

**TO:** MAYOR & COUNCIL  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **REZ #22-09 – 5166 HALIFAX STREET – BRENTWOOD TOWN CENTRE DEVELOPMENT PLAN**  
**PURPOSE:** To seek Council authorization to forward REZ #22-09 to a future Public Hearing.

## REFERENCES

**Address:** 5166 Halifax Street

**Legal:** Lot 44 District Lot 125 Group 1 New Westminster District Plan 33521

**Applicant:** Amacon Construction Ltd.  
500 – 856 Homer Street  
Vancouver, BC V6B 2W5  
Attn: Emerson Dohm

**Current:** RM3 Multiple Family Residential

**Proposed:** CD Comprehensive Development District (based on RM4 Multiple Family Residential District, RM4r Multiple Family Residential District, and the Brentwood Town Centre Development Plan as guidelines and in accordance with the development plan entitled “Proposed Residential Development, 5166 Halifax Street, Burnaby, BC” prepared by Chris Dikeakos Architects Inc.)

## RECOMMENDATIONS

**THAT** the introduction of a Housing Agreement Bylaw be authorized according to the terms outlined in Sections 3.2 and 3.8 of the report titled “5166 Halifax Street – Brentwood Town Centre Development Plan”, dated October 30, 2023 contingent upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site;

**THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 3.12 of the report titled “5166 Halifax Street – Brentwood Town Centre Development Plan”, dated October 30, 2023, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw;

**THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site in accordance with the terms outlined in

Section 3.12 of the report titled “5166 Halifax Street – Brentwood Town Centre Development Plan”, dated October 30, 2023, subject to the applicant pursuing the rezoning proposal to completion;

**THAT** a Rezoning Bylaw for REZ #22-09 be prepared and advanced to First Reading and to a Public Hearing at a future date, and;

**THAT** the following be established as prerequisites to the completion of the rezoning:

- 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 existing overhead wiring abutting the site.
- e. The removal of all existing improvements from the subject site prior to Final Adoption of the Bylaw.
- f. Completion of Rezoning Reference #22-08 concurrent with completion of the subject application.
- g. The completion of the Highway Closure Bylaw and sale of City property as described in Section 3.12 of this report.
- 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 3.13 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 submission of a suitable Solid Waste and Recycling Plan.
- o. The review of on-site loading facilities.
- p. 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.
- q. The provision of facilities for cyclists in accordance with this report.
- r. The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale of the unit to a disabled person.
- s. Compliance with Council-adopted sound criteria.
- t. Compliance with the guidelines for underground parking for visitors.
- u. The submission of a Green Building Plan and Energy Benchmarking.
- v. The deposit of the applicable Parkland Acquisition Charge.
- w. The deposit of the applicable School Site Acquisition Charge.
- x. The deposit of the applicable GVS & DD Sewerage Charge.
- y. The deposit of the applicable Regional Water Cost Charge.
- z. The deposit of the applicable Regional Transportation Development Cost Charge.
- aa. 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 permit the construction of two mid-rise residential buildings with underground parking. The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw be brought forward for First Reading and the rezoning application be forwarded to a future Public Hearing.

**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);
- Brentwood Town Centre Development Plan (1996);
- 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**

