

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

**SUBJECT: REZ #22-31A SOUTHGATE MASTER PLAN AMENDMENT AND REZ #
22-31B – SITE SPECIFIC REZONING FOR A PORTION OF 7201 11TH
AVENUE – EDMONDS TOWN CENTRE PLAN**

RECOMMENDATION:

THAT the report “REZ #22-31A – Southgate Master Plan Amendment and REZ #22-31B – Site Specific Rezoning for a Portion of 7201 11th Avenue – Edmonds Town Centre Plan”, dated October 30, 2023, be REFERRED to the Planning and Development Committee for further review.

REPORT

Burnaby City Council, at the Open Council meeting held on October 30, 2023, received the attached report, and requested the report be REFERRED to the Planning and Development Committee to ensure alignment with the Master Plan for Edmonds Town Centre.

Respectfully submitted,

Nikki Best
Corporate Officer

TO: MAYOR & COUNCIL

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT: REZ #22-31A - SOUTHGATE MASTER PLAN AMENDMENT AND
REZ #22-31B - SITE SPECIFIC REZONING FOR A PORTION OF
7201 11TH AVENUE – EDMONDS TOWN CENTRE PLAN**

PURPOSE: To seek Council authorization to forward REZ #22-31A and REZ #22-31B to a future Public Hearing.

REFERENCES:

MASTER PLAN AMENDMENT (REZ #22-31A)

Addresses: 7201 11th Avenue and 7208 14th Avenue
Legals: Lot: 2 Block: District Lot: 53 Plan: EPP114963
Lot: 2 Block: District Lot: 53 Plan: EPP61185
Applicant: Bob Estey; Southgate City Homes Ltd.
300-1285 West Pender,
Vancouver, BC V6E 4B1
Current Zoning: CD Comprehensive Development District (based on RM5 and RM1
Multiple Family Residential Districts, and C2 Community Commercial
District)
Proposed Zoning: Amended CD Comprehensive Development District (based on RM5,
RM5r and RM1 Multiple Family Residential Districts, C2 Community
Commercial District, Southgate Neighbourhood Master Plan and
Edmonds Town Centre Plan as guidelines and in accordance with
the development plan entitled “Southgate City Master Plan
Amendment (2023)” prepared by Arcadis Architects (Canada) Inc.)

SITE SPECIFIC REZONING (PHASE 1A AND 1B – COURTYARD) (REZ #22-31B)

Addresses: Portion of 7201 11th Avenue
Legals: Portion of Lot: 2 Block: District Lot: 53 Plan: EPP114963
Applicant: Bob Estey; Southgate City Homes Ltd.
300-1285 West Pender,
Vancouver, BC V6E 4B1
Current Zoning: CD Comprehensive Development District (based on RM5 and RM1
Multiple Family Residential Districts, and C2 Community Commercial
District)
Proposed Zoning: Amended CD Comprehensive Development District (based on RM5
and RM5r Multiple Family Residential Districts, C2 Community
Commercial District, Southgate Neighbourhood Master Plan and

Edmonds Town Centre Plan as guidelines and in accordance with the development plan entitled “C1/C2/C3/C4 Southgate City” prepared by Arcadis Architects (Canada) Inc.)

RECOMMENDATIONS

THAT the introduction of a Housing Agreement Bylaw be authorized according to the terms outlined in Section 3.17 of the report titled “REZ #22-31A Southgate Master Plan Amendment and REZ #22-31B Site Specific Rezoning for a Portion of 7201 11th Avenue – Edmonds Town Centre Plan” dated October 30, 2023, contingent upon the granting by Council of Second Reading of the Rezoning Bylaw for REZ #22-31B;

THAT a Rezoning Bylaw for REZ #22-31A and REZ #22-31B be prepared and advanced to First Reading and to a Public Hearing at a future date;

THAT the following be established as prerequisites to the completion of the rezoning for the Master Plan Amendment (REZ #22-31A):

- a. The submission of a suitable plan of development for the Master Plan amendment.
- b. The submission of a Master Plan Public Art Plan.
- c. The submission of a detailed Master Comprehensive Sign Plan.
- d. The submission of an approved updated Servicing Master Plan.
- e. The submission of an approved updated on-site Stormwater Management System Master Plan.
- f. The submission of an approved updated Solid Waste and Recycling Master Plan.
- g. The submission of a Transportation Master Plan and Transportation Impact Assessment (TIA).
- h. The submission of an updated Parks Phasing Plan.
- i. The submission of a Site Disclosure Statement and resolution of any arising requirements.
- j. The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 3.8 of this report.

THAT the following be established as prerequisites to the completion of the rezoning for the Site Specific Rezoning (REZ #22-31B):

- a. The submission of a suitable plan of development.

- b. The deposit of sufficient monies including a 4% Engineering Administration 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 undergrounding of overhead wiring abutting the site.
- e. The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 3.16 of this report.
- f. The submission of an undertaking to remove all existing improvements from the subject Site Specific rezoning site and within 12 months of the rezoning being effected.
- g. The completion of subdivision.
- h. The dedication of any rights-of-way deemed requisite.
- i. The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 3.23 of this report.
- j. The registration of a Housing Covenant and Housing Agreement.
- k. The submission of a suitable on-site Stormwater Management System, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- l. Compliance with the City's Groundwater Management for Multi-Family Development guidelines.
- m. The submission of a geotechnical and groundwater study.
- n. The execution of an indemnity agreement by the developer saving the City harmless from all liability associated with this development in relation to its geotechnical and hydrological (including any potential contaminated groundwater) impacts to surrounding infrastructure and other nearby development.
- o. The submission of a suitable Solid Waste and Recycling Plan.

- p. The review of on-site loading facilities.
- q. The provision of enhanced car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
- r. The provision of facilities for cyclists in accordance with this report.
- s. The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale or lease of the unit to a disabled person.
- t. Compliance with Council-adopted sound criteria.
- u. Compliance with the guidelines for underground parking for visitors.
- v. The submission of a detailed Site Specific Rezoning Public Art Plan.
- w. The submission of a Site Specific Green Building Plan and Energy Benchmarking.
- x. The submission of a detailed Site Specific Comprehensive Sign Plan.
- y. The submission of a Site Specific Site Disclosure Statement and resolution of any resultant conditions.
- z. The deposit of the applicable Parkland Acquisition Charge.
- aa. The deposit of the applicable School Site Acquisition Charge.
- bb. The deposit of the applicable GVS & DD Sewerage Charge.
- cc. The deposit of the applicable Regional Water Cost Charge.
- dd. The deposit of the applicable Regional Transportation Development Cost Charge.
- ee. 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.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS

I concur with the recommendation of the General Manager Planning and Development.

