

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT: PROPOSED DENSITY TRANSFER AND REDEVELOPMENT -
BROADVIEW COMMUNITY PLAN**

PURPOSE: To seek Council authority to accept a rezoning application for a site on the south side of Canada Way that would include the transfer of density between that site and a site on the north side of Canada Way which is the subject of a current rezoning application.

REFERENCES:

Address: 3819 and 3841 Canada Way
Legal: LOT 1 DISTRICT LOT 69 GROUP 1 NEW WESTMINSTER DISTRICT PLAN 75707; LOT 8 BLOCK 45 DISTRICT LOT 69 GROUP 1 NEW WESTMINSTER DISTRICT PLAN 1321; LOT 9 BLOCK 45 DISTRICT LOT 69 GROUP 1 NEW WESTMINSTER DISTRICT PLAN 1321; AND LOT 37 DISTRICT LOT 69 GROUP 1 NEW WESTMINSTER DISTRICT PLAN 39292
Current Zoning: C4 Service Commercial District
Proposed Zoning: Comprehensive Development District (based on RM3 Multiple Family District, RM3r Multiple Family District, C2 Community Commercial District, and Broadview Community Plan as guidelines)

Address: 3300 Boundary Road
Legal: PARCEL 1 DISTRICT LOT 68 GROUP 1 NEW WESTMINSTER DISTRICT REFERENCE PLAN LMP43400
Current Zoning: C2 Community Commercial District
Proposed Zoning: Comprehensive Development District (based on RM3 Multiple Family District, RM3r Multiple Family District, C2 Community Commercial District, and Broadview Community Plan as guidelines)

Address: 3718 Canada Way
Legal: LOT 1 DISTRICT LOT 68 GROUP 1 NEW WESTMINSTER DISTRICT PLAN EPP26126
Current Zoning: C2 Community Commercial District
Proposed Zoning: Comprehensive Development District (based on RM3 Multiple Family District, RM3r Multiple Family District, C2 Community Commercial District, and Broadview Community Plan as guidelines)

Address: 3732 Canada Way

Legal: LOT 1 DISTRICT LOT 68 GROUP 1 NEW WESTMINSTER
DISTRICT PLAN EPP26127

Current Zoning: C2 Community Commercial District

Proposed Zoning: Comprehensive Development District (based on RM3 Multiple
Family District, RM3r Multiple Family District, C2 Community
Commercial District, and Broadview Community Plan as guidelines)

Address: 3744 Canada Way

Legal: LOT 9 BLOCK 1 DISTRICT LOT 68 GROUP 1 NEW
WESTMINSTER DISTRICT PLAN 980; LOT 10 BLOCK 1
DISTRICT LOT 68 GROUP 1 NEW WESTMINSTER DISTRICT
PLAN 980; LOT 11 BLOCK 1 DISTRICT LOT 68 GROUP 1 NEW
WESTMINSTER DISTRICT PLAN 980

Current Zoning: C2 Community Commercial District

Proposed Zoning: Comprehensive Development District (based on RM3 Multiple
Family District, RM3r Multiple Family District, C2 Community
Commercial District, and Broadview Community Plan as guidelines)

Address: 3790 Canada Way

Legal: LOT 1 DISTRICT LOT 68 GROUP 1 NEW WESTMINSTER
DISTRICT PLAN 68474

Current Zoning: Comprehensive Development District (based on C2 Community
Commercial District)

Proposed Zoning: Comprehensive Development District (based on RM3 Multiple
Family District, RM3r Multiple Family District, C2 Community
Commercial District, and Broadview Community Plan as guidelines)

Applicant: Avisina Properties Ltd.
200 – 3787 Canada Way
Burnaby, BC V5G 1G5
Attention: Michael Kenchington

RECOMMENDATIONS

THAT staff be authorized to accept a rezoning application for the redevelopment of 3300 Boundary Road, 3718, 3732, 3744, and 3790 Canada Way, on the south side of Canada Way;

THAT upon reviewing the application, staff be authorized to consider the transfer of density between 3819 and 3841 Canada Way (north side of Canada Way) and 3300 Boundary Road, 3718, 3732, 3744, and 3790 Canada Way (south side of Canada Way).

