

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: PROPOSED DENSITY TRANSFER
2211 AND 2271 ROSSER AVENUE (REZ#22-00008) AND 5166 HALIFAX
STREET (REZ#22-00009)**

RECOMMENDATION:

1. THAT Council endorse the density transfer for the subject sites as described in Section 4.0 of this report.

REPORT

The Planning and Development Committee, at its meeting held on 2022 September 07, received and adopted the attached report seeking Council approval of a density transfer between the subject sites to facilitate replacement of existing rental housing at 5166 Halifax Street within a supportable form of development.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: Chief Administrative Officer Acting CFO GM Corporate Services GM Planning and Development GM Community Safety City Solicitor

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2022 August 31

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 49500 20
Reference: REZ #22-08/09

SUBJECT: PROPOSED DENSITY TRANSFER
2211 AND 2271, ROSSER AVENUE (REZ #22-00008) AND
5166 HALIFAX STREET (REZ #22-00009)

PURPOSE: To propose a density transfer between the subject sites to facilitate replacement of existing rental housing at 5166 Halifax Street within a supportable form of development.

RECOMMENDATION:

1. **THAT** the Committee recommend Council endorse the density transfer for the subject sites as described in Section 4.0 of this report.

REPORT**1.0 INTRODUCTION**

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 (see *attached* Sketches #1 and #2) located at 5166 Halifax Street (Halifax Site), and 2211 and 2271 Rosser Avenue (Rosser Site) respectively. After careful review of form and massing concepts for both sites, the applicant is proposing a density transfer from the Halifax Site to the Rosser Site in order to facilitate the replacement of ageing rental units at the Halifax Site, as well as 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.

This report describes the proposed development concepts for the Halifax and Rosser Sites, the proposed density transfer, and provides an analysis of the proposed 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 aligns with the following policies and plans adopted by Council: Corporate Strategic Plan (2022), Regional Context Statement (2013), Official Community Plan (1998), Brentwood Town Centre Development Plan (1996), Economic Development Strategy

(2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Transportation Plan (2021), Home Strategy (2021); Rental Use Zoning Policy (2020); and Density Transfer Policy (2021).

3.0 SITE CONTEXT

3.1 The Halifax Site is approximately 7,791 m² (83,862 sq. ft.) in size, subject to legal survey, and is comprised of a single parcel at 5166 Halifax Street, as well as portions of Halifax Street and Springer Avenue, which are identified for closure under the Brentwood Town Centre Development Plan. The site is currently improved with an older residential rental apartment building containing 87 rental units. The site is being rezoned for medium-density multiple-family residential, utilizing the RM4 and RM4r Districts as guidelines. The Halifax Site’s maximum permitted residential density is up to 4.25 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. A building height of 6 storeys has also been identified for the site to ensure appropriate integration with existing development to the north and east of the site.

Zoning District	Maximum Potential Residential Density
RM4	1.70 FAR
RM4r	1.70 FAR
RM4 Density Offset	0.85 FAR
TOTAL	4.25 FAR

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

3.2 The Rosser Site is approximately 4,333 m² (46,640 sq. ft.) in size, subject to legal survey, and is comprised of two properties located at 2211 and 2271 Rosser Avenue, as well as an abutting City lane, which is identified for closure under the Brentwood Town Centre Development Plan. The site is currently improved with older industrial units and a residential sales centre. Under the Brentwood Town Centre Development Plan, the site is designated for medium to high-density mixed-use development utilizing the RM4s, RM4r, and C9 Districts as guidelines. It is noted that the C9 designation applies to 2211 Rosser Avenue, and is limited to commercial uses only. The Rosser Site’s maximum permitted density is up to 7.30 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
RM4s	3.6 FAR
RM4r	1.7 FAR
RM4 Density Offset	0.85 FAR
C9	1.15 FAR ^a
TOTAL	7.30 FAR

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

^a The C9 District zoning has an effective FAR of 1.15 FAR when calculated across the entire Rosser Site area.

4.0 DEVELOPMENT PROPOSAL AND DENSITY TRANSFER

After careful review of the permitted density, desired building height, and the replacement rental obligation, the applicant has requested consideration to transfer market density that is not able to be accommodated on the Halifax Site, to their Rosser Site in order ensure a viable redevelopment project on the Halifax Site.

