

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2021 September 22

FROM: DIRECTOR PLANNING AND BUILDING

FILE: Rez#17-00014
Reference: Density & Rental
Obligation Transfer

SUBJECT: **PROPOSED DENSITY AND RENTAL OBLIGATION TRANSFER**
BASSANO SITE - 2100, 2160, 2210 SPRINGER AVENUE AND 5334
LOUGHEED HIGHWAY (REZONING REFERENCE #17-00014)
BERESFORD SITE - 5650 BERESFORD STREET (REZONING
REFERENCE #21-00029)

PURPOSE: To propose a density transfer between the subject sites to accommodate rental use zoning requirements for both properties, as well as additional 'swing' rental units.

RECOMMENDATION:

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

REPORT

1.0 INTRODUCTION

On 2017 May 29, Council authorized staff to work with Boffo Developments Ltd., the rezoning applicant for the Bassano Site (see *attached* Sketches #1 and #2) in the Brentwood Town Centre Development Plan area, to prepare a Conceptual Master Plan and Design Guidelines for presentation at a future Public Hearing. The site is required to be developed in line with the Rental Use Zoning Policy that was adopted by Council on 2020 March 09. After careful consideration of the findings and recommendations of the Mayor's Task Force on Community Housing, and specifically the issue of temporarily relocating tenants displaced by development while their new rental housing is constructed, the applicant has requested consideration of an innovative approach to meet the City's rental housing and non-market housing objectives.

The applicant is also the owner of 5650 Beresford Street (Beresford Site), which is located in the Royal Oak Community Plan area (see *attached* Sketches #3 and #4). The applicant is proposing to leverage both the Bassano Site and the Beresford Site to deliver the required inclusionary requirements of both sites, while also providing additional rental housing opportunities to house displaced tenants while their new rental homes are constructed. To best accommodate the development proposal, the applicant is proposing a density and partial rental obligation transfer

between the two sites. The proposed development concept is in alignment with the Brentwood Town Centre Community Plan and the Royal Oak Community Plan, and is compatible with surrounding development. Overall, the proposal is anticipated to deliver a total of 1,102 market strata units and 237 non-market rental units across the two sites.

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

2.0 POLICY CONTEXT

The proposed density and rental obligation transfer for the subject sites aligns with the following policies and plans adopted by Council: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official 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 Bassano Site is approximately 4.1 acres (180,313 sq. ft.) in size, subject to legal survey, and is comprised of four properties at 2100, 2160, 2210 Springer Avenue and 5334 Lougheed Highway, as well as two proposed road closure areas, which include a portion of Springer Avenue abutting the site, and a portion of City lane. The site is located at the southeast corner of Lougheed Highway and Springer Avenue, within the Brentwood Town Centre Development Plan area. Under the Brentwood Town Centre Development Plan, the subject site is designated for high-density multiple-family residential utilizing the RM5s and RM5r Multiple Family Residential Districts as guidelines. The Bassano Site's maximum residential density permitted is up to 8.3 FAR, as outlined in Table 1, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council.

Zoning District	Maximum Potential Residential Density
RM5s	5.0 FAR
RM5r	2.2 FAR
RM5 Density Offset	1.1 FAR
TOTAL	8.3 FAR

Table 1 – Bassano Site: breakdown of maximum residential density permitted

The Beresford Site is approximately 3,207.7 m² (34,527 sq. ft.) in size, subject to legal survey, and is comprised of a single parcel at 5650 Beresford Avenue, as well as a portion of the abutting City lane, which is identified for closure under the Royal Oak Community Plan. The site is located at the southwest corner of Kenneth Avenue and Beresford Street, and is designated for medium-

density multiple-family residential, utilizing the RM3 and RM3r Districts as guidelines. The Beresford Site's maximum residential density permitted is up to 2.75 FAR, as outlined in Table 2, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council.

