



Item .....
Meeting ..... 2016 March 21

## COUNCIL REPORT

**TO:** CITY MANAGER 2016 March 16

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #14-28**  
**Apartment Tower and Low-Rise Development (Southgate Neighbourhood)**  
**Edmonds Town Centre**

**ADDRESS:** Portion of 7201 11<sup>th</sup> Avenue

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

**FROM:** 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)

**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 plans entitled "Southgate Community Island 1 & 2" prepared by IBI Group, Integra Architecture Inc., and PWL Partnership Landscape Architects Inc.)

**APPLICANT:** Southgate Village Homes 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 2016 April 26.

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### RECOMMENDATIONS

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2016 April 04 and to a Public Hearing on 2016 April 26 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.

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- 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 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, easements and/or covenants 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.
- i) The granting of a Section 219 Covenant:
  - 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 (mid-rise) or equivalent;
  - Section 219 Covenant restricting the use of guest suites;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of 12 (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; and,

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- Section 219 Covenant ensuring the provision and ongoing maintenance of the identified parkette feature.
- 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, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person and with allocated disabled parking spaces.
- o) The provision of three 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.
- 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 per unit Edmonds Town Centre South Grade-Separated Crossings Charge.
- s) The deposit of the applicable Parkland Acquisition Charge.
- t) The deposit of the applicable GVS & DD Sewerage Charge.
- u) The deposit of the applicable School Site Acquisition Charge.
- v) The submission of a written undertaking to comply with all the prerequisites of the previous rezoning of the site (Rezoning Reference #14-25).
- w) 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

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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 the construction of a 30 - storey residential tower and a four-storey low-rise apartment building, which form part of the multi-phased development of the Southgate Master Plan.

### 2.0 BACKGROUND

- 2.1 The subject development site encompasses a portion of 7201 11<sup>th</sup> Avenue (formerly portions of 7105 and 7205 11<sup>th</sup> Avenue) (see *attached* Sketches #1, #2 and #3), which is zoned CD Comprehensive Development District (Southgate Master Plan). The subject site is currently occupied by an industrial warehouse building and related surface parking/loading facilities. Vehicular access to the site is available from Eighteenth Street
- 2.2 On 2014 November 24, 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.
- 2.3 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.

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>

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(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.

- 2.4 The subject development site forms part of the Island neighbourhood area within the Southgate community. Located at Southgate's southwest corner, the Master Plan notes that the Island neighbourhood area is intended to be a tranquil residential enclave as 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.