4.1 As noted above, the Council adopted Rental Use Zoning Policy requires the Halifax Site satisfy Stream 1 (rental replacement) requirements. In this regard, the applicant is required to provide the greater of 87 replacement residential units on the site, or 20% of the proposed market units as non-market rental, excluding units achieved using density offset. Utilizing the available RM4r District density, and a portion of the RM4 District market density, the applicant is proposing to construct a 6 storey wood frame building on the Halifax Site, wholly comprised of rental units, 87 of which would be replacement rental units, 44 additional non-market rental units (at CMHC median rates), and 126 market rental units, for a total of 257 rental units. As a consequence of the 6 storey height constraint at the Halifax Site, the applicant is unable to utilize the available RM4 District density and RM4 density offset within the proposed development.

To support the viability of redevelopment of the Halifax Site, the applicant is proposing to transfer approximately 13,702 m² (147,487 sq. ft.) of market density from the Halifax Site to the Rosser Site, comprised of 7,080 m² (76,208 sq. ft.) of RM4 District density, and 6,622 m² (71,279 sq. ft.) of RM4 District density offset. The exact amount of density to be transferred will be determined through the site specific rezoning for the Halifax Site once more detailed design work has progressed. The permitted and proposed densities of the two sites are summarized in Tables 3 and 4 below.

4.2 The Rosser Site is proposed to accommodate a single residential high-rise building atop a residential and commercial podium, with street fronting retail units. The Council adopted Rental Use Zoning Policy requires the Rosser Site satisfy Stream 2 (inclusionary rental) requirements. As such, the development would include approximately 46 inclusionary non-market rental units, and 450 residential strata units. The applicant is also voluntarily proposing an additional 29 non-market rental units (at CMHC median rates), as well as 29 market rental units, for a total of 554 residential units at the Rosser Site. Unlike the Halifax Site, there is greater flexibility to accommodate the transferred density at the Rosser Site through increasing the building height, given the surrounding development context, which will predominantly be comprised of high-rise residential buildings. Preliminary form and massing concepts for the Rosser Site contemplate a building height of up to 48 storeys. A building of this scale would only be marginally taller than planned surrounding development, and through high quality architectural design and expression, combined with the unique triangular shape of the site, the site presents an opportunity for a landmark development along Dawson Street. The applicant is not proposing to transfer any of the inclusionary rental housing obligation from the Rosser Site, as such, the Rosser Site will provide the required 20% inclusionary non-market rental on site.

Rosser Site

Zoning: CD (RM4s, RM4r, C9)
 Site Size: 4,333 m²

	Permitted	Proposed
RM4s Base Density	1.70	1.70
GFA (m ²)	7,366	7,366
RM4s Bonus Density	0.30	0.30
GFA (m ²)	1,300	1,300
RM4s Suppl. Base Density	0.80	0.80
GFA (m ²)	3,466	3,466
RM4s Suppl. Bonus Density	0.80	0.80
GFA (m ²)	3,466	3,466
RM4r Density	1.70	1.70
GFA (m ²)	7,366	7,366
RM4s Density Offset	0.85	0.85
GFA (m ²)	3,683	3,683
C9 Density	1.15	1.15
GFA (m ²)	4,966	4,966
RM4 Transferred from the Halifax Site	-	1.63
GFA (m ²)	-	7,080
RM4 Offset Density Transferred from the Halifax Site	-	1.53
GFA (m ²)	-	6,622
TOTAL Density	7.30	10.46
TOTAL GFA	31,613	45,315
TOTAL UNITS	-	554

Table 3 – Rosser Site: breakdown of permitted and proposed density (FAR based on Rosser Site area)

4.3 The applicant has submitted rezoning applications for both sites (Rezoning References #22-08 and #22-09) and would be required to progress the applications in tandem to ensure Final Adoption occurs concurrently, with the density transfer occurring at that time. Construction, however, is proposed to be phased with the Rosser Site proceeding to occupancy prior to redevelopment commencing at the Halifax Site. The intent of this proposed phasing approach is to provide the opportunity for residents of the Halifax Site to relocate to the Rosser Site on an interim basis, until their replacement units are ready. Residents would also have the opportunity to stay at the Rosser Site rather than relocating back to the Halifax Site, should they decide.

The proposed development concepts are in alignment with the Brentwood Town Centre Development Plan, and are compatible with surrounding development. Overall, development across both sites would yield approximately 811 residential units, of which approximately half would be rental housing, with 206 units of non-market rental, and 155 of market rental.

Halifax Site

Zoning: CD (RM4, RM4r)
 Site Size: 7,791 m²

	Permitted	Proposed
RM4 Base Density	1.70	0.79
GFA (m ²)	13,245	6,165
RM4r Density	1.70	1.70
GFA (m ²)	13,245	13,245
RM4 Offset Density	0.85	-
GFA (m ²)	6,622	-
TOTAL Density	4.25	2.49
TOTAL GFA	33,112	19,410
TOTAL UNITS	-	257

Table 4 – Halifax Site: breakdown of permitted and proposed density (FAR based on Halifax Site area)

5.0 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.

