



Item
Meeting 2016 April 25

COUNCIL REPORT

TO: CITY MANAGER 2016 April 20

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #14-21**
Conceptual Master Plan
Gilmore Station Area
Brentwood Town Centre Development Plan

ADDRESS: 4161, 4171 Dawson Street, 4120, 4160, 4170 and 4180 Lougheed Highway
(see *attached* Sketches #1, #2 and #3)

LEGAL: See Schedule A (*attached*)

FROM: M1 Manufacturing District and CD (M1 and M1r Manufacturing District, M5 and M5l Light Industrial District, C1 Neighbourhood Commercial District, P2 Administration and Assembly District)

TO: Amended CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District, P2 Administration and Assembly District and Brentwood Town Centre Development Plan as guidelines), and in accordance with the development plan entitled "Gilmore Station Area Master Plan" prepared by IBI Group

APPLICANT: Onni Gilmore Holdings Corp. Inc.
300 – 550 Robson Street
Vancouver, B.C. V6B 2B7
(Attention: Eric Hughes)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2016 May 31.

RECOMMENDATIONS

1. **THAT** the amendment to the Brentwood Town Centre Development Plan, as outlined in Section 4.0 of this report be approved, to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.
2. **THAT** the sale be approved in principle of City-owned road right-of-way for inclusion within the subject development site in accordance with Section 6.9 of this report, and subject to the applicant pursuing the rezoning proposal to completion.

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3. **THAT** Council endorse the further public information display on the Gilmore Station Master Plan, as outlined in Section 5.0 of this report.
4. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2016 May 09, and to a Public Hearing on 2016 May 31 at 7:00 p.m.
5. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development.
 - b. The submission of a Master Servicing and Phasing Plan.
 - c. The submission of a Master Conceptual Stormwater Management Plan.
 - d. The submission of a Master Subdivision Plan.
 - e. The submission of a Green Building Strategy.
 - f. The submission of a Comprehensive Sign Plan.
 - g. The dedication of any rights-of-way deemed requisite.
 - h. The granting of any necessary covenants, including, but not necessarily limited to, Section 219 Covenants:
 - allocating development densities on the overall site;
 - guaranteeing the provision of a Master Site Stormwater Management Plan; and,
 - ensuring that the site can be used safely in accordance with the approved geotechnical report, and that the project does not draw down the water table.
 - i. The granting of any necessary statutory rights-of-way and easements, including, but not necessarily limited to those:
 - guaranteeing vehicular, pedestrian and cycling access through the site, connecting Lougheed Highway and Dawson Street; and,
 - guaranteeing public passage between subdivided parcels comprising the overall site.
 - j. The approval of the Ministry of Transportation to the rezoning application.
 - k. The submission of a Site Profile and resolution of any arising requirements.
 - l. The submission of a Construction Management and Access Plan.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to establish a Conceptual Master Plan and Design Guidelines for the Gilmore Station Area to guide further site specific rezoning applications for the construction of a multi-phased high-rise apartment, commercial retail and office and development over four main phases.

2.0 BACKGROUND

- 2.1 On 2014 July 21, Council received the report of the Planning and Building Department regarding the rezoning of the subject site and authorized the Department to work with the applicant toward the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 2.2 On 2015 October 27, Council received a second report of the Planning and Building Department to seek the endorsement of the preliminary concepts and vision for the Gilmore Station Area, as a basis for receiving community input.
- 2.3 The Gilmore Station site measures approximately 5.05 hectares (12.48 acres) located between Lougheed Highway and Dawson Street, east of Gilmore Avenue within the Brentwood Town Centre Development Plan area (see *attached* Sketch #1 and Figure #1). The subject site is comprised of six individual parcels, three of the parcels (4120, 4160 and 4170 Lougheed Highway) are vacant with a portion of these sites occupied by the Gilmore SkyTrain Station and guideway, two (4161 and 4171 Dawson Street) are occupied by light-industrial/office buildings constructed in 1982, and the largest parcel (4180 Lougheed Highway) is occupied by two mid-rise office buildings constructed in 1982. To the east of the Gilmore Station Site, within the same block, is an automobile dealership at 4278 Lougheed Highway, and older industrial buildings at 4285 and 4295 Dawson Street which are included in the community plan review.