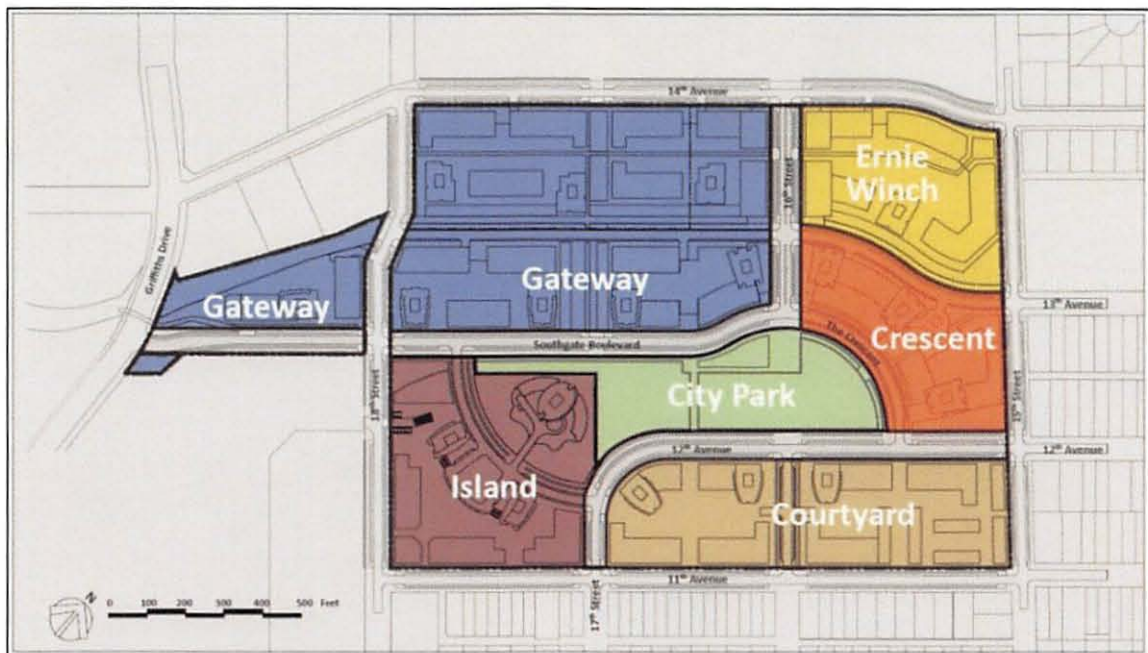


Figure 1 - Map showing the neighbourhoods that make up the Southgate Community

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 towers 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 towers are proposed towards the centre of the neighbourhood at the edge of the City park.



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

The tallest tower forms a central radial point. 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 'Fen' water body surrounds the tallest tower, forming a naturalized edge to the City park.

A public pedestrian and cycle path, part of the site-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 site.

- 2.5 The Island neighbourhood is intended to be constructed over several phases. The subject rezoning application is for the first of those phases, and encompasses a single high-rise apartment tower (30-storeys) and a low-rise building (four-storeys) fronting 18<sup>th</sup> Street.

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 new east-west public road connecting 18<sup>th</sup> Street to 12<sup>th</sup> Avenue (statutory right-of-way), along the neighbourhood's northern border;



Figure 3 - Phase 1 development within the Island neighbourhood

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- a publically accessible road (12<sup>th</sup> Avenue) connecting this phase of development to the new east-west public road; and,
- a publically accessible parkette at the corner of 18<sup>th</sup> Street and 11<sup>th</sup> Avenue.

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 30-storey apartment tower with a four-storey low-rise building fronting 18<sup>th</sup> Street. This rezoning application proposes to utilize 25,395.0 m<sup>2</sup> (273,349 sq. ft.), of which 1,955.4 m<sup>2</sup> (21,048 sq. ft.) is bonused, 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 282 units, of which 229 are within the apartment tower and 53 are within the low-rise apartment. All parking for the development is to be provided within an underground parking garage with vehicular access provided via Eighteenth Street, and from a driveway off 12<sup>th</sup> Avenue.

Overall, the subject proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing, pedestrian orientation 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 are also proposed to further enhance the development, including special landscaping, and water features on both 12<sup>th</sup> Avenue and 18<sup>th</sup> Street. The noted parkette feature at the corner of 18<sup>th</sup> Street and 11<sup>th</sup> Avenue is required to be constructed to its final standard in accordance with the Southgate Master Plan, and protected by statutory right of way, in connection with the subject rezoning application. The diagonal pedestrian connection to the City park from the corner of 18<sup>th</sup> Street and 11<sup>th</sup> Avenue will be secured in the next phase of development within the Island neighbourhood.

3.2 All required parking is proposed to be located underground, and access taken from Eighteenth Street and from a driveway off 12<sup>th</sup> Avenue. The development proposal meets the minimum required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per unit, by providing 310 spaces (of which 0.1 spaces/unit is for visitors). 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 twelve (Level 2 AC) Electric Vehicle charging stations, of which eight are to be provided within

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the visitors' parking area for the benefit of the residents and their visitors, and four are to be provided in the residents parking area as part of the required parking. A Section 219 Covenant will be required to guarantee the provision of the twelve Electric Vehicle (EV) charging stations, of which eight are to be held as common property for the benefit of all residents and their visitors (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.

- 3.3 The developer has agreed to pursue green building practices by committing to achieve a Silver rating (mid-rise) 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 – a total of 66 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 122.6 m<sup>2</sup> (1,320 sq. ft.). The development is providing seven handicapped parking stalls (two in visitors' parking area; five 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 25,395.0 m<sup>2</sup> (273,349 sq. ft.) of the market residential density available to the Southgate neighbourhood, of which 1,955.4 m<sup>2</sup> (21,048 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 amendment bylaw receiving Third Reading. The report to Council will be prepared once the Legal and Lands Department has concluded negotiations with the applicant. Council approval of the density bonus value is a prerequisite condition of the rezoning.
- 3.6 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:
  - construction of the new east-west road in accordance with the Southgate Master Plan, between 18<sup>th</sup> Street and 12<sup>th</sup> Avenue;
  - construction of 18<sup>th</sup> Street to a local road standard with front boulevard and rainwater management amenities (RMAs), street lighting, street trees, cycle facilities, sidewalk, and pedestrian lighting;



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- construction of the 18<sup>th</sup> Street/11<sup>th</sup> Avenue intersection to a local road standard with boulevards, separated sidewalk, street lighting and pedestrian lighting;
- construction of the parkette feature at the corner of 18<sup>th</sup> Street and 11<sup>th</sup> Avenue; and,
- storm sewer, water, and sanitary sewer improvements as identified in the Master Servicing Plan established for the development.