EXECUTIVE SUMMARY

A rezoning application has been received in order to advance a Master Plan amendment and Site Specific rezoning application for the Southgate Neighbourhood.

The purpose of the proposed Master Plan amendment rezoning application (REZ #22-31A) is to amend the Southgate Master Plan to facilitate future land uses and development in accordance with the City's Rental Use Zoning Policy.

The purpose of the Site Specific rezoning application (REZ #22-31B) is to permit the construction of a mixed use development above underground parking within the Courtyard Neighbourhood (Buildings C1 – C4) of the Southgate Master Plan area. The development is comprised of a six storey market strata building, a six storey non-market rental building with a child care facility, and two market strata high-rise buildings with podiums and a small-scale commercial opportunity.

The purpose of this report is to provide Council with information on the proposals and to recommend that the Rezoning Bylaws be brought forward for First Reading and the rezoning application be forwarded to future Public Hearings.

1.0 POLICY SECTION

The proposed rezoning application is consistent with the following policies and plans adopted by Council:

- Regional Context Statement (2013);
- Corporate Strategic Plan (2022);
- Official Community Plan (1998);
- Edmonds Town Centre Plan (1994),
- Economic Development Strategy (2007);
- Social Sustainability Strategy (2011);
- Environmental Sustainability Strategy (2016);
- Climate Action Framework (2020);
- Transportation Plan (2021);
- Home Strategy (2021); and,
- Rental Use Zoning Policy (2020).

2.0 BACKGROUND

- 2.1 On July 20, 2015, Council granted Final Adoption to REZ #14-25, which established a Conceptual Master Plan framework, companion Design Guidelines and a density allocation covenant for Southgate. The intent of the Master Plan Rezoning was to guide site-specific rezoning applications for the development of a multi-phased, mixed-use, multi-family residential neighbourhood.
- 2.2 The approved Southgate Master Plan permits a maximum residential density of 2.86 FAR, inclusive of an available 0.4 FAR bonus, and 0.26 FAR alternative

density available for housing options other than strata condos (i.e. co-op, non-market housing, purpose built rental). The Master Plan notes that some parcels may have higher Floor Area Ratios based on site specific areas, but the cumulative densities of each individual parcel must not exceed 2.86 FAR. The maximum allowable market residential gross floor area for the Southgate community, under the adopted master plan, is 546,611.6 m² (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 Following the adoption of the Southgate Master Plan, Council adopted the Rental Use Zoning Policy (RUZP) on February 19, 2020, to support the development of rental units in the City. In accordance with the RUZP, a Master Plan rezoning amendment to implement the RUZP for the remaining Southgate Master Plan lands is being pursued in connection with this Site Specific Rezoning (SSR) rezoning application. To assist with the provision of non-market housing in future phases, RM5r rental density up to 2.20 and RM5 density offset up to 1.10 FAR are proposed as additional density to meet the requirements of the RUZP.
- 2.4 It is noted that as part of the Master Plan amendment, the site area has been reduced from the original application (see Figures 1 and 2 below and **Attachment 1** – REZ #22-31A: Sketch #1 and Sketch #2). Specifically, a portion of Ernie Winch has been redeveloped under REZ #14-27, the Island neighbourhood is under construction (REZ #14-28, REZ #16-08 and REZ #16-10) and the City owned portions of the Gateway neighbourhood have been removed. Therefore, it is proposed that the RM5r and density offset only be applied to the remaining phases which are referred to from this point forward as the “Amendment Site Area”.

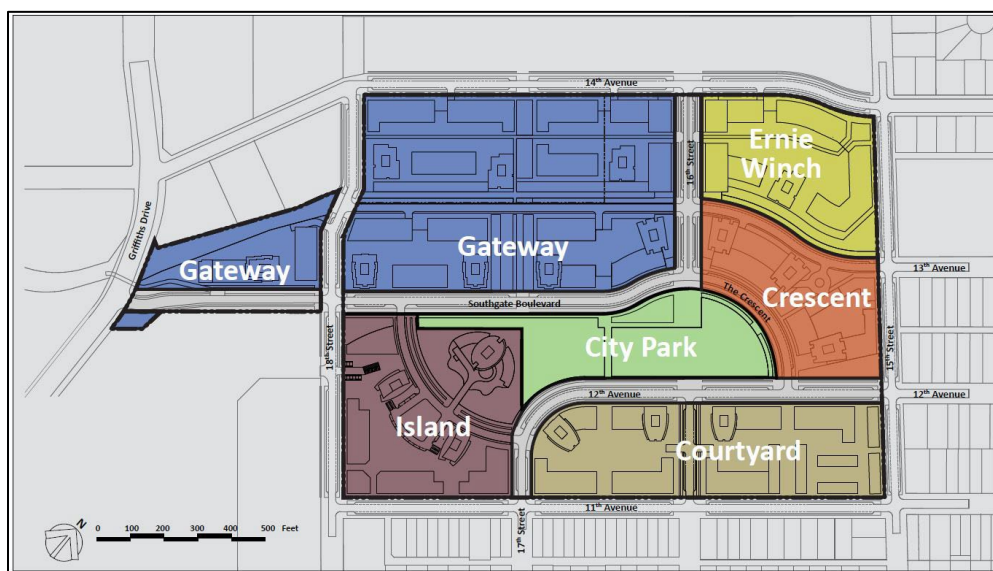


Figure 1 - Map showing Southgate's neighbourhood areas and original site area



Figure 2 – Map showing areas removed from Master Plan Amendment Site Area

- 2.5 As shown in Table 1, the permitted residential density includes the remaining available RM5 and RM1 GFA from the entire Master Plan Site, excluding the City Site which will be developed independently. The remaining maximum GFA noted in the upper portion of Table 1 accounts for the RM5 and RM1 Density that was already approved as part of earlier phases of the Master Plan. The RM5r and RM5 Offset densities are only being applied to future development phases within the Amendment Site Area in order to meet the Rental Use Zoning Policy.

