
PLANNING AND DEVELOPMENT COMMITTEE

TO: *MAYOR AND COUNCILLORS*

**SUBJECT: REZ #22-31A SOUTHGATE MASTER PLAN AMENDMENT FOR 7201
11TH AVENUE AND 7208 14TH AVENUE – EDMONDS TOWN CENTRE
PLAN AREA**

RECOMMENDATION:

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

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 Engineering 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 an updated Master Transportation Study 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.

REPORT

The Planning and Development Committee, at its meeting held on December 4, 2023, received and adopted the attached report seeking authorization to forward this rezoning application to a potential future Public Hearing.

On behalf of the Planning and
Development Committee,

Councillor P. Calendino
Chair

Councillor J. Keithley
Vice Chair

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: **REZ #22-31A SOUTHGATE MASTER PLAN AMENDMENT FOR 7201 11TH AVENUE AND 7208 14TH AVENUE – EDMONDS TOWN CENTRE PLAN AREA**

PURPOSE: To seek Committee and Council authorization to forward this rezoning application to a potential future Public Hearing (if necessary).

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.)

RECOMMENDATION

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

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- j. The granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 3.8 of this report.

CHIEF ADMINISTRATIVE OFFICER’S COMMENTS

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

EXECUTIVE SUMMARY

A rezoning application has been received in order to advance a Master Plan amendment for the Southgate Site. Appearing elsewhere on the same Committee agenda, in line with the proposed Master Plan amendment, is a site specific rezoning application for the Courtyard project (REZ #22-31B).

The purpose of the proposed rezoning application (REZ #21-31A) is to amend the Southgate Master Plan to incorporate the required Rental Use Zoning Policy, and other City policies that have been enacted since the Southgate Master Plan’s original adoption. No development is proposed as part of the Master Plan amendment.

The purpose of this report is to provide the Planning and Development Committee with information on the Master Plan amendment proposal and to recommend to Council that the Rezoning Bylaw be brought forward for First Reading and to a potential Public Hearing at a future date.

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 maximum allowable market residential gross floor area previously approved under the adopted Southgate 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. To assist with the provision of non-market housing in future phases, RM5r rental density up to 2.20 FAR 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 the Ernie Winch neighbourhood, referred to as the “Family Site”, 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 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 Amendment Site Area includes the available Multiple-Family (market) RM5 and Alternative density RM1 that remains after subtracting the City Site, the Family Site (from within the Ernie Winch neighbourhood) and Island neighbourhood. The remaining floor area, to a maximum of 5,006,586 sq. ft. residential gross floor area, is permitted within the Amendment Site Area, which is not inclusive of RM5r and RM5 Offset density.

	Lot Area	RM5 Market (including Bonus) 2.6 FAR	RM1 Alternative Density 0.26 FAR	Total Residential Density 2.86 FAR	Commercial Density
Original Approved Density (2015) (sq.ft.)	2,262,953	5,883,678	588,368	6,472,046	200,000
Subtract City Site (sq.ft.)	161,856	420,825	42,082	- 462,907	
Subtract Family (sq.ft.)	53,109		99,662	- 99,662	
Subtract Island (sq.ft.)	288,031	902,890		- 902,890	
Total Used Density (sq.ft.)	502,996	1,323,715	141,744	- 1,465,459	
Remaining Density from the original approved density in 2015 incorporated into Master Plan amendment 2023 (sq.ft.)	1,759,957	4,559,963	446,623	5,006,586	Increase up to 400,000

Table 1: Remaining Southgate Amendment Site Area Density. Note all figures are in square feet.

2.6 Table 2 (below), shows that in addition to the previously approved RM5 and RM1 residential density available for the Amendment Site Area (upper portion of Table 2), 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) – approved under REZ #14-28				
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 2: Revised breakdown of permitted and proposed density for the amended Southgate Master Plan, inclusive of new RM5r and RM5 Offset Density

2.7 Additional RM5r density, beyond the proposed 0.39 FAR to accommodate the 20% inclusionary non-market housing may be pursued at the site specific rezoning stage in order to provide additional market and median market rental units as per the Rental Use Zoning Policy. In the amended Master Plan, the applicant has provided an alternative development scenario indicating the potential additional voluntary RM5r density. Based on an analysis of the urban

design and tower siting for the Master Plan Amendment Site Area, the additional RM5r density could result in an increase for the Master Plan Amendment Site Area from 4.35 FAR to 4.86 FAR equating to an additional 72,035.81 m² (775,387 sq.ft.) of market and median market development in accordance with the RUZP.

- 2.8 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 residential 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.
- 2.9 Each development parcel will be required to meet the RUZP 20% inclusionary non-market rental requirement unless this provision is met through an earlier adopted rezoning application.
- 2.10 In addition to providing rental density, the Master Plan amendment is improving the Southgate area by integrating current City policy positions 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.
- 2.11 On December 05, 2022, Council received an initial rezoning report which proposed to amend the Southgate Master Plan and advance a Site Specific rezoning application. The applicant has now submitted a suitable master plan amendment.