Zoning District	Maximum Potential Residential Density
RM3	1.1 FAR
RM3r	1.1 FAR
RM3 Density Offset	0.55 FAR
TOTAL	2.75 FAR

Table 2 – Beresford Site: breakdown of maximum residential density permitted

3.2 Proposed Development, Density Transfer, and Rental Obligation Transfer

The overall concept for the Bassano site is to see its eventual transition from an underutilized industrial area, to a strata and non-market rental residential community. Upon completion, the site would accommodate four residential condominium towers, and a six-storey non-market rental podium, with street orientated townhouses fronting Springer Avenue and Lougheed Highway. In general terms, the approach is to phase the development of the site into three main phases as shown in Figure #1. It is anticipated that each phase would be brought forward as a single, or related grouping of rezoning applications.



The Council adopted Rental Use Zoning Policy requires the Bassano Site satisfy Stream 2 – Inclusionary Rental Requirements. In this regard, the applicant is required to provide the equivalent of 20% of the proposed market units, excluding units achieved using density offset, as non-market rental. After careful consideration of the findings and recommendations of the Mayor’s Task Force on Community Housing, and specifically the issue of temporarily relocating tenants displaced by development while their new rental housing is constructed, the applicant has requested consideration of an innovative approach, leveraging both the Bassano Site and the Beresford Site to meet the City’s rental housing and non-market housing objectives. It is noted that the Beresford Site is also required to satisfy Stream 2 – Inclusionary Rental Requirements of the Rental Use Zoning Policy.

Under the proposal, approximately 93 purpose built rental units would be constructed at the Beresford Site, which would initially serve as temporary housing for displaced tenants from development sites within the Metrotown Downtown Plan Area. These ‘swing units’ would be delivered prior to or concurrently with Phase 1 of the Bassano site, and it is proposed that these units temporarily satisfy the inclusionary rental requirement for Phases 1 and 2 of the Bassano Site, as well as the inclusionary requirement for the Beresford Site. In accordance with the Tenant Assistance Policy, residents displaced from other developments could be housed at the Beresford Site for an interim period, until their unit in their new development is ready. Tenants would only be responsible for the portion of the rent amount equivalent to the tenant’s rent at the time of rezoning of their respective site, with the pertinent developer paying any applicable rent top up.

Upon completion of Phase 3 of the Bassano Site, which will include a non-market rental podium, approximately 39 units at the Beresford Site would be converted permanently to inclusionary non-market rental to satisfy the overall inclusionary rental requirement for both the Bassano and Beresford Sites, with the remainder of the units at the Beresford Site either continuing as ‘swing units’ for displaced tenants, or converting to a mix of market and non-market rental units on a 1:1 basis as permitted under the adopted Rental Use Zoning Policy. At the completion of the proposal, approximately 144 inclusionary non-market rental units would be delivered on the Bassano Site, 39 inclusionary non-market rental units at the Beresford Site, plus an additional 54 ‘swing’ rental units. Both sites would thus meet their inclusionary rental requirement, with approximately 28 inclusionary non-market rental units generated by the Bassano development remaining permanently on the Beresford Site. After careful analysis of the built form proposed for the Bassano Site, it was determined that a six-storey non-market podium is optimal, which is unable to accommodate the total 172 inclusionary non-market rental units projected for the Bassano Site, without reducing unit sizes. It is noted that suitable plans of development are yet to be developed for both sites, and as such the above numbers are subject to minor revisions as the detailed design for the sites progresses.

To support this proposal, the applicant is requesting a density transfer between the two sites. The applicant is proposing to transfer a total of 56,970 sq. ft. from the Beresford Site to the Bassano Site, comprised of 37,980 sq. ft. of RM3 density, and 18,990 sq. ft. of RM3 density offset. Additionally, a density transfer of a portion of the RM5r density from the Bassano Site to the Beresford Site (approximately 38,559 sq. ft.) is proposed in order to ensure the Beresford Site has sufficient rental density to deliver the proposed 93 ‘swing units’. The exact amount of RMr density

to be transferred will be determined through the future site specific rezoning for the Beresford Site. It is noted that sufficient RM5r density will remain on the Bassano site in order to accommodate the non-market rental podium proposed in Phase 3. The permitted and proposed densities of the sites are summarized in tables 3 and 4 below.