Master Plan Site (excluding City Site)				
Zoning District	Max FAR	Proposed FAR	Remaining Max GFA (sq.ft.)	Remaining Proposed GFA (sq.ft.)
RM5 Multi-family	2.60	2.60	4,559,963	4,559,963
RM1 Alternative	0.26	0.26	446,623	446,623
Amendment Site Area: 163,505.36 m ² (1,759,957 sq.ft.)				
Zoning District	Max FAR	Proposed FAR	Max GFA (sq.ft.)	Proposed GFA (sq.ft.)
New RM5r Rental	2.20	0.39	3,871,905	686,077
New RM5 Offset	1.10	1.10	1,935,953	1,929,215
Total Residential	6.16	4.35	10,814,444	7,621,878

Table 1: Revised breakdown of permitted and proposed density for the amended Southgate Master Plan, inclusive of new RM5r and RM5 Offset Density

- 2.6 In the Master Plan Amendment, the applicant has provided an alternative development scenario whereby later phases may include additional RM5r density. Inclusion of this added density would be market dependent and still within the permitted RM5r FAR of 2.20. If future Site Specific rezoning applications utilize additional rental density in accordance with the RUZP

applicable at such time, instead of the Amendment Site Area achieving a total of 4.35 FAR as noted above, it could achieve up to 4.86 FAR. The RM5r could include up to an additional 0.51 FAR and up to an additional 72,035.81 m² (775,387 sq.ft.). As per the RUZP, beyond the 20% inclusionary requirement, voluntary RM5r density is required to be provided at a 1:1 ratio (1 market rental unit to 1 CMHC median market rental unit).

- 2.7 The proposed density of REZ #22-31A is consistent with the intent of the adopted Master Plan and Design Guidelines and the City's RUZP. The Master Density Allocation Covenant will be amended through the subject rezoning in order to capture the additional RM5r and RM5 Density Offset gross floor area. The density will be limited to the maximum allowable FAR of 4.86 for the overall Amendment Site Area and guidelines must be met as related to massing, height and other design considerations. As future Site Specific rezoning applications advance, the Density Allocation Covenant will be updated accordingly to reflect remaining density available for the remainder of the Southgate Amendment Site Area.
- 2.8 Each development parcel will be required to meet the RUZP 20% inclusionary non-market rental requirement unless this provision was met through an earlier adopted rezoning application.
- 2.9 In addition to providing rental density, the Master Plan amendment is improving the Southgate area by including childcare, public art and expanded commercial uses in line with Edmonds Town Centre plan updates that are currently under review. Beyond these proposed changes, the intent of the original Master Plan remains intact but will be updated to accommodate the additional proposed densities. Section 3.0 further describes the proposed changes and associated Master Plan amendment requirements.
- 2.10 The subject Site Specific rezoning (REZ #22-31B), referred to as Phase 1 of the Courtyard neighbourhood within this report, is located within Sub-Area 2 of the Edmonds Town Centre Plan area, and within the Courtyard neighbourhood of the Southgate Master Plan community. The site is comprised of a portion of 7201 11th Avenue (see **Attachment 2** – REZ #22-31B: Sketch #3 and Sketch #4), which is zoned CD Comprehensive Development District (based on RM5, RM1 Multiple Family Residential Districts and C2 Community Commercial District) in accordance with the Southgate Master Plan. Phase 1 will include the subdivision of the subject site into two development parcels (Phase 1A and Phase 1B). Phase 1A comprises a child care facility, a market strata tower and a low-rise building that provides the non-market inclusionary rental units for the entire Phase 1 development. Phase 1B comprises an optional commercial retail unit, a market strata tower and a low-rise market strata building (see Figure 6).
- 2.11 The subject site (Phase 1) is currently occupied by an industrial warehouse building and related surface parking and loading facilities. Immediately to the north of the site will be the future city-owned park, to the east will be future

Southgate towers in the final development phase, to the south are single and two family homes and to the west is the Island Neighbourhood (REZ #14-28, REZ #16-08, and REZ #16-10), which is currently under construction.

- 2.12 On December 05, 2022, Council received an initial rezoning report which proposed to rezone the Site Specific rezoning to the Amended CD Comprehensive Development District, utilizing the RM5 and RM5r Multiple Family Residential Districts, and C2 Community Commercial District as guidelines. The applicant has now submitted a master plan amendment and plan of development suitable for presentation at a Public Hearing.

3.0 GENERAL INFORMATION – MASTER PLAN (REZ #22-31A)

3.1 Form, Massing and Heights

The proposed massing, heights, tower siting and forms have changed for the Amendment Site Area in order to accommodate the required additional non-market inclusionary rental density and associated offset density (see Figures 3 and 4 below).



Figure 3: Tower envelopes and maximum heights in number of floors.



Figure 4: Massing and uses view from the east

The additional density proposed follows standard urban design planning principles whereby the towers step up towards the park, to frame the central feature of Southgate. At the edges of the community, in order to best transition with surrounding neighbourhoods, are lower buildings generally up to six storeys.

3.2 **Commercial, Child Care and Public Art**

In order to better serve the additional overall RUZP density, an increase in commercial density was included. Commercial uses are proposed to be located at street level and permitted at the second and third levels, totaling up to approximately 37,161.22 m² (400,000 sq.ft.) (see Figure 5) up to a maximum of 1.30 FAR or 212,556.95 m² (2,287,944 sq.ft.) of commercial GFA. The commercial uses will include a full service grocery store, coffee shops, bank, medical/dental offices and restaurants. Commercial uses will be primarily concentrated in the Crescent neighbourhood (see Table 2). The creation of these commercial uses will contribute to the long term employment supporting the local community as well as supporting sustainability goals by reducing the need for vehicle use. Additional commercial or institutional density may be considered in commercial zones on a contextual, site-by-site basis, if the proposed uses facilitate the delivery of a beneficial service to the neighbourhood and are able to positively coexist with surrounding uses.

