 Apartment Tower - 46 storeys

4.6 Parking  
**Total Required**  
 352 units @ 1.1 spaces per unit - 387 spaces (including 32 visitor parking spaces and 3 handicapped parking spaces)

**Total Provided**  
 352 units @ 1.26 spaces per unit - 443 spaces (including 32 visitor parking spaces, 43 EV Charging Stations and 5 handicapped parking spaces)


**Bicycle Parking Required and Provided**  
 352 units @ 2.0 resident lockers/unit - 704 secure spaces  
 352 units @ 0.2 visitors' spaces/unit - 70 spaces in racks

*Bicycle repair room provided in underground parking garage area*

4.8 Residential Loading - 2 spaces

4.9 Communal Facilities (Excluded from FAR Calculations)

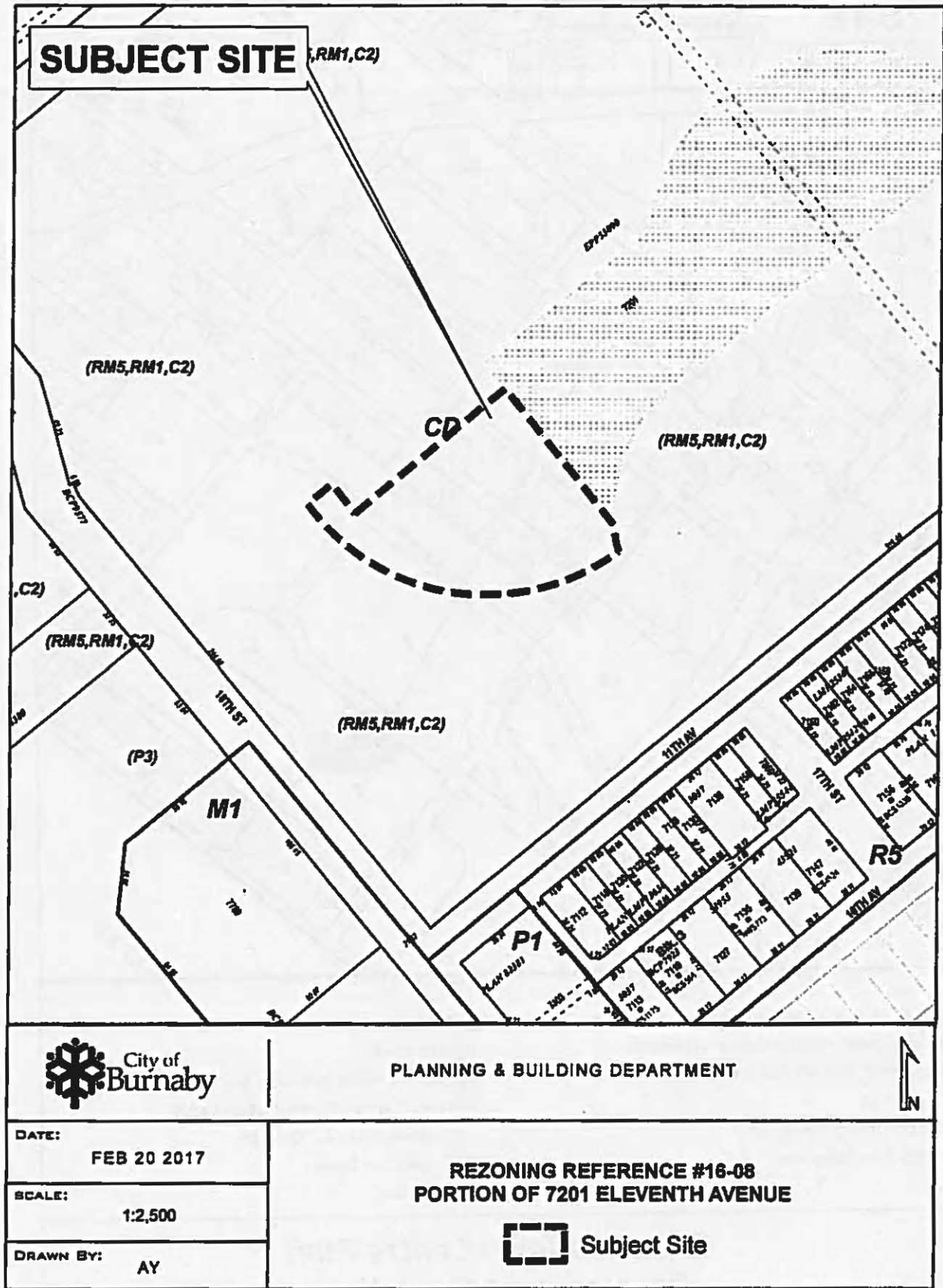
Primary communal facilities for residents include the amenity lobby, lounge/party room, fitness room, and guest suite. The amenity area amounts to 512.9 m<sup>2</sup> (5,521 sq. ft.), which is within the permitted 5% exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an outdoor BBQ area, water features, rain gardens, and landscape elements located throughout the site, as well as opportunities for public art installation to be located on-site.