Bassano Site

Zoning: CD (RM5s, RM5r)
Site Size: 180,313 sq.ft.

	Permitted	Proposed
RM5s Base Density	2.20	2.20
GFA (sq.ft.)	396,689	396,689
RM5s Bonus Density	0.40	0.40
GFA (sq.ft.)	72,125	72,125
RM5s Suppl. Base Density	1.20	1.20
GFA (sq.ft.)	216,376	216,376
RM5s Suppl. Bonus Density	1.20	1.20
GFA (sq.ft.)	216,376	216,376
RM5r Density	2.20	0.64
GFA (sq.ft.)	396,689	115,200
RM5s Density Offset	1.10	1.10
GFA (sq.ft.)	198,344	198,344
RM3 Transferred from the Beresford Site	-	0.21
GFA (sq.ft.)	-	37,980
RM3 Density Offset Transferred from the Beresford Site	-	0.11
GFA (sq.ft.)	-	18,990
TOTAL Density	8.30	7.06
TOTAL GFA	1,496,598	1,272,080

Table 3 – Bassano Site: breakdown of permitted and proposed density

Beresford Site

Zoning: CD (RM3, RM3r)
Site Size: 34,527 sq.ft.

	Permitted	Proposed
RM3 Base Density	1.10	-
GFA (sq.ft.)	37,980	-
RM3r Density	1.10	1.10
GFA (sq.ft.)	37,980	37,980
RM3 Offset Density	0.55	-
GFA (sq.ft.)	18,990	-
RM5r Density Transferred from Bassano Site	-	1.12
GFA (sq.ft.)	-	38,559
TOTAL Density	2.75	2.22
TOTAL GFA	94,949	76,539

Table 4 – Beresford Site: breakdown of permitted and proposed density

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 a master plan rezoning application (Rezoning Reference #17-14) for the Bassano Site in 2017 and advanced an initial report to Council on 2017 May 29. This date precedes the 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 of the subject sites are owned and will be rezoned by Boffo Developments Ltd.

4.3 Compatibility

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

Assessment: As the subject sites have not yet proceeded to Public Hearing on a suitable plan of development, design details are provided in outline. The proposed development forms on the two subject sites are consistent with the intent of the zoning designations of the Brentwood Town Centre Community Plan and the Royal Oak Community Plan, delivering high-density development in a high-rise form at the Bassano Site, and a six-storey form at the Beresford Site. Adjacent uses surrounding the Bassano Site consist of a mix of older small lot industrial uses, and newer high-rise multiple family residential development. Adjacent uses surrounding the Beresford Site consist of a mix of older industrial uses, and newer low-rise multiple family residential development.

The Bassano Site will consist of four residential high-rise condominium buildings, and a 6 storey non-market rental podium, with street orientated townhouses fronting Springer Avenue and Lougheed Highway. The transferred market density from the Beresford Site (approximately 56,970 sq. ft.) would result in approximately seven additional residential storeys in one of the high-rise buildings at the Bassano Site. The additional density helps to achieve the proposed overall massing concept for the Bassano Site, which is identified to terrace down from the southeast corner of the site to the northwest, providing a stepped transition from the projected tallest buildings within the City block at 5396 Lougheed Highway, down towards the intersection of Lougheed

Highway and Springer Avenue. The total proposed density for the Bassano Site, inclusive of the density transfer, is below the maximum allowable FAR for the site.

