

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2021 May 12

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 17-10000/17-10001
Reference: Density Transfer

SUBJECT: **PROPOSED DENSITY AND RENTAL OBLIGATION TRANSFER**
5868 OLIVE AVENUE (REZONING REFERENCE #17-10000)
5900 OLIVE AVENUE (REZONING REFERENCE #17-10001)

PURPOSE: To propose a density transfer between the subject sites to accommodate rental use zoning requirements for both properties.

RECOMMENDATION:

1. **THAT** the Committee recommend Council endorse a density transfer for the subject sites as described in Section 3.0 of this report.

REPORT

1.0 INTRODUCTION

In 2018 Council authorized staff to continue working with Polygon Development Ltd., the rezoning applicant for the two subject sites on Olive Avenue (see *attached* Sketches #1 and #2) in the Metrotown Downtown Plan area, to prepare suitable plans of development for presentation at a future Public Hearing. The sites are required to be developed in line with the Rental Use Zoning Policy that was adopted by Council on 2020 March 09. To best accommodate permitted density and the required non-market rental units, the applicant is proposing a density and rental obligation transfer between the two sites. The proposed development is in alignment with the Metrotown Downtown Plan and compatible with surrounding development. The proposed development of both the subject sites will deliver a total of 603 market strata units and 118 replacement rental units.

This report describes the proposed development and the density transfer to accommodate the non-market rental obligation; as well as provide an analysis of the density transfer against Council-adopted density transfer criteria. Council endorsement of the proposed density transfer is recommended.

2.0 POLICY CONTEXT

The proposed density transfer for the subject sites align with the following policies and plans adopted by Council: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official

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Community Plan (1998), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Mayor's Task Force on Community Housing Final Report (2019); Rental Use Zoning Policy (2020); and Density Transfer Policy (2021).

3.0 BACKGROUND

3.1 Permitted Density

The subject site at 5868 Olive Avenue (Rezoning Reference #17-10000) and at 5900 Olive Avenue (Rezoning Reference #17-10001) are located in the Central Park East neighbourhood of the Metrotown Downtown Plan area. Both sites are designated RM5s and RM5r Multiple Family Residential District, which as noted in Tables #1 and #2 below permits a maximum allowable density of 8.3 FAR, comprised of 2.2 FAR base, 0.4 FAR base bonus, 1.2 FAR supplementary base, 1.2 FAR supplementary bonus, 2.2 FAR rental density, and 1.1 FAR offset density.

Furthermore, 5900 Olive Avenue is permitted an additional 2,567.8 m² (27,641 sq.ft.) of gross floor area, which was transferred as part of Rezoning Reference #18-09 at 6438 Bynepark Drive. The approved density transfer from the Bynepark site included the density offset that was generated by the provision of affordable housing, which could not be appropriately accommodated in situ. Due to the site configuration of the subject sites, the applicant has proposed that this density be utilized at 5868 Olive Avenue rather than 5900 Olive Avenue which is considered supportable.

3.2 Proposed Development, Density Transfer, and Rental Obligation Transfer

The development at 5868 Olive Avenue is proposed to be a single high-rise tower with 264 market strata units. The rental obligation (47 replacement units) is proposed to be transferred to 5900 Olive Avenue. In accordance with Table #1 below, the proposed density is 7.65 FAR, comprised of: 2.2 FAR base density; 0.4 FAR base bonus; 1.125 FAR supplementary base; 1.125 FAR supplemental bonus; 1.1 FAR offset density; the equivalent of 0.87 FAR offset density transferred from 6438 Bynepark Drive; and the equivalent of 0.825 FAR offset density transferred from 5900 Olive Avenue.

The development at 5900 Olive Avenue is proposed to consist of a 339 unit market-strata high-rise tower and a six-storey wood frame rental building with 118 replacement non-market rental units, reflecting the total rental obligation of both 5868 Olive Avenue (47 units) and 5900 Olive Avenue (71 units). In accordance with Table #2 below, the proposed development at 5900 Olive Avenue has a density of 7.00 FAR, comprised of: 2.2 FAR base density; 0.4 FAR base bonus; 1.17 FAR supplementary base; 1.17 FAR supplemental bonus; 0.64 FAR offset; and 1.41 FAR RM5r density.