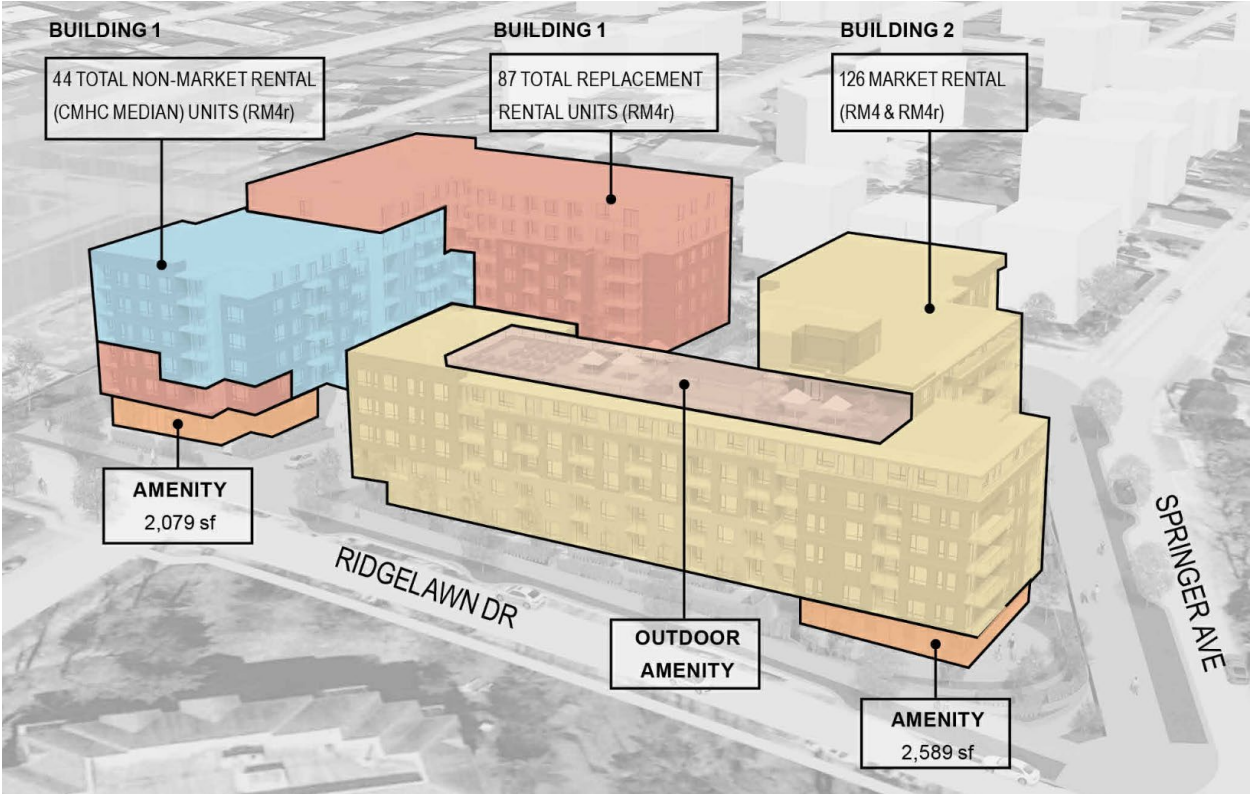
2.1 On 2022 June 20, Council authorized staff to work with Amacon Development Corporation Inc., towards preparation of suitable plans of development for two development sites within the Brentwood Town Centre: the subject site, located at 5166 Halifax Street (Halifax Site) (see **Attachment 1** – REZ #22-09: Sketch #1 and Sketch #2); and 2211 and 2271 Rosser Avenue (Rosser Site). Both sites are owned by the applicant.

2.2 On 2022 August 31, Council approved a report seeking endorsement of a density transfer from the Halifax Site to the Rosser Site. A density transfer will facilitate the replacement of ageing rental units at the Halifax Site, as well as provide additional non-market and market rental units, while maintaining a scale of development that is in keeping with the intent of the Plan and adjacent developments. As outlined in that report, the construction of both sites will be phased, with the Rosser Site proceeding to occupancy prior to the redevelopment of the subject site (Halifax Site). This would provide the opportunity for residents of the Halifax Site to relocate to the Rosser Site on an interim basis, until the Halifax Site attains occupancy and their replacement rental units can be occupied.

- 2.3 The subject site is comprised of a single parcel located at 5166 Halifax Street, as well as portions of Halifax Street and Springer Avenue. The subject site is approximately 7,791 m<sup>2</sup> (83,862 sq. ft.) in size, subject to legal survey. The site is currently improved with an older residential rental apartment building containing 87 rental units. In the Brentwood Town Centre Development Plan the site is designated for medium-density multiple-family residential development utilizing the RM4 and RM4r Districts as guidelines.
- 2.4 Within the Brentwood Town Centre Development Plan, there is an expectation that new developments provide community benefits, a sustainable redevelopment approach, and exceptional public realm improvements, high quality urban design, and superior architectural expression. Applying these standards, the applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