The proposed development at the Beresford Site will consist of a single six-storey wood frame rental building. This development form is compatible with existing and planned development in the surrounding neighbourhood. The transferred RMr rental density from the Beresford Site (approximately 38,559 sq. ft.) is necessary to achieve the six-storey form and delivery of the additional 54 rental units. The total proposed density for the Beresford Site, inclusive of the density transfer, is below the maximum allowable FAR for the site.

4.4 Proximity

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

Assessment: While the two sites are not located within the same plan area, it is noted that both sites have an inclusionary rental requirement only, and as such there are no existing tenants on the subject sites that require rehousing due to development. Further, the Beresford Site is intended to serve as a ‘swing site’ to temporarily house tenants displaced by development in the Metrotown area while their replacement homes are being constructed. The Beresford Site is proximally located to Metrotown, with direct connections via Beresford Street, the BC Parkway, and SkyTrain.

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: Based on the density and anticipated development forms, 183 inclusionary rental units meet the requirements of the Rental Use Zoning Bylaw for both sites. Under this proposal, a total of 237 rental units are planned. In addition to the projected 183 inclusionary rental units, an additional 54 swing rental units would be achieved on the Beresford Site, which will serve to temporarily house tenants displaced by development in the Metrotown area while their replacement homes are being constructed. Should the ‘swing site’ concept no longer be required in the future, the additional 54 rental units could be converted to a mix of market and non-market rental units on a 1:1 basis as permitted under the adopted Rental Use Zoning Policy.

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. The proposal, as generally outlined in this report, complies with the Rental Use Zoning Policy, and delivers additional high quality rental housing for tenants temporarily displaced by redevelopment in the Metrotown Downtown Plan area, a need that was identified through the Mayor’s Task Force on Community Housing. The proposed development forms and land use for both sites are aligned with the policy directions of the

To: Planning and Development Committee
From: Director Planning and Building
Re: Proposed Density and Rental Obligation Transfer
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Brentwood Town Centre Community Plan and the Royal Oak Community Plan. The proposed developments would result in a density that is below the maximum allowable density for each site. As such, it is recommended that the Committee recommend Council endorse a density and partial rental obligation transfer for the subject sites as described in this report.