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Due the close proximity of the two subject sites, the applicant has proposed that the required non-market rental units from both sites be accommodated in one rental building on the larger of the two sites at 5900 Olive Avenue. This would simplify land subdivision on both sites and reduce tenant disturbance during the construction of the new rental building as the tenants from 5868 Olive Avenue can remain in their building until the new rental building at 5900 Olive can be occupied. The non-market rental requirements from both sites would result in the use of 1.41 FAR RM5r density, lower than the maximum allowable rental density of 2.2 FAR; therefore, there is no further need to transfer RM5r density between the two subject sites.

The permitted and proposed densities of the sites are summarized in the tables below:

5868 OLIVE AVENUE

Zoning: CD (RM5s)
Site Size: 31,909 sq.ft.

	Permitted	Proposed
RM5s Base Density	2.20	2.20
GFA (sq.ft.)	70,199	70,199
RM5s Bonus Density	0.40	0.40
GFA (sq.ft.)	12,763	12,763
RM5s Suppl. Base Density	1.20	1.125
GFA (sq.ft.)	38,290	35,897
RM5s Suppl. Bonus Density	1.20	1.125
GFA (sq.ft.)	38,290	35,897
RM5r Density	2.20	-
GFA (sq.ft.)	70,199	-
RM5s Density Offset	1.10	1.10
GFA (sq.ft.)	35,099	35,099
Transferred from 5900 Olive*	-	0.825
GFA (sq.ft.)	-	26,338
Transferred from 6438 Byrnespark	0.87	0.87
GFA (sq.ft.)	27,640	27,640
TOTAL Density	9.17	7.65
TOTAL GFA	292,480	243,836

* Equivalent to 0.46 FAR Density Offset transferred from 5900 Olive Avenue

Table #1

5900 OLIVE AVENUE

Zoning: CD (RM5s)
Site Size: 56,835 sq.ft.

	Permitted	Proposed
RM5s Base Density	2.20	2.20
GFA (sq.ft.)	125,037	125,037
RM5s Bonus Density	0.40	0.40
GFA (sq.ft.)	22,734	22,734
RM5s Suppl. Base Density	1.20	1.17
GFA (sq.ft.)	68,202	66,900
RM5s Suppl. Bonus Density	1.20	1.17
GFA (sq.ft.)	68,202	66,900
RM5r Density	2.20	1.41
GFA (sq.ft.)	125,037	80,137
RM5s Density Offset*	1.10	0.64
GFA (sq.ft.)	62,518	36,374
TOTAL Density	8.30	7.00
TOTAL GFA	471,731	397,905

*0.46 FAR permitted offset transferred to 5868 Olive

Table #2

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4.0 POLICY GUIDELINES FOR ASSESSING DENSITY TRANSFER

On 2021 April 12, Council adopted a Density Transfer Policy for sites subject to the Rental Use Zoning Policy. The Policy contains five criteria for assessing density transfer proposals, these are:

1. Eligibility date
2. Ownership
3. Compatibility
4. Proximity
5. Additional Rental Units

The following sections outline how the proposed rental density transfer between the subject sites meet the five assessment criteria guidelines.

4.1 Eligibility Date

Guideline: A rezoning application proposing transfer of RMr density supporting policy-required non-market rental units to a recipient site, other than a site specific rezoning (SSR) application implementing an adopted master plan, must have a submission date of no later than 2021 March 09. Where an SSR application implementing an adopted master plan proposes transfer of RMr density supporting policy-required non-market rental units to a recipient site, the master plan must have a Council approval date of no later than 2021 March 09. There is no submission date requirement for the SSR application itself.

Assessment: The City received rezoning applications for both subject sites on 2017 September 29. This date precedes the Proposed Density Transfer Policy eligibility date of 2021 March 09.

4.2 Ownership

Guideline: The sites involved must be owned and rezoned by the same corporate entity.

Assessment: Both the subject sites are owned and rezoned by Polygon Development Ltd.

4.3 Compatibility

Guideline: The resultant buildings on the sites must be compatible with adjacent development.