  
 Lou Pelletier, Director  
 PLANNING AND BUILDING

DR:spf

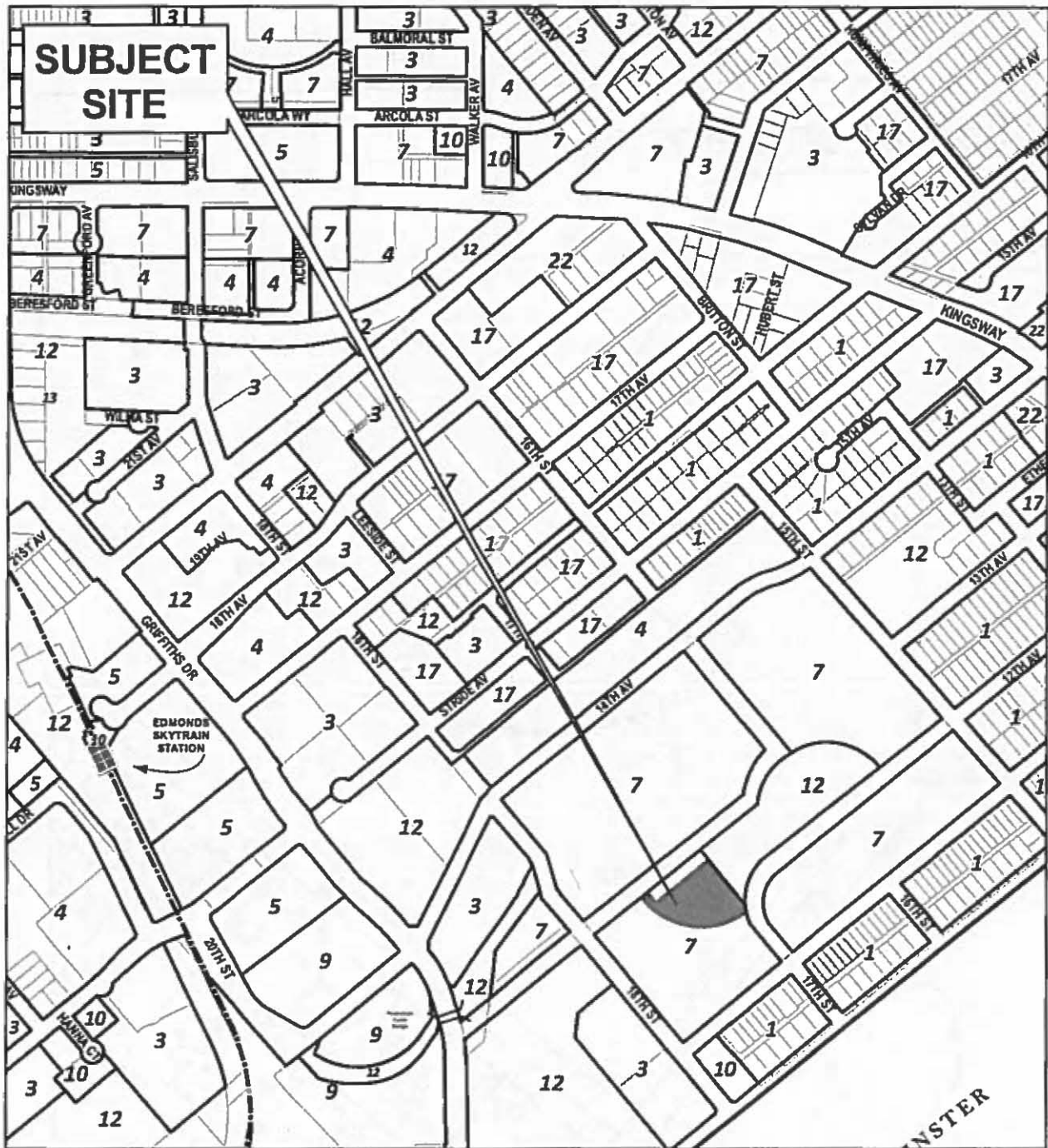
**Attachments**

cc: Director Engineering  
 City Solicitor  
 City Clerk



Sketch #1





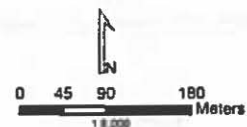
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| 1 Single and Two Family Residential          | 9 Industrial   |
| 3 Medium Density Multiple Family Residential | 10 Institutional   |
| 4 High Density Multiple Family Residential   | 12 Park and Public Use/Public School                                   |
| 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