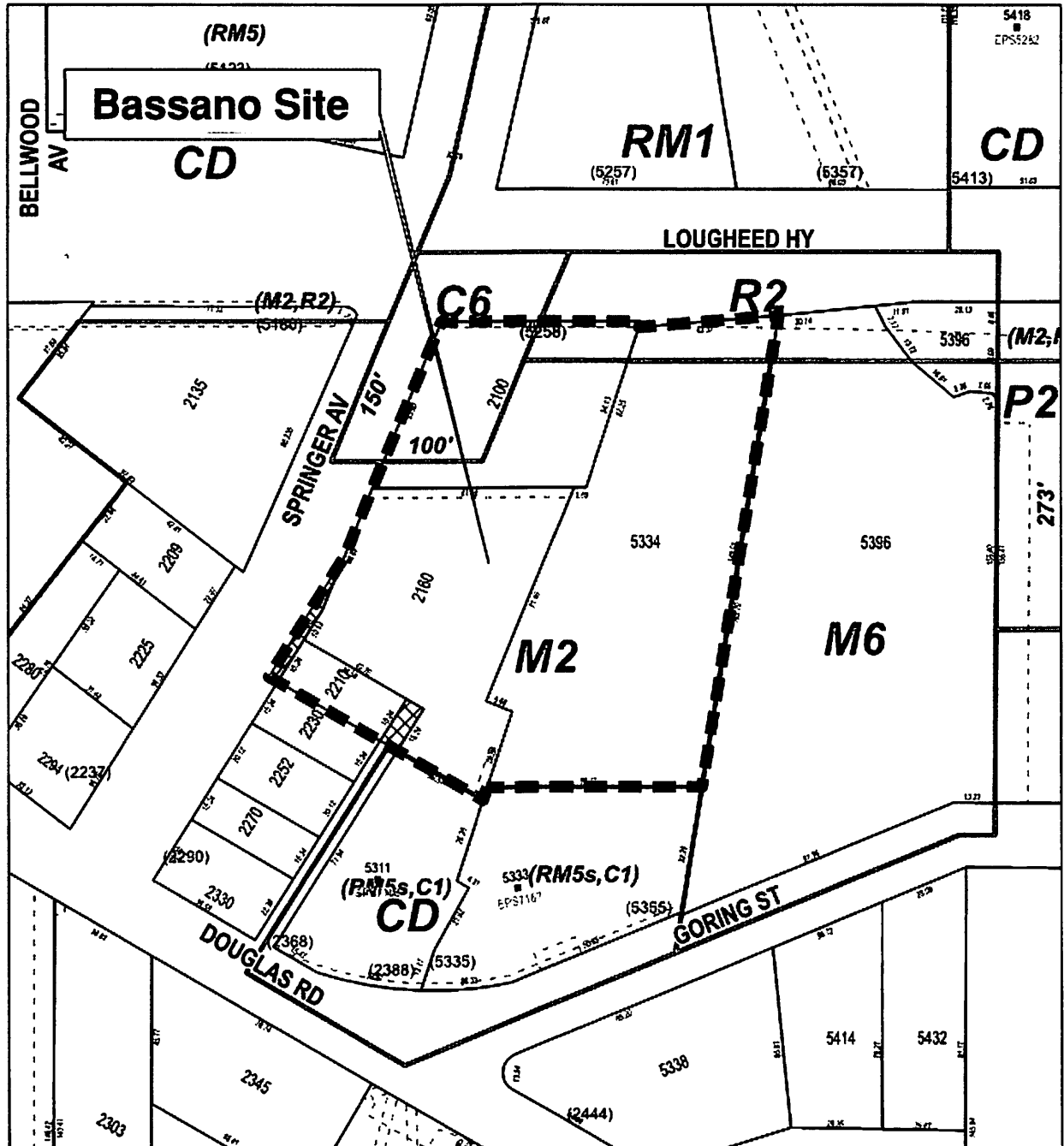


E.W. Kozak, Director
PLANNING AND BUILDING

MN:spf

Attachments

cc: Chief Administrative Officer
Director Finance
Director Public Safety and Community Services
City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT

Date:
AUG 20 2021

scale:
1:2,000

Drawn By:
RW

REZONING REFERENCE #17-14
2100, 2160, and 2210 Springer Avenue, and
5334 Lougheed Highway



Bassano Site



Road Closure

Sketch #1



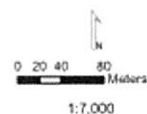
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|--|---|
| 3 Medium Density Multiple Family Residential | 8 Medium or High Density Multi Family Residential |
| 4 High Density Multiple Family Residential | 10 Institutional |
| 5 Commercial | 11 Business Centre |
| 6 Medium Density Mixed Use | 12 Park and Public Use/Public School |
| 7 High Density Mixed Use | 14 Cemetery |
| | 24 High Density Multiple Family Residential - |