To support the foregoing servicing requirements, a 21.2 m road dedication is required for the new public road through the subject site. Minor dedications may also be required for the streets bounding the development site. It is noted that density is calculated on a gross site area basis (prior to road dedications).

- 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 (mid-rise) or equivalent;
  - Section 219 Covenant restricting the use of guest suites;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of 12 (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;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of the identified parkette feature; and,
  - Statutory right-of-way for the provision, ongoing maintenance and public access and use of a private road (12<sup>th</sup> Avenue) and a parkette.
- 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 three separate car wash stalls is required.

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- 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.
- 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 a) Parkland Acquisition Charge of \$3.55 per sq. ft. for high-rise apartments and \$3.84 per sq. ft. for low-rise apartments.  
b) School Site Acquisition Charge of \$700.00 per unit.  
c) Edmonds Town Centre South Grade-Separated Crossing Charge of \$392 per unit.  
d) GVS&DD Sewerage Charge of \$1,082 per apartment unit.

#### **4.0 DEVELOPMENT PROPOSAL**

- 4.1 Site Area (subject to detailed survey) - 10,561.59 m<sup>2</sup> (113,684 sq. ft.)
- 4.2 Site Coverage - 23 %

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

**Market Residential Density Permitted  
and Provided**

Island Neighbourhood (max. permitted)	- 86,179.5 m <sup>2</sup> (927,628 sq. ft.)
<b>Density Provided (Subject Application)</b>	- 25,395.0 m <sup>2</sup> (273,349 sq. ft.)
Derived from base density	- 23,439.5 m <sup>2</sup> (252,301 sq. ft.)
Derived from bonus density	- 1,955.4 m <sup>2</sup> ( 21,048 sq. ft.)
Total Permitted Gross Floor Area (Subject Application)	- <b>25,395.0 m<sup>2</sup> (273,349 sq. ft.)</b> (excluding permitted 6123 sq. ft. exemptions)

4.4 Residential Unit Mix

**Apartment Tower**

55 - One bedroom + Den	- 63.8 m <sup>2</sup> – 68.5 m <sup>2</sup> (687 sq. ft. - 737 sq. ft.)
109 – Two bedrooms	
59 – Two bedrooms + Den	
6 – Three bedrooms	

Total number of apartment tower units: 229 units (of which 55 units are adaptable)

**Low-rise Apartment**

14 - One bedroom + Den	- 58.5 m <sup>2</sup> – 63.9 m <sup>2</sup> (630 sq. ft. – 688 sq. ft.)
39 – Two bedrooms	- 74.7 m <sup>2</sup> – 76.7 m <sup>2</sup> (804 sq. ft. - 826 sq. ft.)

Total number of low-rise apartment units: 53 units (of which 11 units are adaptable)

**TOTAL NUMBER OF UNITS WITHIN DEVELOPMENT: 282 units**

4.5 Building Height

Apartment Tower	- 30 storeys
Low Rise Apartment	- 4 storeys

4.6 Vehicle Parking

**Total Required and Provided**

282 units @ 1.1 spaces per unit	- 310 spaces (including 28 visitor parking spaces and 4 handicapped parking spaces)
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\* Excludes 95 additional stalls shown on the plans which are intended for the future adjacent development

*12 Electric Vehicle (EV) charging stations provided (eight within the visitors' parking area, in addition to visitors parking; four within the residential parking area)*

#### 4.7 Bicycle Parking

Total Required and Provided

282 units @ 2.0 resident lockers/unit	- 564 secure spaces
282 units @ 0.2 visitors' spaces/unit	- 57 spaces in racks