Neighbourhood	Commercial Proposed (sq.ft.)
Crescent	198,000
Gateway	153,000
Ernie Winch	40,000
Courtyard	4,000
Milk Plant	5,000
Island	-
Total	400,000

Table 2: Proposed Commercial

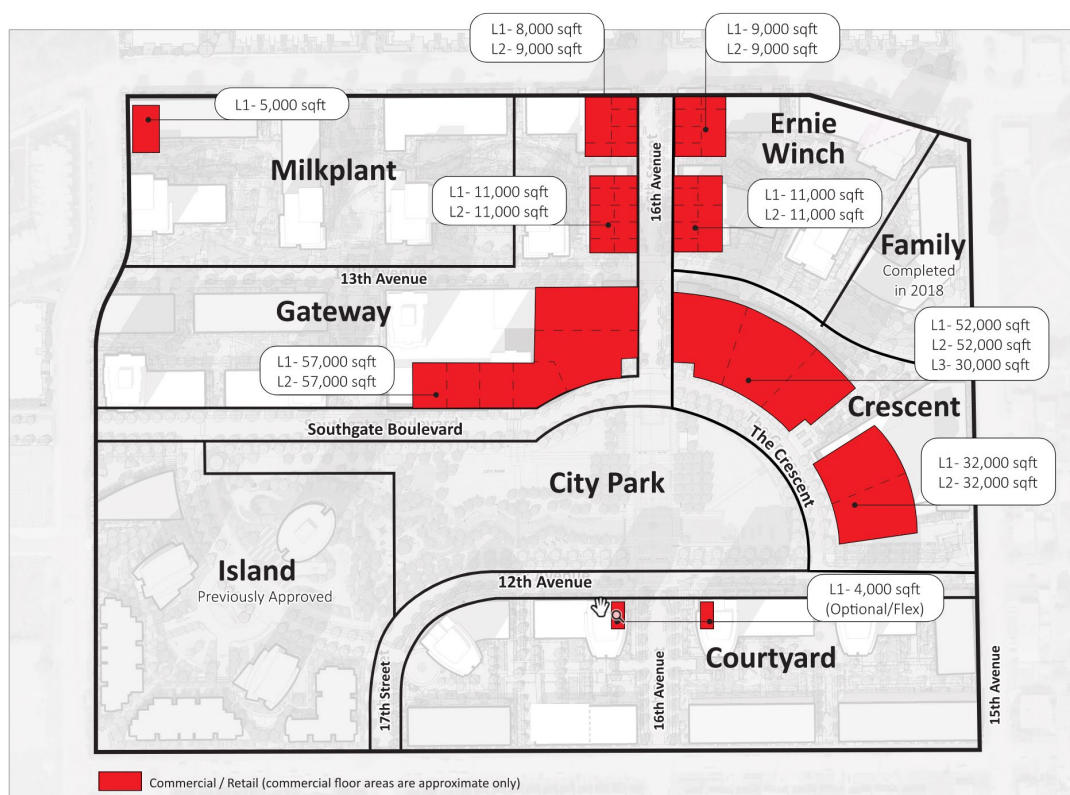


Figure 5: Commercial locations and approximate sizes

In addition to enhanced commercial opportunities, the Master Plan amendment outlines potential locations for child care siting in line with the Burnaby Child Care Policy (2000) and the Burnaby Child Care Action Plan (2021). Size and locations will be established through Site Specific rezoning applications, in accordance with applicable policies at the time.

With respect to public art, Site Specific rezoning applications are expected to align with public art requirements or policy at the time of advancement. As such, the Master Plan amendment requires a comprehensive public art master plan to guide art siting through future phasing.

3.3 Phasing and Units

The Island Neighbourhood was the first phase of the Southgate Master Plan to be advanced for rezoning. As it is currently under construction, it is excluded from the Master Plan Amendment Site Area.

The development of the Master Plan Amendment Site Area is anticipated to have four main development phases, each with multiple sub-phases that will be completed through the Site Specific rezoning process. The next phase envisioned after Courtyard C1-C4 (REZ #22-31B) is the majority of the Gateway Neighbourhood between 13th Avenue and Southgate Boulevard. The last phases of development are envisioned to be the east portion of Courtyard and the Milk Plant Site, which is currently under a long term lease. Within the Amendment Site Area, approximately 8,454 units are proposed, including an estimated 617 alternative density units and 970 inclusionary non-market rental units (20% below CMHC median). As noted earlier, in the event that the applicant decides to pursue additional rental units, it is estimated that up to an additional 1,066 rental units may be provided at a 1:1 ratio of market rental to CMHC Median market rental.

Unit counts and phasing plans may change as Site Specific rezoning applications are submitted. However, the RUZP inclusionary requirement must be fulfilled at the onset of each project. The public park and roads will also be turned over to the City in a phased manner that aligns with construction and maintenance schedules associated with Site Specific rezoning applications.

3.4 Community Building Site

The original Master Plan envisions the site at the southwest corner of 18th Street and Southgate Boulevard as the location of a future 20,000 sq.ft. Sales Centre Building that over the long term would be transferred to the City and used for civic purposes (to be defined at a later time). This proposed building would replace the current Sales Centre site at the northwest corner of 18th Street and Southgate Boulevard, which will be redeveloped as part of a future residential phase of development.

There is currently a Section 219 Covenant registered on title for the “Azure I and II” buildings currently under construction (REZ #16-10 – Island Neighbourhood), which restricts building occupancy of these residential buildings until a full agreement is reached for the timing and use of the Community Building Site. As further review is warranted to determine the best use of this Community Building Site, a replacement Section 219 No Occupancy Covenant will defer the requirement for an agreement to the “Icon” building currently under construction (REZ #16-08 – Island Neighbourhood). Further details on the plans and timing for the Community Building Site will be the subject of a future Council report.

3.5 Enhanced Connectivity, Open Space and Parks

Pedestrian experiences throughout Southgate will be further enhanced along the north side of 13th Avenue which will include a robust blue/green corridor that will create a symbolic connection to Byrne Creek. Also, an expansive landscaped greenway north-south from Southgate Boulevard to 14th Avenue will be established to connect Southgate with the Cedar Creek development across 14th Avenue.

A key component of the Master Plan is the City Park north of Park Avenue, which will be constructed by the applicant and dedicated to the City of Burnaby in a phased approach. As there is now a better understanding of project phasing, there is an opportunity to finalize the Park Phasing Strategy. Given the increased density within the Southgate Master Plan Amendment Area, minor park design refinements may also be considered at this time, but it is anticipated that the original design intent and key elements of the park will remain. Prior to Final Reading of the REZ #22-31A, a replacement Section 219 Covenant is required to be registered on title to detail the phasing, timelines and requirements for the City Park.

3.6 Public Consultation

A public consultation to gain community perspectives, values, goals, and ideas for the proposed Southgate Master Plan amendment was held on September 7, 2023 from 5:30 – 8:30pm. At the event, 28 individuals attended and nine comment forms were received.