### **3.0 GENERAL INFORMATION**

- 3.1 The proposed development plan, as shown in **Figure 1**, is for two six-storey midrise, mixed-tenure rental residential buildings with an internal courtyard, amenity spaces, and underground parking. Vehicular access to the site is proposed from Ridgelawn Drive.
- 3.2 The development concept involves the demolition of the existing site improvements, an older rental residential building comprised of 87 dwelling units. This building will be replaced by two buildings with a total of 257 rental residential dwelling units, comprised of: 126 market rental units (RM4), 87 replacement rental units (RM4r), and 44 CMHC market median rental units (RM4r).
- 3.3 The proposed development offers a modern aesthetic, fostering a sense of community through inclusive design, street-level unit access, shared amenity spaces, and a well programmed communal courtyard. The development provides a range of housing types from studios and one-bedroom units to a generous number of family-oriented units including three-bedroom and den units as well as three-bedroom townhouses.
- 3.4 Overall, the subject proposal exemplifies high quality urban design and architectural expression related to the building's siting, massing, pedestrian orientation and materiality.



**Figure 1 – Land Use and Tenure Diagram**

3.5 The site area of the subject site is approximately 7,791 m<sup>2</sup> (83,862 sq. ft.). The subject site’s maximum potential density is up to 4.25 FAR, based on the proposed RM4, RM4r zoning designation. The total proposed density is comprised of: 1.70 FAR base and 0.85 FAR offset RM4 density, and 1.70 FAR RM4r density. There is a proposed density transfer between the subject site and the Rosser Site of 0.91 FAR RM4 base density and 0.85 offset density. Therefore, the total proposed density is 2.49 FAR, as detailed in **Table 1**:

<b>Gross Site Size: 7,791 m<sup>2</sup> (83,862 sq. ft.)</b>			
	<b>Permitted Density (FAR) and GFA (m<sup>2</sup>)</b>	<b>Proposed Density (FAR) and GFA (m<sup>2</sup>)</b>	<b>Proposed Units</b>
RM4 Base Density	1.70	0.79	82
GFA (m <sup>2</sup> )	13,245	6,165	
RM4r Density	1.70	1.70	175
GFA (m <sup>2</sup> )	13,245	13,245	
RM4 Density Offset	0.85	-	-
GFA (m <sup>2</sup> )	6,623	-	
<b>Total Density</b>	<b>4.25</b>	<b>2.49</b>	<b>257</b>

<b>Total GFA (m<sup>2</sup>)</b>	<b>33,113</b>	<b>19,410</b>	
RM4 Base GFA (m <sup>2</sup> ) Transferred to the Rosser Site	-	7,080	
RM4 Base Density Transferred to the Rosser Site	-	0.91	
RM4 Offset GFA (m <sup>2</sup> ) Transferred to the Rosser Site	-	6,623	
RM4 Offset Density Transferred to the Rosser Site	-	0.85	
<b>Total GFA (m<sup>2</sup>) Transferred to the Rosser Site</b>	-	13,703	
<b>Total Density Transferred to the Rosser Site</b>	-	1.76	

**Table 1 – breakdown of permitted and proposed density.**

- 3.6 To support the viability of redevelopment of the subject site, the applicant is proposing to transfer approximately 13,702 m<sup>2</sup> (147,487 sq. ft.) of market density from the Halifax Site to the Rosser Site, comprised of 7,080 m<sup>2</sup> (76,208 sq. ft.) of RM4 District density, and 6,623 m<sup>2</sup> (71,279 sq. ft.) of RM4 District density offset. In order to facilitate the density transfer a Density Allocation Covenant will be executed as part of the subject application. The Rosser Site rezoning (Rezoning Reference #22-08) will also be required to achieve Final Adoption concurrently with the subject rezoning.
- 3.7 As noted in **Table 1**, the applicant is not proposing to use the amenity density provisions indicated within the Zoning Bylaw, and therefore there is no requirement to negotiate amenity bonus values.
- 3.8 With respect to the rental component of the project, this application is proposed to be processed in accordance with the City’s Rental Use Zoning Policy, utilizing Stream 1 – Replacement Rental. The subject site is providing 87 replacement rental units derived from the RM4r density. The development is also providing 44 non-market CMHC market median rental units. A Housing Covenant and a Housing Agreement are required to secure the tenure and affordability of the non-market rental units. It is noted that the proposal meets the requirements of the Rental Use Zoning Policy.
- 3.9 The development is providing 52 adaptable units with 30 accessible parking stalls, which is in line with the 20% minimum requirement of the Council-adopted Adaptable Housing policy. The required accessible parking stalls will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