*Bicycle Repair room provided in underground parking garage area*

#### 4.8 Residential Loading - 1 space

#### 4.9 Communal Facilities (Excluded from FAR Calculations)

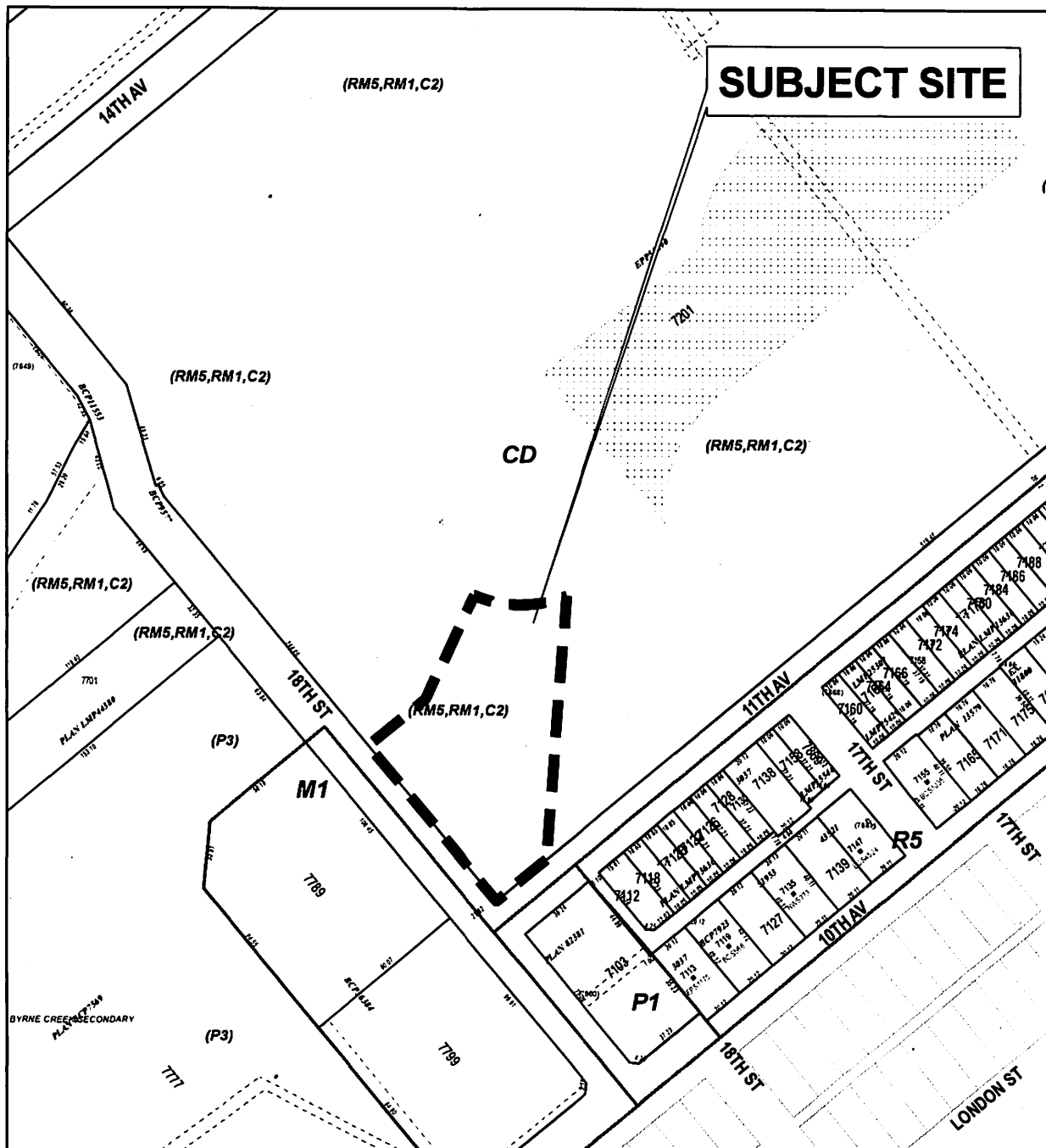
Primary communal facilities for residents include the amenity lobby, lounge/party room, fitness room, and guest suite. The amenity area amounts to 446.2 m<sup>2</sup> (4,803 sq. ft.), which is within the permitted 5% exemption from Gross Floor Area permitted within the Zoning Bylaw. The applicant has also provided an outdoor BBQ area, water features and landscape elements located throughout the site, as well as a public art installation to be located within the parkette at 18<sup>th</sup> Street/11<sup>th</sup> Avenue.