In advance of the event, the applicant delivered 4,699 invitations via mail drop to residents located within the surrounding area of Southgate. These mail outs also included a link to the project web page which included project information and a public survey. Between August 25 to September 10, 2023, the website received 346 unique visitors and an additional seven comment forms were received through the website.

The following themes emerged from the sixteen surveys that were received:

- Support for the diversity of amenities proposed;
- Some concern over transportation options, including an increase in traffic;
- Requests for multi-use paths for cycling and walking to nearby transit; and
- Support for green and open space.

Consultation Summary

The feedback from the public consultation and completed surveys indicates general support for the concepts and visions for the proposed amendments to the Southgate Master Plan area. Consistent with the City's Public Hearing process, the Master Plan amendment will also be made available for viewing at the Planning and Development Department.

3.7 Site Servicing

Original Engineering Master Plan servicing requirements still apply however, an updated Engineering Master Plan is required to be submitted as part of the Master Plan amendment process, which will outline future steps to address required services, including municipal and third party utilities, water supply, and electrical supply.

3.8 Easements, Covenants, and Statutory Rights-of-Way

Necessary easements, covenants and statutory rights-of-way to be provided as part of the Master Plan amendment include, but are not limited to:

- Updated Covenants for Green Building requirements, Master Servicing Plan, Master Transportation Plan, Master Stormwater Management Plan and Master Park Plan;
- Section 219 Covenant for the Master Public Art Plan;
- Section 219 Covenant for the Master Comprehensive Signage Plan;
- Section 219 Covenant to establish timing and requirements for a Parks Phasing Strategy;
- A Density Allocation Covenant to permit the proposed density, as outlined in Section 2.7; and
- Any Easements or Statutory Rights of Way over the subject site that are deemed necessary to protect for infrastructure, access, public passage, or road rights-of-way.

There will be additional easements, covenants and statutory rights-of-way required to be provided with each phase of development through the Site Specific rezoning process.

Although, an acoustical covenant is not required at this time for the Master Plan Amendment area, it should be noted that each subsequent Site Specific rezoning application will require an Acoustical Covenant that speaks to compliance with the acoustical study and how the proposed development would meet the Council-adopted noise criteria. The acoustical study may require additional measures, such as including signage at sales centres that acknowledge noise may emanate as a result from industrial uses nearby.

3.9 Road Dedication

Necessary road dedications have already been determined through the original Master Plan application process. However, any additional road dedication as needed, may be secured at the subsequent site-specific rezoning stage. At the time of each Site Specific rezoning, the General Manager Engineering will assess the need for any required services to the site.

3.10 Traffic and Transportation Study

An updated Southgate Master Transportation plan and Transportation Impact Assessment (TIA) for the Southgate Amendment Site Area are required to be submitted and approved by the General Manager Engineering prior to Final

Adoption of the subject rezoning application. At the time of each Site Specific rezoning, the General Manager Engineering will assess the need for any transportation requirements for the site.

3.11 Parking, Loading and Active Transportation

Additional transportation analysis will be prepared as part of each phase of development to further refine the required improvements to surrounding transportation infrastructure, and to determine the optimal level of parking and loading for each development. This will be supported by a package of transportation demand management measures (TDM). Parking, loading, TDM and Electric Vehicle (EV) requirements will be required to align with applicable policy at the time of Site Specific rezoning applications. Additionally, public on-street EV charging strategies for Southgate Master Plan Amendment Site Area are to be developed.

3.12 Site Disclosure Statement

Given the site's current industrial use, a Site Disclosure Statement and resolution of any resultant conditions is required.

3.13 Master Signage Plan and Comprehensive Sign Plan

A Master Signage Plan is required identifying maximum sign numbers, locations, and sizes per frontage. The Master Sign Plan will allow for variances to the Burnaby Sign Bylaw regarding the permitted size, number and types of signage on any given frontage. Comprehensive Sign Plans further detailing sign numbers, locations, sizes and attachment details of proposed signage will be required as part of each Site Specific rezoning application.

3.14 Sustainability

The Amendment Site Area will be required to comply with City of Burnaby Step Code requirements that are applicable at the time of Site Specific rezoning applications. Specific green building initiatives on the near horizon that could apply to future applications will include a requirement to connect to the District Energy Utility.

3.15 GENERAL INFORMATION – SITE SPECIFIC REZONING (REZ #22-31B)

The purpose of this Site Specific rezoning (REZ #22-31B) is to facilitate the first phase of development within Southgate's Courtyard neighbourhood. This project, referred to as Phase 1 (Courtyard), includes the subdivision of site specific subject area into two development parcels. Phase 1A includes Buildings C1 (36 storey market strata tower) and C2 (six-storey non-market rental building that provides the required inclusionary units for the entire Phase 1 development). Phase 1B includes Buildings C3 (44 storey market strata tower) and C4 (six-storey strata building) (see Figure 6). The subject rezoning complies with Stream 2 – Inclusionary Rental and as such the C2 building will be required to be constructed first. Access to C1 and C2 is from 17th Street (public road) and access to C3 and C4 is from 16th Street (private road with public access via a Statutory Right-of-Way).

A total of 934 residential dwelling units are proposed, comprised of 819 market strata units (576 units utilizing RM5 Base and Bonus Density + 243 units utilizing Density Offset) and 115 non-market rental units (20% below CMHC median). Further, the non-market rental building includes a 199.37 m² (2,146 sq.ft.) childcare facility and the C3 Tower includes an optional 137.87 m² (1,484 sq.ft.) commercial retail unit (CRU) at the northeast corner. In the event that the CRU is not pursued, the area would be residential amenity space.



Figure 6: Phase 1A (C1 and C2) and Phase 1B (C3 and C4)

- 3.16 Residential density is determined based on gross site area and inclusive of roads and dedicated parks. The proposed density for the Southgate Master Plan Amendment Site Area is 4.35 FAR, comprised of 2.2 FAR RM5 base, 0.4 RM5 bonus, 0.26 RM1 Alternative Density, 0.39 FAR RM5r, and 1.1 RM5 offset based on the amended Master Plan densities discussed earlier in this report. Based on the Master Plan Amendment Site Area of 163,505.36 m² (1,759,957 sq.ft.), the proposed allocated density for REZ #22-31B (Jade) is 0.44 FAR, as outlined in Table 3 below.