Assessment: The resultant buildings of the two subject sites are consistent with the intent of the zoning designation of the Metrotown Downtown Plan and will deliver high-density development in a high-rise form. Adjacent uses surrounding the sites consist of older stock low to mid-rise residential buildings and newly developed high-rise residential and mixed-use buildings. The proposed building forms are compatible with the new high-rise development in the area while respecting the existing lower density residential forms.

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As the subject sites have not yet proceeded to Public Hearing, design details are provided in outline. The site at 5868 Olive will consist of a high-rise tower with a low-rise podium expression. The development will have an active street frontage along Olive Avenue and on site amenities for residents. The transferred density from 5900 Olive Avenue would result in approximately three additional residential storeys. Given that the total proposed density is below the maximum allowable FAR, the proposed development including the transferred density is anticipated to be within the intended heights and massing for the site within the Central Park East Neighbourhood.

The proposed development at 5900 Olive Avenue will consist of a high-rise tower and a six-storey wood frame rental building. The two buildings will be complimentary in design and will share a common courtyard with landscaping and play space amenities. This development form is consistent with other mixed-tenure sites in the surrounding neighbourhood. The buildings will be sited in a way that provides sufficient building separation and adequate site circulation.

4.4 Proximity

Guideline: The sites involved must be in close proximity, ideally within the same plan area.

Assessment: The two subject sites are located in close proximity to each other, on the same block of Olive Avenue, with one building separating the two sites.

4.5 Additional Rental Units

Guideline: If density transfer results in policy-required rental units being borne on a single site, additional RMr density above the required inclusionary and/or replacement component must be utilized.

Assessment: The provision of 118 rental replacement units meet the minimum requirements of the Rental Use Zoning Bylaw. Additional rental units beyond policy minimums are not proposed.

The Density Transfer Policy for sites subject to the Rental Use Zoning Policy was adopted on 2021 April 12. At this time the subject sites had undergone extensive design development and were substantially ready to advance to Public Hearing. Necessitating the provision of additional rental units beyond the required replacement would require a significant redesign of the subject sites, such as: providing additional storeys to the non-market rental building, thus requiring concrete construction and influencing building cost; reducing the availability of amenity space within the rental building; and/or providing a rental building with higher site coverage and reducing outdoor amenity space. Additionally, there may be a requirement for additional building separation beyond the six-storey level that may not be able to be accommodated within the footprint of the site.

While the development is not providing additional rental units, the applicant has committed to phase the developments in order to ensure residents of 5868 Olive Avenue remain in their building until the rental building at 5900 Olive Avenue is ready for occupancy. This approach will be

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secured through Section 219 Covenants that prevent the early issuance of a demolition permit for 5868 Olive Avenue and ensure that the building is maintained to a safe and healthy living standard as per the Residential Tenancy Act and the City's Rental Use Zoning Policy. This proposal will benefit tenants by reducing the displacement, while it will affect the applicant by restricting their ability to advance development on 5868 Olive Avenue until the replacement rental at 5900 Olive Avenue is ready for occupancy. Given the benefits to tenants on site, staff consider this variance to the policy acceptable.

5.0 SUMMARY AND RECOMMENDATION

The Density Transfer Policy provides five criteria to assess the appropriate transfer of density between sites that have been subject to the Rental Use Zoning Policy. As described in Section 4.0, the subject sites substantially meet the guidelines, with the exception of the provision of additional rental units beyond policy minimums. However, the phased delivery approach of the two subject sites will result in fewer tenants being temporarily displaced during site construction. On the whole, the proposal results in a building form and land use that is aligned with the policy direction for the Central Park East Neighbourhood in the Metrotown Downtown Plan. The proposed developments would result in a density that is below the maximum allowable density for each site. The requirements under the Rental Use Zoning Policy would be met and the replacement of all rental units would be provided for in one rental building at 5900 Olive Avenue. As such, it is recommended that the Committee recommend Council endorse a density transfer for the subject sites as described in this report.