3.10 A parking ratio of 0.60 spaces per rental unit is proposed for the development, inclusive of visitor parking. Further alterations to the underground parking design and the number of proposed car wash, loading, and parking stalls provided may be explored, subject to meeting the minimums rates outlined in this report, or as required by 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 support both alternative modes of transportation to and from the development site, and reductions to private vehicle trips, the applicant will be providing a comprehensive Transportation Demand Management strategy including:

- a transit pass subsidy equivalent to a two-zone monthly pass for 100% of the rental units for 36 months;
- a car share subsidy equivalent to a lifetime car share membership for each unit (up to \$500 per unit);
- two secure bike parking spaces for each residential unit; and,
- a communications strategy that provides the owners, strata, renters, rental management company and strata management company an understanding of how to best use each of the alternative transportation options.

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.

3.11 The Engineering Department will assess the need for any further required services to the site, including, but not necessarily limited to:

- Geometric required;
- construction of Halifax Street frontage to a Two-Lane Perimeter Standard;
- construction of Springer Avenue to the Town Centre Two-Lane Perimeter Standard;
- undergrounding of overhead lines across the development frontage;
- proportionate contribution toward proposed Brentwood Town Centre pedestrian and cycling overpasses; and,
- storm, sanitary sewer and water main upgrades as required.

3.12 The proposed development site includes the closure of portions of Halifax and Springer Avenue measuring approximately 1,219.63 m<sup>2</sup> (13,128 sq. ft.), which will be achieved through a Highway Closure Bylaw. The area of the road closure is subject to final civil drawings. The Realty and Lands Division will forward a separate report detailing the value of the land sale for Council's consideration



and approval prior to the subject amendment bylaw receiving Third Reading. The report will be prepared once the Realty and Lands Division has concluded negotiations with the applicant. Council approval of the land sale is a prerequisite condition of the rezoning.

3.13 Any necessary easements, covenants and/ or statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:

- Section 219 Covenant restricting enclosure of balconies;
- Section 219 Covenant ensuring compliance with the approved acoustical study;
- Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
- 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 issuance of an occupancy permit for the requisite non-market rental replacement units at the Rosser Site (REZ # 22-08), prior to the redevelopment of the subject site;
- Section 219 Covenant ensuring that accessible parking stalls are held in common property to be administered by building ownership;
- A Density Allocation Covenant to permit the proposed density transfer from the subject site to the Rosser Site (REZ # 22-08);
- Section 219 Covenant ensuring compliance with the Green Building Plan for the site (Step 2 of Step Code, Low Carbon Energy System, and Energy/GHG Model) as well as a commitment for the property owner/representative to submit the necessary information to NRCAN;
- Section 219 Covenant to ensure alternative transportation provisions for the development;
- Section 219 Covenant ensuring that the water table will not be drawn down during and after development;
- Section 219 Covenant ensuring that any building lighting features can be turned on and off by the strata, and that architectural lighting will be turned off by the strata at the City's request in the event that the lighting results in any adverse neighbourhood and/or environmental impacts; and
- Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical study.

3.14 Due to the proximity of the subject site to the Millennium Line SkyTrain guideway, and Lougheed Highway, the applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.

3.15 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.

- 3.16 As underground parking is requested for a site with geotechnical and hydrological conditions, and given the site's proximity to civic and other major infrastructure, an indemnification agreement with the owner/developer will be required to hold the City harmless in the approval of the subject rezoning and all other subsequent permits.
- 3.17 As the 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.
- 3.18 The provision of 1 enhanced car wash stall is required, complete with hot and cold-water supply, car vacuum, bike wash stand, hose and spray nozzle, and splash proof partitions.
- 3.19 The submission of a Groundwater and Stormwater Management Plan is required. As well, a suitable engineered design will be required for the on-site Stormwater Management System, 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.
- 3.20 The submission of a suitable Solid Waste and Recycling Plan is required.
- 3.21 The submission of a detailed Loading Management Plan is required.
- 3.22 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 Step 3 of the BC Energy Step Code with Low Carbon Energy Systems.
- 3.23 The submission of a Communication Strategy Plan that provides the building owners, renters, and rental management company with an understanding and recommendations as to how best utilize the on-site amenities and alternative transportation provisions proposed for the development site is required.
- 3.24 Development Cost Charges applicable to this rezoning include, but are not necessarily limited to:
  - Parkland Acquisition Charge;
  - GVS&DD Sewerage Charge;

- School Site Acquisition Charge;
- Regional Water Charge; and,
- Regional Transportation Development Cost Charge.