5.1 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 proposed transfer includes RM4 District density and RM4 density offset from the Halifax Site to the Rosser Site. No RMr density or housing obligation is proposed to be transferred between the subject sites. As such, the eligibility date does not apply.

5.2 Ownership

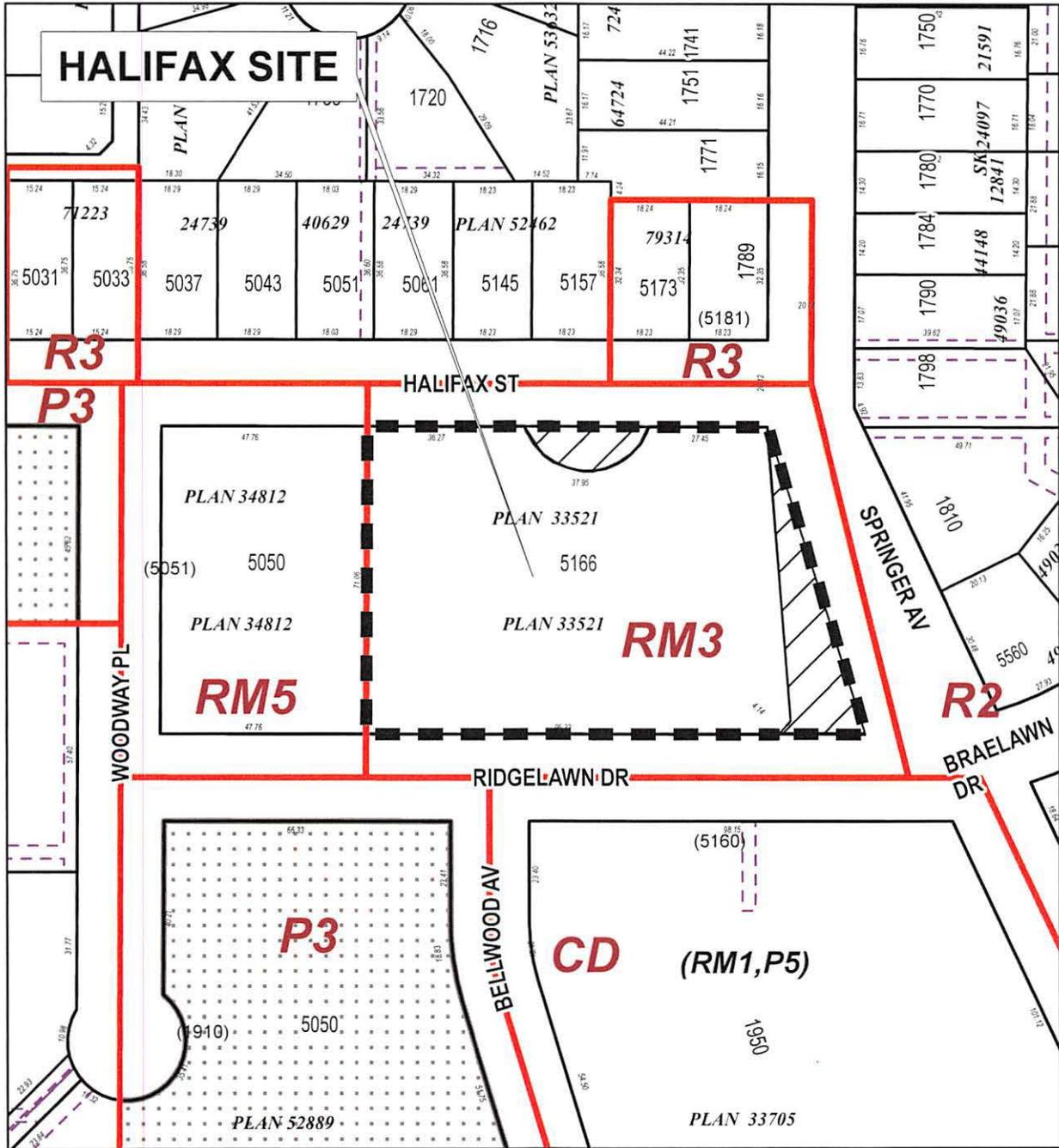
Guideline: The sites involved must be owned and rezoned by the same corporate entity.

Assessment: Both of the subject sites are owned and will be rezoned by Amacon Development Corporation Inc.