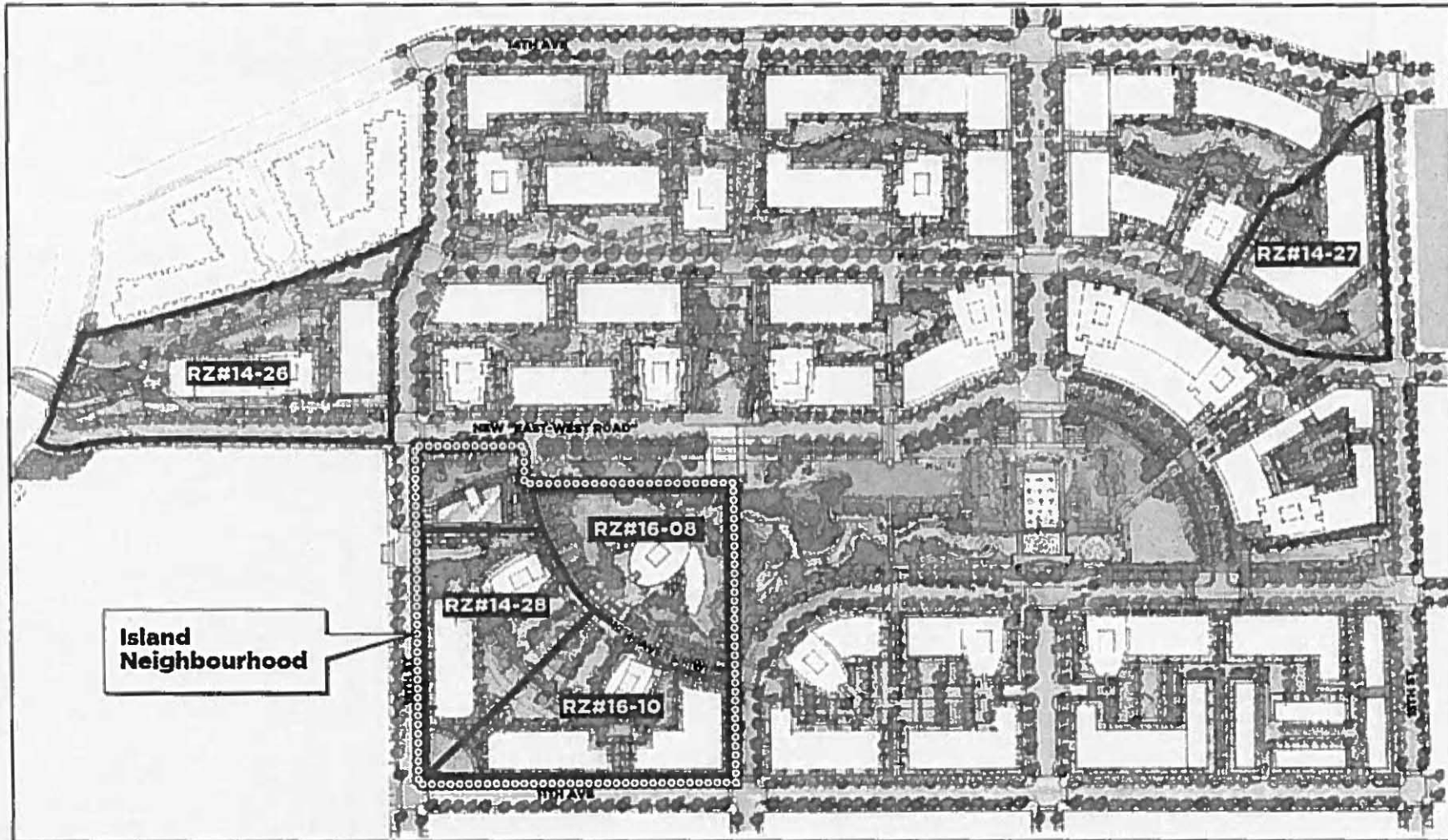
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Printed on February 20, 2017

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Sketch #2



**SKETCH 3**  
**Southgate Master Plan Rezoning**



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