EXECUTIVE SUMMARY

An enquiry has been received regarding a proposed density transfer and redevelopment within the Broadview Community Plan area. The proposed redevelopment includes a current application on the north side of Canada Way (REZ #21-33) and a proposed development site, located at 3300 Boundary Road, 3718, 3732, 3744, and 3790 Canada Way, on the south side of Canada Way. The purpose of this report is to provide Council with information on the development proposal, and to recommend Council authorize staff to accept a rezoning application for 3300 Boundary Road, 3718, 3732, 3744, and 3790 Canada Way, on the south side of Canada Way, that would include the transfer of density between the subject sites.

1.0 POLICY SECTION

The proposed recommendations are generally consistent with the following policies and plans adopted by Council:

- Regional Context Statement (2013);
- Corporate Strategic Plan (2022);
- Official Community Plan (1998);
- Economic Development Strategy (2007);
- Social Sustainability Strategy (2011);
- Environmental Sustainability Strategy (2016);
- Climate Action Framework (2020);
- Transportation Plan (2021);
- HOME: Housing and Homelessness Strategy (2021); and,
- Rental Use Zoning Policy (2020).
- Density Transfer Policy (2021);

2.0 BACKGROUND

- 2.1** On December 13, 2022, a delegation presented to the Planning and Development Committee on a proposal for AviSina Properties to redevelop sites along Canada Way within the Broadview Community Plan area, with the ability to transfer market and non-market densities across sites. The sites were proposed to be developed in phases, with the first phase at 3737 Canada Way and adjacent City land. Since the delegation's presentation, and after further review and financial analyses, this part of the proposal – which was proposed to be a six-storey development with non-market housing units and a childcare facility – has been abandoned.
- 2.2** The new Phase 1 Site (3819 and 3841 Canada Way), as seen on Attachment 1 – Sketch #1 and Sketch #2, is comprised of four properties fronting the north side of Canada Way, between Smith Avenue and Broadview Park. These properties are improved with four older one and two-storey commercial buildings and are

currently zoned under the C4 Service Commercial District. The Broadview Community Plan designates this site for mixed-use multiple-family development with commercial uses at grade using the RM3/RM3r Multiple Family Residential Districts and C2 Community Commercial District as guidelines. The site is subject to a current rezoning development application in line with the RM3/RM3r and C2 Districts (REZ #21-33).

- 2.3** The Phase 2A and 2B site, as seen on Attachment 1 –Sketch #1 and Sketch #2, is comprised of seven properties fronting the south side of Canada Way, between Boundary Road and Smith Avenue. A single rezoning application is proposed for those properties, with construction in two phases. The Phase 2A portion of the site is improved with one-storey commercial buildings and is currently zoned CD Comprehensive Development District using the C2 District as a guideline, and the Phase 2B portion of the site is improved with one and two-storey commercial buildings and is currently zoned C2 Community Commercial District. The Broadview Community Plan, which is one of the older Urban Village Plans in Burnaby (adopted May 31, 1982), currently designates only the east end of Phase 2A for mixed-use development, with the balance of the site being designated solely for commercial use. In line with the City's other contemporary Urban Village Plans that support mixed-use areas along major streets, staff would support a Community Plan amendment through the subject site's rezoning to designate the Phase 2A and Phase 2B site for mixed-use multiple-family development with commercial uses at grade, using the RM3/RM3r Multiple Family Residential Districts, and C2 Community Commercial District as guidelines. The development proposal outlined in Section 3.0 is premised on this Community Plan amendment.

3.0 GENERAL INFORMATION

3.1 Development Proposal

The current development proposal by AviSina Properties is intended to best utilize densities and rental use obligations across the two development sites. As two separate rezoning applications, the sites would pursue multiple family residential densities in line with the RM3/RM3r Multiple Family Residential Districts and ground-oriented commercial along Canada Way, through the inclusion of the C2 Community Commercial District.

With respect to density, the RM3/RM3r Multiple Family Residential Districts and C2 Community Commercial District are proposed as guidelines for each of the sites. The maximum residential density would be 2.75 FAR with full underground parking, which includes RM3r Rental Density (1.1 FAR), RM3 Market Density (1.1 FAR), and RM3 Market Offset Density (0.55 FAR). The maximum commercial density, less than half of which could be used for rental residential units, would be 1.3 FAR with full underground parking. Table 1 below outlines the

maximum permitted Gross Floor Area (GFA) based on the maximum permitted densities for both sites.