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To the west of the site, across Gilmore Avenue, is the Bridge Business Park. To the north and northwest, across Lougheed Highway, are older service commercial developments and the Horne Payne BC Hydro Substation. To the south, across Dawson Street, are newer high-rise multiple-family and mixed-use developments constructed between 2003 and 2006. A significant component of the site is occupied by the Gilmore SkyTrain Station and Millennium SkyTrain guideway, which were completed in 2003. The Gilmore SkyTrain Station and Millennium SkyTrain guideway are accommodated within a statutory right-of-way, with station access currently limited to the corner of Gilmore Avenue and Dawson Street.

2.4 The Brentwood Town Centre (see *attached* Sketch #2 and #3) is one of four designated Town Centres within Burnaby's Official Community Plan and is intended to continue to accommodate a significant portion of the city's population and job growth. Higher density development forms and locations for commercial services and community amenities are characteristic of development in Burnaby's Town Centres. This approach to focus development in the Town Centres has allowed for the continued protection of single and two-family neighbourhoods from the pressures to accommodate new growth, and has also enabled the preservation of a significant portion of the City's land base for park and open space (approximately 25%), as well as for agricultural and industrial purposes. At the same time, this approach has contributed to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. From a regional viewpoint, Burnaby's Town Centre framework has helped maximize the use of transit, reduce east-west traffic movements through the City, provide the opportunity for people to live, work and access services within their community, and reduce development pressure on open space and agricultural lands in the region.

The foundation for the City's community plans, including the plan for the Brentwood Town Centre, arises from a wide range of processes and community consultation efforts that have been undertaken in Burnaby over many decades. While development plans for the Brentwood Town Centre area were initially established in the late 1960s, a consolidated comprehensive plan for the Brentwood Town Centre was adopted in 1996. The Brentwood Town Centre Development Plan is organized on the basis of a transit-oriented high-density mixed-use, high-vitality central core, with surrounding medium-density supporting development. The development of a complete community was envisioned, enabling people to live, work and play within the area, with the goal of providing an inclusive and diverse community to benefit all.

2.5 Under the 1996 Brentwood Town Centre Plan, the block bounded by Lougheed Highway, Dawson Street, Gilmore Avenue and Madison Avenue had a number of land use designations, including High Density Residential, Industrial (Office), and Succession (Industrial to Residential). The Brentwood Plan notes that the industrial designation reflected the then relatively recent light-industrial and office uses constructed in 1982, and with the development of the Lougheed LRT line (Millennium Line) and a station at Gilmore Avenue, further consideration should be given to possible land use changes for

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this area to aid in the orderly transition of industrial uses in the future. The intent of the mix of designations of this area was for the future development of both high-density residential and office uses to meet the future needs of the Brentwood Town Centre area. In 2000, under Rezoning Reference #00-25, a proposal was brought forward to amend the plan to allow for a greater component of office over the subject site with a lower scaled mixed-use designation along the Dawson Street “High-Street” frontage. Although the application did not proceed to Final Adoption, the amendment to the Brentwood Town Centre Plan reflecting the office oriented proposal for the subject site took effect upon Second Reading. At this time the applicant of the subject site seeks to amend the Brentwood Town Centre Community Plan to reflect the original office, retail and multiple-family residential intent of the Brentwood Town Centre Plan.

The subject area is located at the western gateway to the Brentwood Town Centre Plan, at the southeast corner of Lougheed Highway and Gilmore Avenue. A defining feature of the site is the location of the Gilmore SkyTrain Station, which is located on the subject site at the northeast corner of Gilmore Avenue and Dawson Street, with the Millennium SkyTrain guideway traversing northeastward through the site. Given its strategic location within the Brentwood Town Centre, this area’s redevelopment presents a unique opportunity to create not only a transit-oriented development, but a transit integrated development, with broad multi-level connections to the Gilmore SkyTrain Station. It is recognized that redevelopment of this key area requires a concept and vision that delivers not only superior architectural expression, but acts as a model for employment growth, sustainability, urban design, and public amenity for the Brentwood Town Centre. To assist in realizing this vision, a team involving City staff, the applicant, and their various consultants have worked to develop the key concepts to guide the area’s transformation, over time, into a model for transit oriented development in the region.