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 and support the surrounding neighbourhoods, an increase in commercial density was included. Generally commercial uses are proposed to be located at street level and permitted at the second and third levels, totaling up to 0.23 FAR or approximately 37,161.22 m² (400,000 sq.ft.) (see Figure 5), which is less than the C2 District maximum of 1.30 FAR or 212,556.95 m² (2,287,944 sq.ft.) of commercial GFA. 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.

The commercial uses will include a full service grocery store, coffee shops, bank, professional offices, restaurants and small commercial. Commercial uses will be primarily concentrated in the Crescent neighbourhood (see Table 3). 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.

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 3: Proposed Commercial

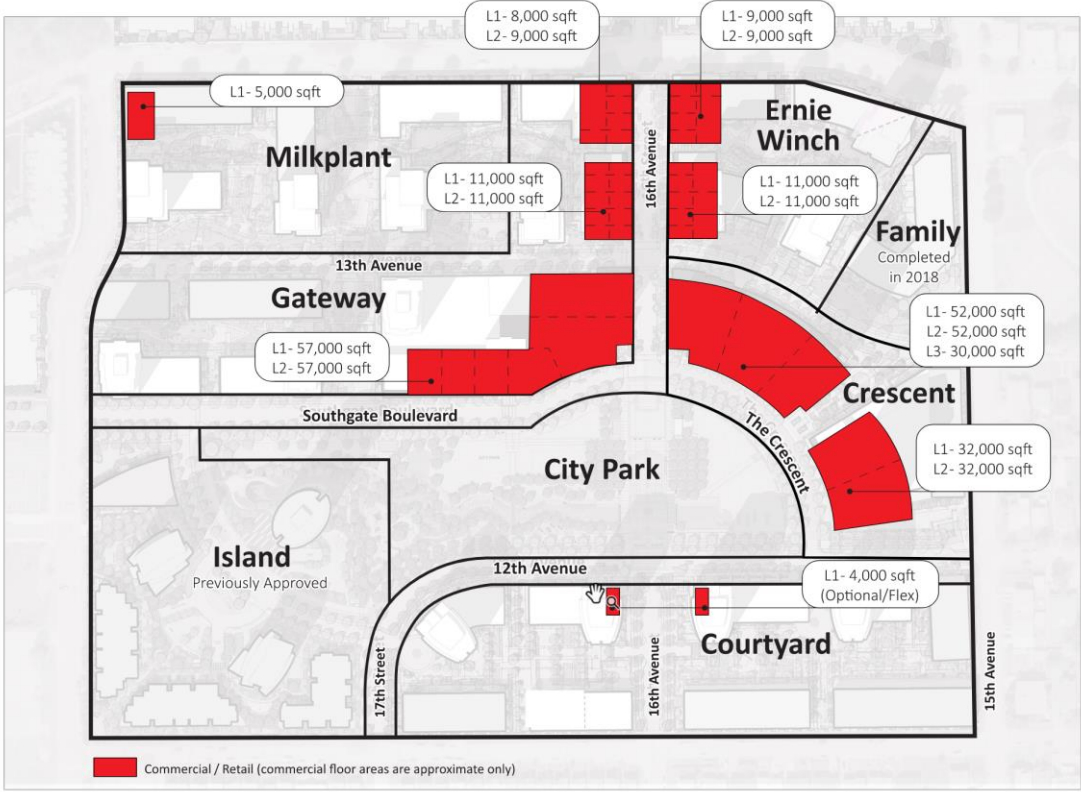


Figure 5: Commercial locations and approximate sizes

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 comply with the public art policy adopted by Council on October 16, 2023. 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 an estimated 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 phasing of public roads and parks will align with the Master Plan and the 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 as a Community Building Site (to be defined at a future date). This proposed building would replace the current sales centre building 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

A key component of the Master Plan is the central City Park north of Park Avenue, which will be constructed by the applicant and dedicated to the City. As there is now a better understanding of project phasing, there is an opportunity to finalize the process for the property transfer and park dedication. 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 as approved by Council in 2015. Prior to Final Reading of the REZ #22-31A, a replacement Section 219 Covenant is required to be registered on title to detail the timelines and requirements for the City park provision.

The pedestrian experience and public realm will be further enhanced with wide north-south greenways connecting Byrne Creek to the Southgate City Park and

will include landscaped east-west connections along 13th Avenue towards Ernie Winch Park.

3.6 Public Consultation

A public information session 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 the City park provision;

- 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 Study 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’s requirements regarding the BC Zero Carbon Step Code and Energy Step Code that are applicable at the time of site specific rezoning applications. For future site specific phases of development the ability to connect to the City’s future District Energy Utility will be required.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

A public information session was held on site on September 7, 2023, with invitations sent to approximately 4,700 residents surrounding the site. Notification of a potential future Public Hearing, or for future Bylaw readings will take place as part of the subject rezoning application (REZ #22-31A). The City will send a notice 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,

Lee-Ann Garnett, Acting General Manager Planning and Development

ATTACHMENT

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

REPORT CONTRIBUTORS

This report was prepared by Kyra Lubell, Development Planner, and reviewed by Jesse Dill, Director Development.