Table 1: Max Permitted Density (FAR) and Gross Floor Area (GFA)

Total Site Size: 13,528.91 m²*

Zoning District	Density (FAR)	Phase 1 GFA (m ²)	Phase 2A and 2B GFA (m ²)	Total
RM3r Rental	1.10	5,038.02	9,843.77	14,881.79
RM3 Market	1.10	5,038.02	9,843.77	14,881.79
RM3 Offset	0.55	2,519.01	4,921.89	7,440.90
C2 Rental	0.64	2,917.48	5,700.44	8,617.92
C2 Commercial	0.66	3,036.56	5,933.11	8,969.67
Total GFA		18,549.09	36,242.98	54,792.07
Site FAR		4.05	4.05	4.05

* subject to legal survey

The applicant notes that the subject sites are physically constrained by the existing parcel depths and required road dedications required to achieve the necessary adjacent road standards. With the maximum densities available on the net development sites, a typical six-storey form would not be possible. Table 2 therefore outlines what is proposed through a density transfer between the two sites, though the exact amount of density to be transferred would be determined through the specific rezoning applications.

Table 2: Proposed Density (FAR) and Gross Floor Area (GFA) After Density Transfer*

Total Site Size: 13,528.91 m²*

Zoning District	Density (FAR)	Phase 1 GFA (m ²)	Phase 2A and Phase 2B GFA (m ²)	Total
RM3r Rental Non-Market	0.22	2,976.43	0	2,976.43
RM3r Rental CMHC Median	0.44	3,308.68	2,643.99	5,952.67
RM3r Rental CMHC Market	0.44	5,952.68	0	5,952.68
RM3 Market	1.10	0	14,881.79	14,881.79
RM3 Offset	0.55	0	7,440.9	7,440.9
C2 Rental	0.55	663.53	6,716.83	7,380.36
C2 Commercial	0.75	2,300.88	7,906.35	10,207.23
Total GFA	4.05	15,202.2	39,589.87	54,792.07
Site FAR		3.32	4.42	4.05

* subject to legal survey

For the Phase 1 site, the developer proposes to construct both sites' RM3r inclusionary non-market rental units (20% below CMHC median rental rates), RM3r CMHC market rental units, and more than half of both sites' RM3r CMHC median rental rate units. The resultant all rental non-market and CMHC median units proposed for the Phase 1 site would exceed what would otherwise be required to meet the Rental Use Zoning Policy minimum for inclusionary non-market rental units. Under this proposal, non-market and CMHC median rental housing for both sites would be provided sooner than would be possible if each site was developed without a density transfer proposal. The developer has indicated that they would like to proceed with a Phase 1 suitable plan of development and ultimately construction of the site as soon as possible, and in advance of Phase 2.

With respect to density, the developer is not requesting an increase in density over the maximum 4.05 FAR for both sites, but to achieve full density potential overall is requesting to transfer approximately 3,346.89 m² of unused GFA from the Phase 1 site to the Phase 2 site. With respect to tenure, Phase 2A is proposed to house the balance of both sites' RM3r CMHC Median Rental FAR. Commercial uses would be at-grade for both sites, and the developer proposes to provide current commercial tenants on the south side of Canada Way with the ability to relocate to the redeveloped properties, with construction of Phase 2A not starting until Phase 1 is complete. The proposed density transfer to the south side of Canada Way would result in higher building forms stepping up towards Boundary, with maximum heights anticipated to be approximately 10 to 12 storeys for Phase 2B. This height would be more than the six storeys generally envisioned for the Broadview Urban Village, though generally in line with the more contemporary mid-rise buildings supported in more recent Community Plans, including the Lochdale and Bainbridge Urban Villages. Furthermore, consideration is being given to developing these taller forms as Mass Timbre, subject to economic viability. To accommodate this transfer of density and height proposal an amendment to the Broadview Community Plan would be required.

3.2 Density Transfer Policy

On May 31, 2021, 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:

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

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

3.2.1 Eligibility Date

Guideline: A rezoning application proposing transfer of RMr density supporting policy-requirement non-market rental units to a recipient site, other than for a site specific rezoning (SSR) application implementing an adopted master plan, must have a submission date of no later than March 9, 2021. 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 March 9, 2021. There is no submission date requirement for the SSR application itself.