Considering the intent for the area in the adopted 1996 Brentwood Town Centre Plan was to capitalize on its strategic location on the LRT (Millennium SkyTrain) route, its prominence as a gateway site into the Brentwood Town Centre, and the potential to create a high-density employment and residential hub, a master plan predicated on this intent is supportable and forms the basis for a community plan amendment to allow for the proposed master plan redevelopment.

2.6 After considerable design development and public consultation, the applicant has now submitted a plan of development in the form of a Conceptual Master Plan for presentation to a Public Hearing.

3.0 PROPOSED DEVELOPMENT CONCEPT

3.1 Scope of Rezoning

As noted in the report dated 2014 July 21, the applicant was seeking approval of a Conceptual Master Plan for the Gilmore Station Area, and a detailed Phase I Comprehensive Development Plan for the northwest portion of the subject site. Since that time, the applicant has requested to

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separate the Phase I application from the Master Plan in order to provide clarity to each stage of the process. As such, the proposed Master Plan would establish the general built form, maximum building heights, development densities, permitted uses, public open space requirements, and proposed subdivision and phasing pattern. Therefore, there would be no specific development rights sought through the subject rezoning application. In addition to the Master Plan, a set of detailed development and design guidelines will also be established to assist in the review and approval of individual site specific rezoning applications.

3.2 Guiding Principles

As part of the planning approach to the Gilmore Station Area, a vision and set of five principles have been established to guide the more detailed design work related to the site's future redevelopment. These principles are intended to serve as a basis to evaluate the final land use, design, and building form proposed for the site, within a Conceptual Master Plan for the site's development.

The broader vision for the Gilmore Station Area is for it to become a complete community within the Brentwood Town Centre. The synthesis of land use, architecture, landscape expression, will result in a contemporary and functional transit integrated development that will act as a spectacular western gateway to the Brentwood Town Centre. The focus of which will be the inter-relationship of office, retail, residential, greenspace and community uses to complement the surrounding Brentwood Town Centre.

The vision is proposed to be guided by a set of principles under the following themes:

- *Transit Focused:* The preliminary concept is to develop new precincts directly connected to the Gilmore SkyTrain Station by way of adjacent public streets, internal pedestrian and cycling connections, and integration with the Station at various levels. The result will be a dynamic mix of land uses and public spaces clustered around the station, with convenient and safe linkages to SkyTrain, bus routes and active transportation.
- *Connected:* Site circulation and movement for the Gilmore Station Area is based on a transportation system that prioritizes pedestrian movement, followed by public transit, cycling and vehicular movement in a manner that responds to existing site topography. Spatial clarity and orientation and simple and clear wayfinding to, from, and within the area is to be provided, with special attention to access and mobility for all users.
- *Community:* The heart of the neighbourhood is the people who frequent it and take ownership of it. To support the growth and interaction of people on site, a dynamic mix of uses is necessary to enhance the experience of residents, employees and visitors. The area needs to be architecturally sensitive to engage people differently, including both highly active and passive spaces. Most of all the area needs to be a socially inclusive community, welcoming to all ages, abilities and cultural backgrounds.

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- *Gateway:* The site is a gateway to the Brentwood Town Centre from the west. This gateway should be deliberate through spirited architecture and public spaces, a vibrant mix of uses, and a district urban character.
- *Experience:* As a commercially oriented site, the experience is paramount to draw people in and invite them to stay. The key commercial experience creates a place that has animated public open spaces, is an energetic urban place and has vibrant mix of uses.

3.3 Preliminary Development Framework

The concept for the Gilmore Station Area is for a pedestrian-oriented, transit-integrated community that reflects the strong urban design principles and an urban form unique in the City. At its heart is the Gilmore SkyTrain Station which connects the site to other areas of Burnaby and the entire region. The Gilmore Station Area site is envisioned as being fully connected with the surrounding neighbourhoods and broader Town Centre, offering a diversity of uses, employment options housing forms and types.

The site is intended to be developed in multiple phases, within three main character areas, each having a unique identity and relationship with the broader Town Centre.