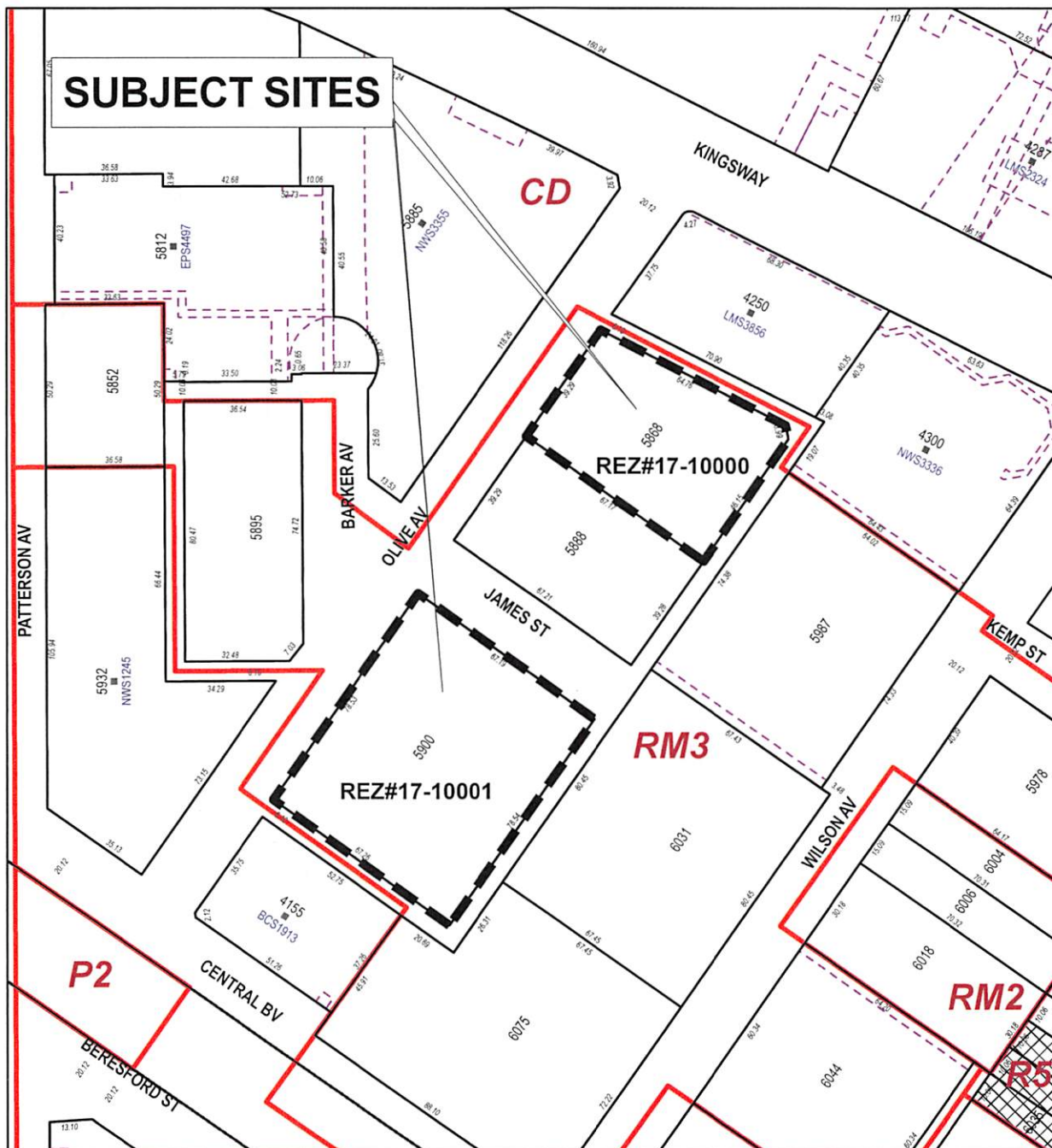




E.W. Kozak, Director
PLANNING AND BUILDING

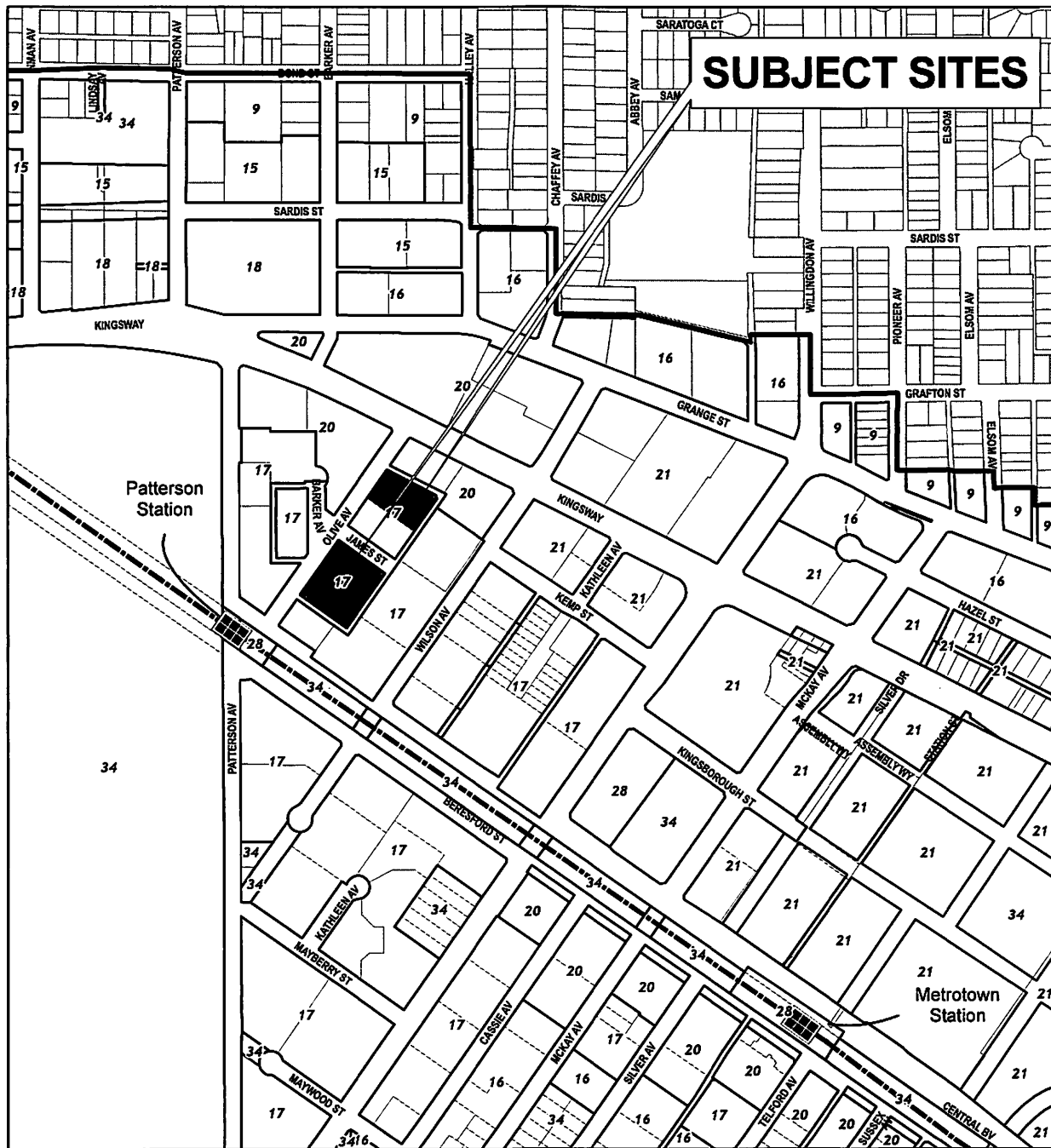
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Attachments

cc: Acting City Manager
Director Finance
Director Public Safety and Community Services
City Solicitor
City Clerk



	<p>PLANNING & BUILDING DEPARTMENT</p>
<p>Date:</p> <p>APR 19 2021</p>	<p>REZONING REFERENCES #17-10000 AND #17-10001 5868 AND 5900 OLIVE AVENUE</p>
<p>scale:</p> <p>1:2,000</p>	<p> Subject Site</p>
<p>Drawn By:</p> <p>JS</p>	



- 9 Medium Density Residential (RM3s)
- 15 High Density Residential (RM5)
- 16 High Density Residential (RM4s)
- 17 High Density Residential (RM5s)
- 18 High Density Mixed Use (RM4s/C2)
- 19 High Density Mixed Use (RM4s/C3)

- 20 High Density Mixed Use (RM5s/C2)
- 21 High Density Mixed Use (RM5s/C3)
- 28 Institutional
- 30 Public School (P3)
- 34 Park and Public Use (P3)



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