  
Lou Pelletier, Director  
PLANNING AND BUILDING

EK:hr/tn

#### **Attachments**

cc: Director Engineering  
City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:

MAR 15 2016

SCALE:

1:3,000

DRAWN BY:

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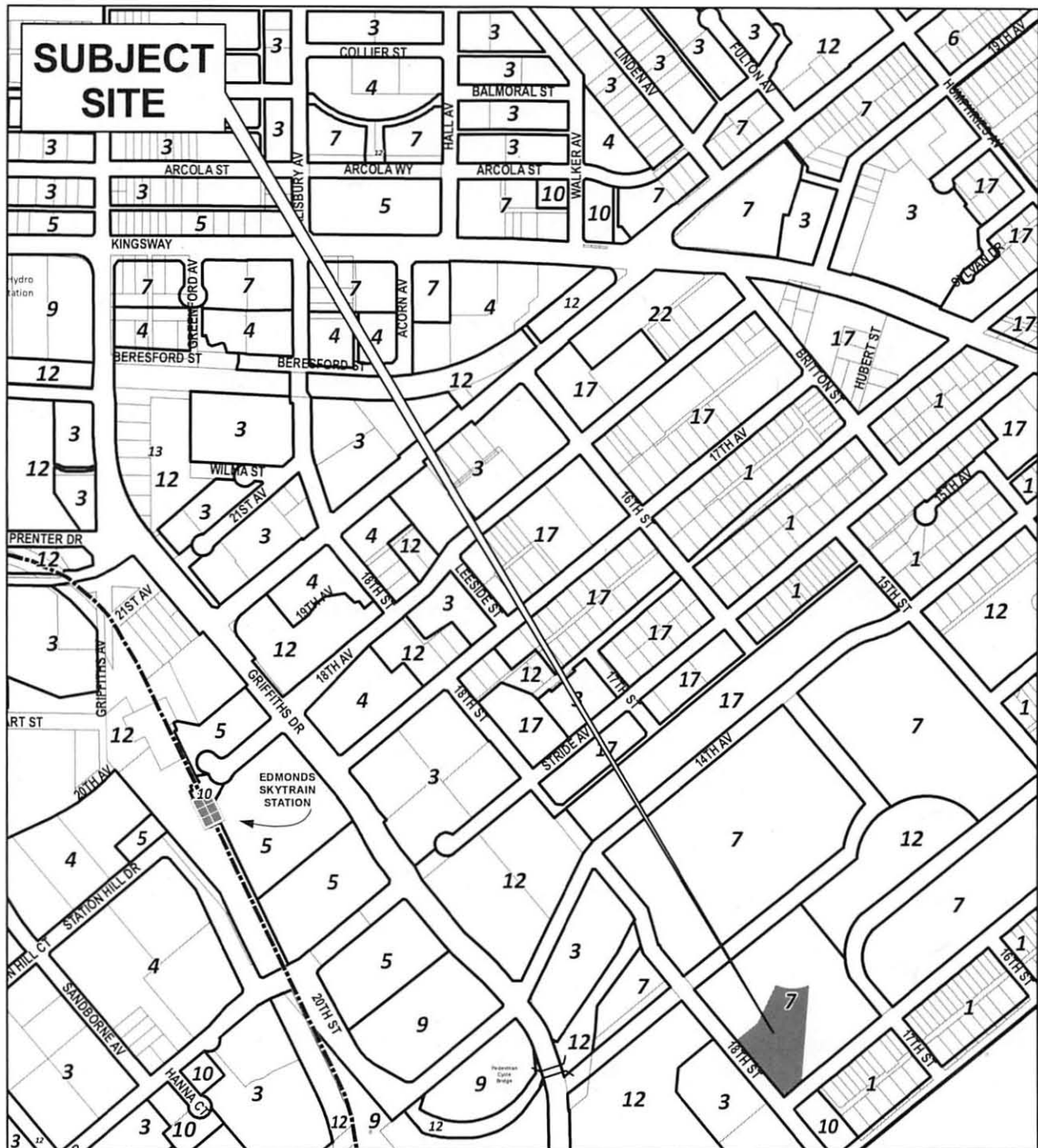
REZONING REFERENCE #14-28  
PORTIONS OF 7105 AND 7205 11TH AVENUE



Subject Site

Sketch #1





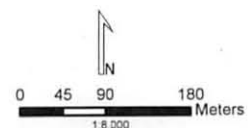
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| 1 Single and Two Family Residential          | 9 Industrial   |
| 3 Medium Density Multiple Family Residential | 10 Institutional   |
| 4 High Density Multiple Family Residential   | 12 Park and Public Use/Public School                          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