Assessment: The eligibility date does not apply to the proposed transfer of RM3 District density, RM3 density offset, and C2 District density from the Phase 1 site to the Phase 2A and 2B site. The transfer of RM3r density from the Phase 2A and 2B site to the Phase 1 site is proposed after the above noted eligibility date, but is deemed supportable given the provision of both sites' non-market rental in Phase 1, and that Phase 1's residential tenure is 100% rental.

3.2.2 Ownership

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

Assessment: Both sites are owned and would be rezoned by AviSina Properties.

3.2.3 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 as part of a rezoning application, design details are not yet determined. The proposed development forms on the subject sites are consistent with the intent of the zoning designations for a high street in an Urban Village context, delivering development mostly in a typical six-storey form, but stepping up towards Boundary to provide a gateway into Burnaby and the Broadview Community Plan area.

Adjacent uses surrounding Phase 1 include a newer four-storey mixed-use building across Smith Street to the west and three-storey townhouses to the north, all of which pre-date the rental use zoning policy, and Broadview Park to the east. Across Canada Way to the south is an older three-storey apartment building which pre-dates the rental use zoning policy. Also to the south is a gas station which is identified as a commercial site. The proposed Phase 1 six-storey development is compatible with existing and planned development in the surrounding neighbourhood.

Adjacent uses to the north of Phase 2A consist of older commercial uses which are identified for redevelopment and a newer four-storey mixed-use development. To the south across Laurel Street is a two and three-storey residential co-op development. The proposed six-storey development would therefore be compatible with existing and planned development in the surrounding neighbourhood.

Adjacent uses to the north of Phase 2B consist of a four-storey residential building which pre-dates the rental use zoning policy, and vacant properties and an older commercial building which are identified for redevelopment. To the west across Boundary are older single-family houses in Vancouver which are oriented away from the subject site and are separated from the subject site by two medians (including a median with large trees), Boundary Road (six lanes), and a rear lane. To the south across Laurel Street are an older place of public worship, newer three-storey townhouses, and a two-storey residential co-op development. The transferred density from the Phase 1 site would result in four to six additional residential storeys in addition to the typical six-storey form. While the resultant building would be generally compatible with existing and planned development to the north, Phase 2B would be somewhat larger than existing developments to the west and south. The properties to the west however are oriented away from Phase 2B, and as the area slopes down from the southwest, the visual height difference from the properties to the south would be somewhat mitigated. Overall, the site presents an opportunity for a gateway entrance into the Broadview Urban Village with high-quality mid-rise building forms that terrace up to the highest height at Boundary Road.

3.2.4 Proximity

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

Assessment: The subject sites are located within the Broadview Community Plan area, within very close proximity to each other.

3.2.5 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 proposed density transfer does result in policy-required non-market rental units being borne on a single site (Phase 1). Notwithstanding, all potential RMr density above the required inclusionary is proposed to be utilized in Phase 1 and Phase 2A. No replacement rental component would be required.

3.3 Summary and Recommendation

The Density Transfer Policy provides five criteria to assess the appropriate transfer of density between sites that are subject to the Rental Use Zoning Policy. As described above, the proposed density transfer between the subject sites does not fully meet the guidelines. However, the proposal, as generally outlined in this report, complies with the Rental Use Zoning Policy and would deliver, in a challenging housing market, a large amount of rental housing in a timelier manner than would otherwise be realized for two separate rezoning applications. The proposed development form and land use for both sites generally – with the exception of the proposal’s increased height and mixed-use zoning on the south side of Canada Way – align with the policy directions of the Broadview Community Plan. The development proposal is also in line with more recent Urban Village policy directions and represents an opportunity for a more significant gateway entrance from the west. As such, it is recommended that the Committee recommend Council endorse a density transfer for the subject sites as described in this report.

3.4 Next Steps

Should Council agree that the proposed density transfer is acceptable, staff will accept a rezoning application for the south side of Canada Way (Phase 2A and Phase 2B) and will continue to work with the developer to determine a suitable plan of development for the Phase 1 site. Details of any density transfer will be noted on each suitable plan of development, in reports to Council recommending public hearing for each separate rezoning application, and through Section 219 covenants.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

Should Council support the above approach, a Public Hearing will be held at a future date for each separate rezoning application. In advance of any Public Hearing, 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 properties. 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

ATTACHMENT

Attachment 1 – Sketch #1 and Sketch #2

REPORT CONTRIBUTORS

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