REZ #22-31A (Master Plan Amendment) Site Area: 1,759,957 sq. ft.		
Zoning District	Permitted Master Plan Density (FAR) and GFA (sq.ft.)	Proposed REZ #22-31B (Phase 1) Density (FAR) and GFA (sq.ft.)
RM5 Multi-family Base	3,858,430	485,413 (Base + Bonus)* 0.276
FAR	2.2	
RM5 Multi-family Bonus	701,533	
FAR	0.4	
RM1 Alternative	446,623	0
FAR	0.26	0
RM5r Rental	686,077	79,159
FAR	0.39	0.045
RM5 Offset	1,929,215	205,367
FAR	1.1	0.117
Total Residential	7,621,878	769,939
FAR	4.35	0.44

Table 3: Proposed FAR and GFA based on the Amendment Site Area (subject to survey)

*The amount of bonus density included in Phase 1 will be in line with adopted Density Allocation Covenant and outlined in a future report to Council prior to Final Reading of REZ #22-31B.

Applied to the Site Specific REZ #22-31B (Phase 1) site area of 17,081 m² (183,858 sq. ft.), the proposed allocated density for Phase 1 is 4.19 FAR as outlined in Table 4.

REZ #22-31B (Phase 1) Subject Site Area (sq.ft.): 183,858 sq.ft.		
Zoning District	Proposed REZ #22-31B (Phase 1) Density (FAR) and GFA (sq.ft.)	Proposed Units
RM5 Multi-family Base + Bonus	485,413	576
FAR	2.64	
RM1 Alternative	0	0
FAR	0	
RM5r Rental	79,159	115
FAR	0.43	
RM5 Offset	205,367	243
FAR	1.12	
Total Residential	769,939	934
FAR	4.19	

Table 4: Proposed residential density based on the Phase 1 REZ #22-31B subject site area

As noted in Table 4, the applicant is proposing to use the amenity density provisions as supported by the adopted Master Plan and the Density Allocation Covenant. The calculation of bonus density floor area for the Southgate neighbourhood is outlined the Density Allocation Covenant on title of the subject site. For the subject rezoning, the Density Allocation Covenant outlines different ratios of RM5 Base Density to RM5 Bonus Density. The density for the portion of REZ #22-31B Base and Bonus RM5 units that total up 1,500 approved units across the Master Plan site is allocated based on a percentage of 88.5% Base Density and 11.50% Bonus Density. The density for the portion of Base and Bonus RM5 units that exceed 1,500 units across the Master Plan site is allocated based on a percentage of 84.62% Base Density and 15.38% Bonus Density. Noting that approximately 955 units have already been approved as part of the Island Neighbourhood, a small portion of the 576 Base and Bonus RM5 market strata units proposed as part of the subject rezoning will exceed will 1,500 total units for the Master Plan site. It is further noted that future site specific rezoning phases will be allocated a higher percentage of bonus density to ensure that overall the Master Plan is built out to meet the standard percentage of RM5 Base Density (2.2 FAR / 84.62%) and RM5 Bonus Density (0.4 FAR / 15.38%).

The Realty and Lands Division of the Department of Lands and Facilities will initiate discussion with the applicant on the amount of bonus density floor area and the amenity bonus value. Based on the allocation of density outlined above, the approximate residential RM5 Density derived from the allocation of Bonus Density will be 5,280.2 m² (56,836 sq.ft.) for REZ #22-31B. A separate report detailing the amount and value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

As a master planned site the applicant has two alternative options to the standard amenity bonus negotiation and payment procedure. In Option 1, the applicant may negotiate the density bonus value prior to Final Adoption and defer payment to issuance of Preliminary Plan Approval, with an annual interest of 2% over the posted RBC Prime rate to be remitted quarterly to the City on the unpaid balance of the density bonus amount beginning at Final Adoption. In Option 2, the applicant may defer negotiation and payment post Final Adoption to Preliminary Plan Approval, whereby a no-build, no marketing covenant is applied to the site.

A Master Density Allocation Covenant will be executed as part of the subject application in order to record the density utilized in Phase 1. It is noted that the potential density is subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council. The Master Plan Amendment Site area and all site areas are subject to legal survey.

- 3.17 With respect to the rental component of the project, this application meets the requirements of the City's current Rental Use Zoning Policy, utilizing Stream 2 – Inclusionary Rental. The applicant is proposing to utilize 7,354.11 m² (79,159 sq.ft.) of the available RM5r rental density to provide 115 inclusionary non-market rental dwelling units in the subject rezoning application. All required inclusionary units are to be provided at 20% below CMHC median market rates.
- 3.18 The development is providing a minimum of 20% of all single-level residential units as adaptable, in line with the Adaptable Housing policy. Based on a total proposed unit count of 934 units, a minimum of 187 adaptable units are required. Required accessible parking stalls will be protected by a Section 219 Covenant as common property.
- 3.19 A parking ratio of 1.0 resident spaces per market strata unit and up to 0.1 visitor stalls per unit. The ratio of 0.1 may be further reduced to provide the necessary commercial parking for the optional commercial unit and child care facility proposed, without increasing the parking stalls provided in the suitable plan of development. Further alterations to the underground parking design and the number and type of proposed parking stalls provided may be explored, subject to meeting the minimums rates required in this report or in the Burnaby Zoning Bylaw, as amended from time to time, whichever is less. All residential spaces will be equipped with an individually metered energized outlet capable of providing a Level 2 or higher charging level for an electric vehicle, in accordance with the Burnaby Zoning Bylaw. To encourage sustainable forms of transportation and minimize the construction of excess carbon intensive infrastructure and excavation, the applicant is required to provide a comprehensive transportation demand management (TDM) strategy. The TDM strategy includes:
- Two free (no cost to user) secure bike parking spaces for each residential unit;
 - Bike wash and repair facilities (free to use) including a bike stand and tools; and
 - A fixed TDM contribution of \$2,200 for all residential units (rental and strata). This money will be used to create an Alternative Transportation fund which allows for the items to be used in accordance with Table 5.