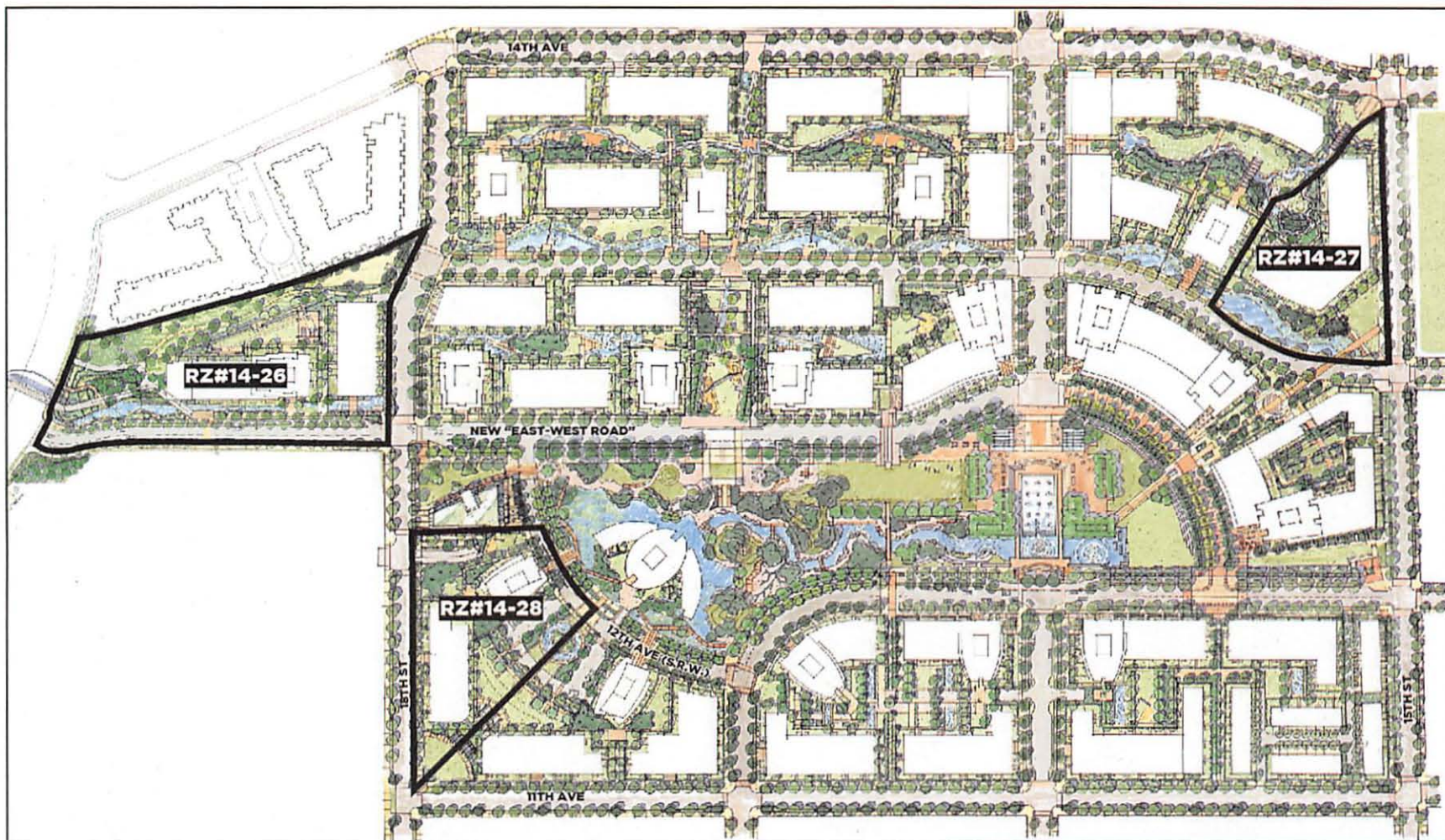


PLANNING & BUILDING DEPARTMENT

## Edmonds Town Centre Plan Development Guidelines

Note: Composite Sketch Subject to Change





**SKETCH 3**  
**Southgate Neighbourhood**  
**Rezoning #14-26, #14-27, #14-28**



PLANNING AND BUILDING DEPT.  
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