5.3 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, delivering high-density development in a high-rise form at the Rosser Site, and a medium-density 6 storey form at the Halifax Site. Adjacent uses surrounding the Rosser Site consist of a mix of older small lot industrial uses, which are identified for redevelopment, and newer high-rise multiple-family residential development. The transferred market density from the Halifax Site would result in approximately 18 additional residential storeys on the Rosser Site. The resultant building height is anticipated to be in the range of 48 storeys, which is comparable to surrounding planned



PLANNING AND DEVELOPMENT DEPARTMENT

Date: APR 21 2022

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Drawn By: JS

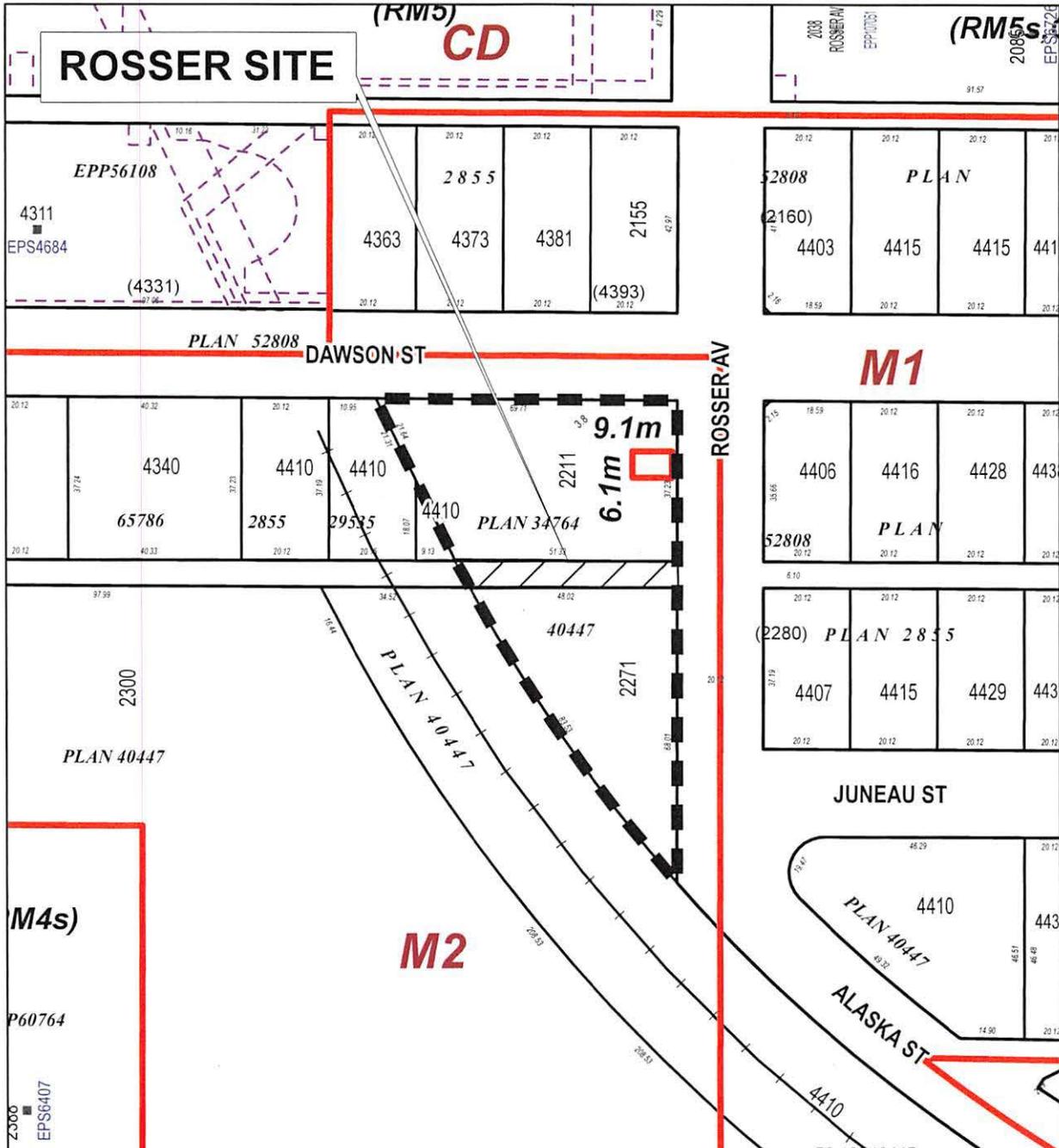
**REZONING APPLICATION #22-09
5166 HALIFAX STREET**



Road Closure



Halifax Site



ROSSER SITE



PLANNING AND DEVELOPMENT DEPARTMENT

Date: APR 21 2022

scale: 1:1,500

Drawn By: JS

**REZONING APPLICATION #22-08
2211 AND 2271 ROSSER AVENUE**

Road Closure Rosser Site