### 3.25 Development Statistics:

#### **Site Area (subject to survey)**

Site Area - 5166 Halifax 6,571.73 m<sup>2</sup> (70,738 sq. ft.)

Road Closure (Halifax Street) 218.75 m<sup>2</sup> (2,355 sq. ft.)

Road Closure (Springer Avenue) 1,000.88 m<sup>2</sup> (10,773 sq. ft.)

Gross Site Area 7,791.36 m<sup>2</sup> (83,866 sq. ft.)

**Site Coverage** 44%

**Building Height** 6 storeys

**Density** 2.49 FAR (based on gross site area)

RM4 District 0.79 FAR

RM4r District 1.7 FAR

RM4 District Transferred to Rosser 1.76

**Gross Floor Area\*** 19,410 m<sup>2</sup> (208,931 sq. ft.)

RM4 District 6,165 m<sup>2</sup> (66,360 sq. ft.)

RM4r District 13,245 m<sup>2</sup> (142,571 sq. ft.)

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

#### **Residential Units\***

<b>Unit Mix - Bedrooms</b>	<b>Market Rental</b>	<b>Non-Market Rental (Replacement)</b>	<b>Non-Market Rental (CMHC Median)</b>
Studio	5	8	2
One Bedroom	29	36	20
One Bedroom (adapt.)	14	12	11
One Bedroom + Den	15	-	-

One Bedroom + Den (adapt.)	1	-	-
Two Bedroom	32	34	16
Two Bedroom (adapt.)	5	4	
Two Bedroom + Den	4	-	-
Two Bedroom + Den (adapt.)	5	-	-
Three Bedroom	6	9	6
Three Bedroom + Den	10	-	-
<b>Total Units</b>	<b>126</b>	<b>87</b>	<b>44</b>

\*The unit sizes will meet the 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

Total Required and Provided:

Market & Non-Market Rental Residential (0.6 spaces per unit required and provided)	161 spaces (including 26 visitor spaces and 30 accessible spaces)
Enhanced Car Wash	1 space

Bicycle Parking

Total Required and Provided:

Secured Residential (2 spaces per unit required and provided)	514 spaces (double lockers)
Visitor (0.2 spaces per unit required and provided)	52 spaces

Loading

Total Required and Provided                      2 Loading Bays

\*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.

Communal Facilities

Communal facilities are proposed for residents of the development in both buildings. Building 1 (non-market rental) includes a multi-purpose room & lounge on the ground floor and yoga and fitness facilities with direct access to an exterior activity space. Building 2 (market rental) will include yoga and fitness facilities with exterior access on the ground floor and a rooftop amenity area with an outdoor lounge, BBQ and dining area, and urban agriculture space. The ground plane of the project will also be extensively landscaped to provide a high level of outdoor amenity for all residents, including multi-use artificial lawn areas with bocce ball facilities, an exterior decked fitness space, outdoor games flex-space, an outdoor lounge, various seating areas, and children’s play area with play structure. The proposed internal amenity area of the project is up to 433.67 m<sup>2</sup> (4,668 sq. ft.), which is less than the permitted 5% or 970.05 m<sup>2</sup> (10,447 sq. ft) to be excluded from Gross Floor Area (GFA) under the Zoning Bylaw.

**4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

A Public Hearing will be held at a future date. 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 property. A notice will also be published in two consecutive issues of the local newspaper, 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 #22-09: Sketch #1 and Sketch #2

**REPORT CONTRIBUTORS**

This report was prepared by Jessica Devlin-Cross, Development and Urban Design and reviewed by Jesse Dill, Director Development, and Lee-Ann Garnett, Deputy General Manager Planning and Development.