TDM Measure	Money Available	Frequency Available
Car share credits	\$150 per unit. If a unit has more than one driver, the maximum remains at \$150 and is not multiplied by the number of drivers.	Every 6 months
Car share membership	Up to half the cost of a car share membership or a max of \$250 may be reimbursed, whichever is lesser. For example, if a membership is \$600 then the resident would receive \$250 back OR if a membership is \$100 then the resident would receive \$50 back.	Once per tenancy
Transit pass	A 75% reimbursement of transit pass fees per month (two zone, one month compass card) is available. A portion of the transit pass must be paid for by residents to prevent re-selling for cash. Transit pass reimbursements may only be provided after the 15 th day of that month, with a receipt and by showing the actual transit pass in hand.	Monthly
Commuter bike purchase	\$300 or 50% - whichever is lesser. For example, if a bike is \$800 then the resident would receive \$300 back OR if a bike is \$200 then the resident would receive \$100 back.	Once per tenancy

Table 5: Alternative Transportation Funds available for residents

Prior to Final Reading of this rezoning application, alterations to the above TDM strategy may be made to bring the strategy into conformance with any future policy or bylaw amendments that provide standardized TDM requirements. Any alterations to the TDM strategy would have to be equal to or better than the commitments outlined above. A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision of the TDM Strategy.

3.20 **Traffic and Transportation Study**

A Transportation Impact Assessment (TIA) for the Jade project is required to be submitted and approved by the General Manager Engineering prior to Final Adoption of the subject rezoning application.

- 3.21 To support the foregoing servicing requirements, road dedications along Park Avenue, 11th Avenue and 17th Street may be required, with exact areas subject to final civil drawings. A public statutory-right-of-way is required on 16th Street to allow for public passage.
- 3.22 The submission of road geometrics for Park Avenue, 11th Avenue, 16th Street and 17th Street are required.
- 3.23 Any necessary easements, covenants and/ or statutory rights-of-way for site are to be provided, including, but not necessarily limited to:

- Section 219 Covenant restricting enclosure of balconies;
- Section 219 Covenant ensuring removal of all existing improvements from the site prior to Building Permit issuance;
- Section 219 Covenant restricting use of guest suites;
- Section 219 Covenant and statutory right-of-way guaranteeing the provision and maintenance of, and public access to the on-site public art;
- Section 219 Covenant ensuring compliance with the approved acoustical study;
- Section 219 Covenant to ensure alternative transportation provisions for the development;
- Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
- Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical study;
- The execution of an indemnity agreement by the developer saving the City harmless from all liability associated with this development in relation to its geotechnical and hydrological (including any potential contaminated groundwater) impacts to surrounding infrastructure and other nearby development;
- Section 219 Covenant ensuring that the water table will not be drawn down during and after development;
- Section 219 Covenant to ensure a Housing Agreement is completed prior to occupancy and that the non-market rental units meet and maintain the affordability criteria;
- Section 219 Covenant requiring buildings on the Phase 1A parcel obtain an occupancy permit prior to or concurrent with the buildings on the Phase 1B parcel;
- Section 219 Covenant amending the current density allocation provisions to reflect density transfer and overall Amendment Site Area reductions resulting from this rezoning;
- Section 219 Covenant preventing stratification of rental units;
- Section 219 Covenant ensuring that accessible parking stalls are held in common property to be administered by the Strata Corporation and rental housing operator;
- Section 219 Covenant ensuring compliance with the Green Building Plan for the site (minimum of Step 3 of Step Code, Energy System, and Energy/GHG Model) as well as a commitment for the property owner/representative to submit the necessary information to NRCAN's energy benchmarking program;
- Section 219 Covenant ensuring that any building lighting features can be turned on and off by the strata and/or rental management company, and that architectural lighting will be turned off by the strata and/or rental management company at the City's request in the event that the lighting results in any adverse neighbourhood and/or environmental impacts;
- Statutory right-of-way guaranteeing public access for pedestrian, cycling, and vehicular uses along a portion of 16th Street; and

- Statutory right-of-way guaranteeing public access for pedestrian and cycling, and uses along the north/south private path in between the two projects.
- 3.24 The registration of a Housing Covenant and a Housing Agreement will be required to protect and regulate affordability measures and tenure of the non-market rental units. Terms of the Housing Agreement and Council approval of a Housing Agreement Bylaw are required prior to occupancy of the proposed development.
- 3.25 Due to the proximity of the subject site to 10th Avenue and nearby industrial uses (the milk plant at the corner of 18th Street and 14th Avenue), the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.26 An environmental assessment is required to confirm no invasive plant species are present.
- 3.27 Given the site's current and past uses, a Site Disclosure Statement and resolution of any resultant conditions is required.
- 3.28 In line with the Master Comprehensive Sign Plan, a Comprehensive Sign Plan for the commercial component of the development, detailing sign numbers, locations, sizes and attachment details is required.
- 3.29 The developer is required to provide a geotechnical and groundwater study to ensure that the site can be used safely in line with its intended uses, and that the site's excavation will not draw down the water table or cause impact to adjacent properties and road rights-of-way. If groundwater is determined, a mitigation plan to prohibit any groundwater discharge into the City's storm sewer system will be required.
- 3.30 As the Phase 1 site will be fully excavated for development, a 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.
- 3.31 The provision of 9 enhanced car wash stalls are required, complete with warm and cold water supply, car vacuums, bike wash stands, hose and spray nozzle, and splash proof partitions.
- 3.32 The submission of a Groundwater and Stormwater Management Plan is required, as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 3.33 The submission of a suitable Solid Waste and Recycling Plan is required.

- 3.34 The submission of a detailed Loading Management Plan is required.
- 3.35 The submission of a Green Building Plan and energy benchmarking is required. The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives. The applicant has indicated that the development will meet a minimum of Step 3 of the BC Energy Step Code.
- 3.36 The submission of a Communication Strategy Plan that provides the owners, tenants and employees with an understanding of how best to utilize the on-site amenities and alternative transportation provisions proposed for the development site is required.
- 3.37 Development Cost Charges applicable to this rezoning include:
- Parkland Acquisition Charge;
 - GVS&DD Sewerage Charge;
 - School Site Acquisition Charge;
 - Regional Water Cost Charge; and,
 - Regional Transportation Development Cost Charge.
- 3.38 **Development Statistics for C1, C2, C3 and C4:**

Site Area (subject to detailed survey)

C1-C4 Gross Site Area	17,081 m ² (183,858 sq.ft.)
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C1, C2

Gross Site Area	7,601 m ² (81,816 sq.ft.)
Road Dedication	1,992 m ² (21,442 sq.ft.)
Net Site Area	5,609 m ² (60,375 sq.ft.)