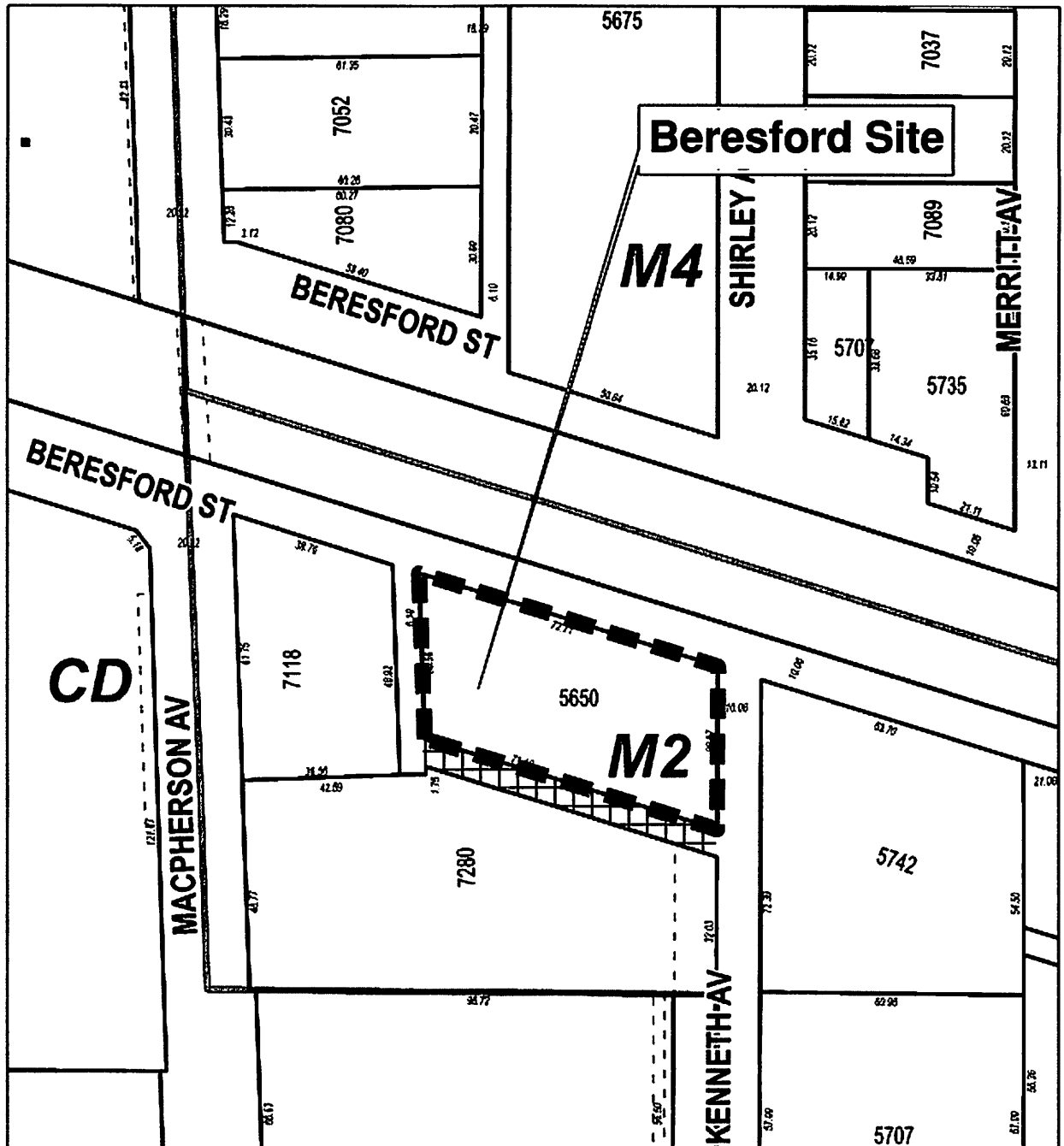
Planning and Building Dept

Printed August 20, 2021

Brentwood Town Centre Plan



Sketch #2



PLANNING & BUILDING DEPARTMENT



Date:
AUG 31 2021

scale:
1:1,500

Drawn By:
RW

5650 BERESFORD STREET

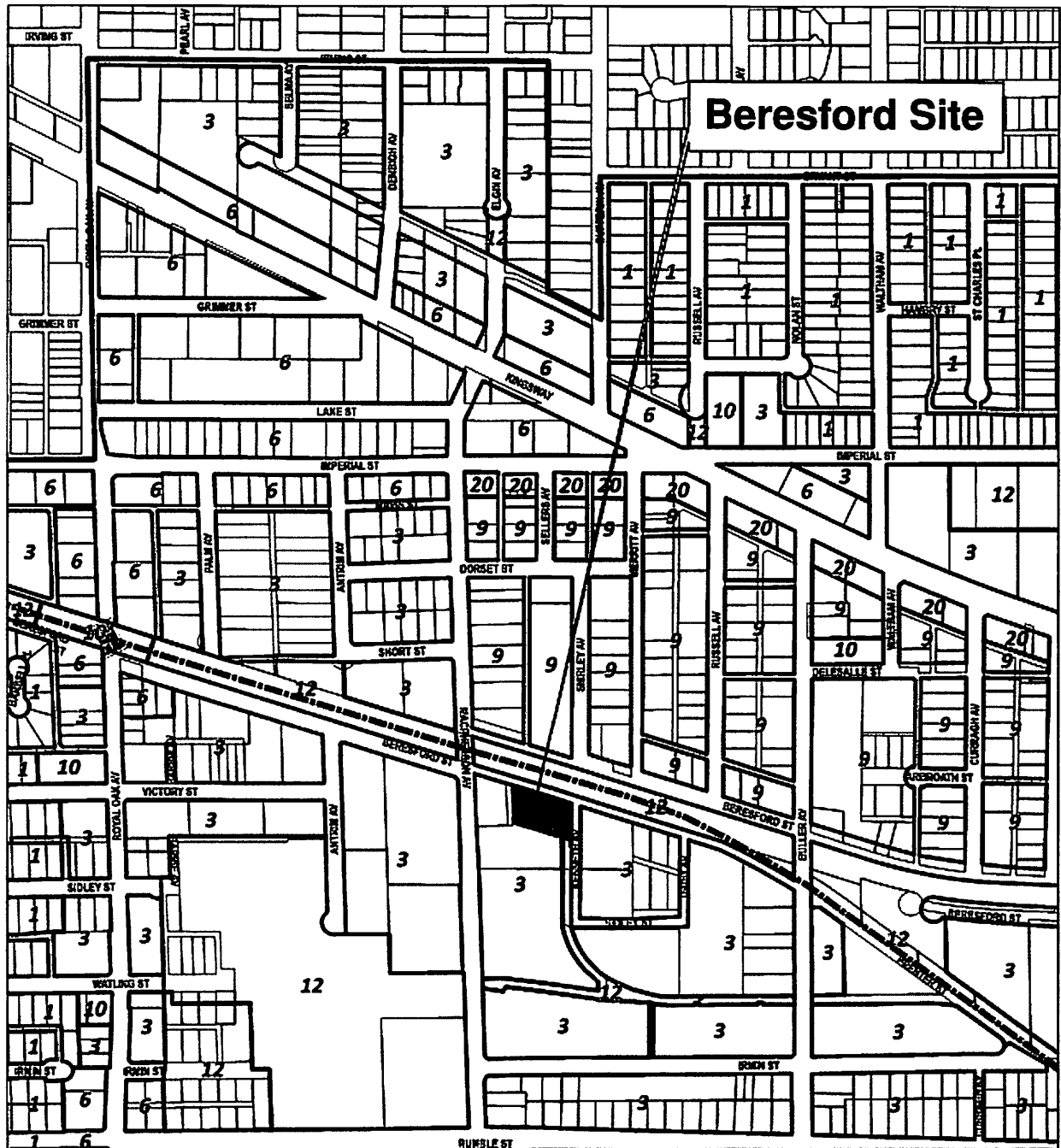


Beresford Site



Road Closure

Sketch #3



Royal Oak Community Plan



City of
Burnaby

PLANNING & BUILDING DEPARTMENT

- 1** Single and Two Family Residential
- 3** Medium Density Multiple Family Residential
- 5** Commercial
- 6** Medium Density Mixed Use
- 9** Industrial
- 10** Institutional
- 12** Park and Public Use
- 20** Industrial and Commercial Mixed Use