C3, C4

Gross Site Area	9,480 m ² (102,042 sq.ft.)
Road Dedication	1,741 m ² (18,740 sq.ft.)
Net Site Area	7,739 m ² (83,302 sq.ft.)

Site Coverage

C1, C2	39.5%
C3, C4	32.27%

Building Heights

C1	36 storeys
C2	6 storeys
C3	44 storeys
C4	6 storeys

<u>Density (FAR) – C1-C4 Gross Site*</u>	4.19 FAR (excluding Commercial)
RM5 Base and Bonus	2.64 FAR
RM5r Rental	0.43 FAR
Density Offset	1.12 FAR
Total	4.19 FAR
C2 Commercial (Childcare and CRU)	0.02 FAR

*FAR is calculated based on the gross site area for REZ22-31B [(17,081 m² (183,858 sq.ft.)), which includes both development phases.

Gross Floor Area* (GFA) – C1-C4

RM5 Base and Bonus	45,096 m ² (485,413 sq.ft.)
RM5r Rental	7,354 m ² (79,159 sq.ft.)
Density Offset	19,079 m ² (205,367 sq.ft.)
Total	71,530 m ² (769,939 sq.ft.)
C2 Commercial (Child care)	199 m ² (2,147 sq.ft.)
C2 Optional Commercial (CRU)**	138 m ² (1,484 sq.ft.)

* Gross Floor Area to minor changes to the resulting Gross Floor Area (GFA) as result of design refinements or detailed surveys, provided the proposed Density (FAR) for the entire Phase 1 site is not exceeded.

**If the Optional Commercial CRU is not utilized as commercial floor area, the space may be redesigned as residential amenity space.

Residential Unit Mix* 934 total

Unit Mix - Bedrooms	Market Strata	Non-Market Rental (20% Below CMHC Median)
Studio	81	17
Studio (adapt.)		1
One Bedroom	1	35
One Bedroom (adapt.)	101	11
One Bedroom + Den	172	-
One Bedroom + Den (adapt.)	11	-
Two Bedroom	334	34
Two Bedroom (adapt.)	66	12
Three Bedroom	53	5
Total Units	819	115

* Unit sizes will meet minimum areas required by the Zoning Bylaw, including any additional area required for adaptable units, or units with dens. Final unit types,

unit sizes, and floor plan designs may be further refined, subject to meeting City bylaws and provincial statutes, regulations and codes, as amended from time to time.

Parking and Loading*

Vehicle Parking C1-C2

Provided

Residential - Strata
Min. 1.0 resident stalls per unit
Up to 0.1 visitor stalls per unit**

368 spaces (including 29 visitor spaces and 40 accessible spaces)

Residential - Rental
(0.6 spaces per rental unit for residents and visitors)**

71 spaces (including 12 visitor spaces and 15 accessible spaces)

Child Care Facility

5 spaces**

Enhanced Car Wash

4 spaces

Bicycle Parking

Secured Residential
(2 spaces per unit)

882 spaces (441 double lockers)

Visitor
(0.2 spaces per unit)

88 spaces (bike racks)

Child Care Facility

2 spaces (bike racks)

Loading

Total Required and Provided

3 loading bays

Vehicle Parking C3-C4

Provided

Residential - Strata
Min. 1.0 resident stalls per unit
Up to 0.1 visitor stalls per unit**

612 spaces (including 48 visitor spaces and 60 accessible spaces)

Commercial

3 spaces**

Enhanced Car Wash

5 spaces

Bicycle Parking

Secured Residential (2 spaces per unit)	992 spaces (496 double lockers)
Visitor (0.2 spaces per unit)	99 spaces (bike racks)

Loading

3 loading bays

Total Required and Provided

*The number of vehicle parking and loading spaces set out above may be varied, provided they comply with the Burnaby Zoning Bylaw, as amended from time to time, or the above, whichever is less. All parking stalls proposed will meet the minimum required number of stalls.

**Note that required commercial stalls are permitted to be taken from assigned visitor parking stalls, which will reduce the number of visitor stalls required. In the event that these commercial uses are not delivered, then the required commercial stalls will be provided as visitor parking stalls.

Communal Facilities

There are a number of amenities are proposed for residents of the Phase 1 (Courtyard) Development.

On the ground floor, the C1 tower includes a large lobby, two study lounges, and a fitness facility and on Levels 4 and 5, there will be a guest suite (two in total). The indoor amenities total 649.88 m² (6,995 sq.ft.). There will also be an outdoor terrace accompanied with seating areas, open lawn and a children's play area for residents. The total proposed internal amenity areas of C1 are less than the permitted 5% or 1,249.75 m² (13,452 sq.ft.) to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw.

The C2 non-market rental low-rise interior building amenities include a lobby and lounge equalling 96.55 m² (1,039 sq.ft.) and an outdoor area for gathering. The total proposed internal amenity areas of C2 are less than the permitted 5% or 367.50 m² (3,956 sq.ft.) to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw.

The C3 tower and C4 strata low-rise buildings will be under the same strata management and share the amenities located in the C3 tower. The C3 tower amenities include a lobby and lounge on the main floor, a fitness facility and a study lounge on level 2 and on Levels 4 and 5 a guest suite (two in total). The indoor amenities total 680 m² (7,319 sq.ft.). The C4 low-rise includes a lobby area that is 47.17 m² (508 sq.ft.). Similar to C1, there will be a large outdoor

terrace with seating areas, open lawn and a children's play area. The total proposed internal amenity areas of C3 and C4 are less than the permitted 5% or 1,958.5 m² (21,081 sq.ft.) to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw.

The location, design and size of amenity spaces may be varied, though the amenity space will always be less than the maximum permitted to be excluded from Gross Floor Area in the Zoning Bylaw.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

A Public Hearing will be held at a future date for REZ22-31A and for REZ22-31B. In advance of that, the City will send a notice, at least 10 days before a Public Hearing, to those properties that are within a 30 m (100 ft.) radius of the subject sites. A notice will also be published on the City's website, distributed as part of the City's online newsletter, and a sign regarding the proposal will be posted on the site.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – REZ #22-31A: Sketch #1 and Sketch #2

Attachment 2 – REZ #22-31B: Sketch #3 and Sketch #4

REPORT CONTRIBUTORS

This report was prepared by Kyra Lubell, Development Planner, and reviewed by Jesse Dill, Director Development, and Lee-Ann Garnett, Deputy General Manager Planning and Development.