As a refinement achieved through the public consultation process, the original five character areas have been condensed into 3 clearly defined character areas. The three character areas are shown in Figure #2, and consist of:

- The Gateway Precinct
- The Dawson Precinct
- The Lougheed Precinct

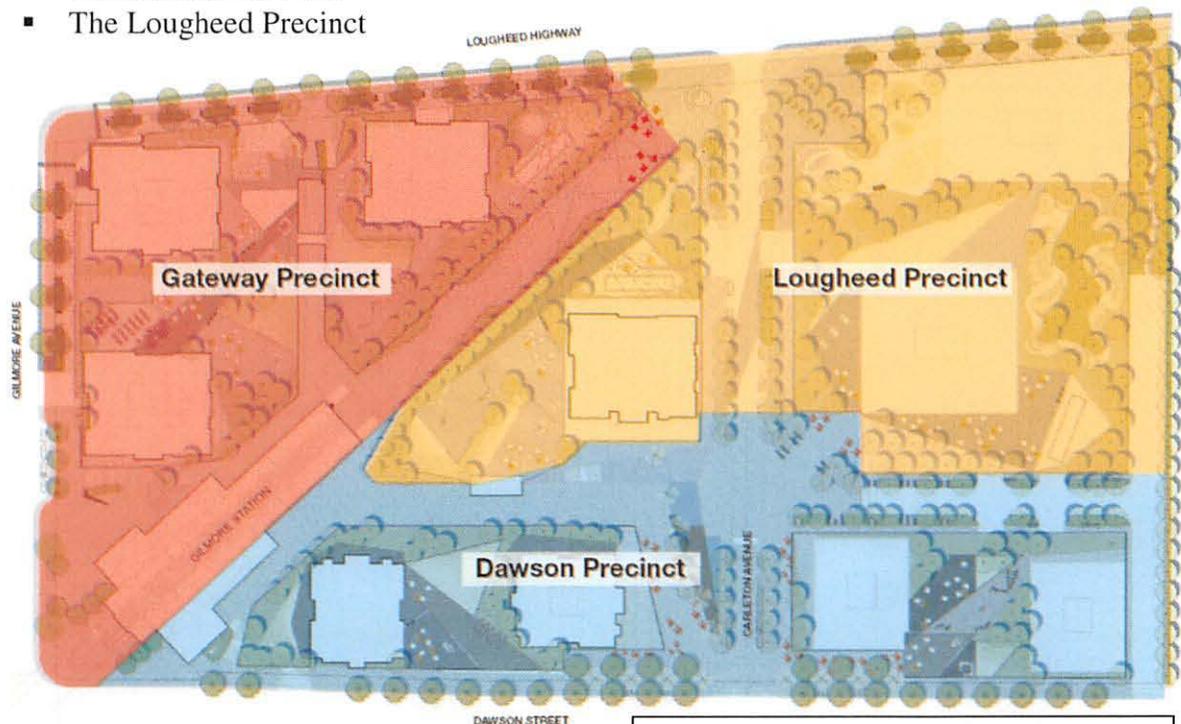


Figure #2 – Gilmore Station Character Areas

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Each character area would be developed with a common architectural and landscape vernacular, helping to create individual identities within the neighbourhood, while relating to adjacent and planned development to the north, east and south. Although the development guidelines for each character area are defined through the Master Plan, the following is a brief overview of the intent for each Character Area.

The Gateway Precinct

The Gateway Precinct is intended to be the signature entrance to the Brentwood Town Centre from the west. A strong architectural expression at the corner of Gilmore Avenue and Lougheed Highway is necessary, with a landmark residential tower atop larger format anchor retail and grocery uses. Pedestrian access to the station’s concourse level would be provided by an open air linkage from Lougheed Highway. The Gateway Precinct is identified to comprise the first phase of development. The intended form of development would be characterized by up to three high-rise residential apartment buildings between 40 to 65 storeys in height, with up to four storeys of retail and flex office within the podium level. The podium deck would accommodate a significant outdoor amenity and landscaped area to serve the three residential apartment buildings, including outdoor fitness (spinning, tai chi, yoga, etc.), children’s adventure play and extensive passive leisure spaces and seating.

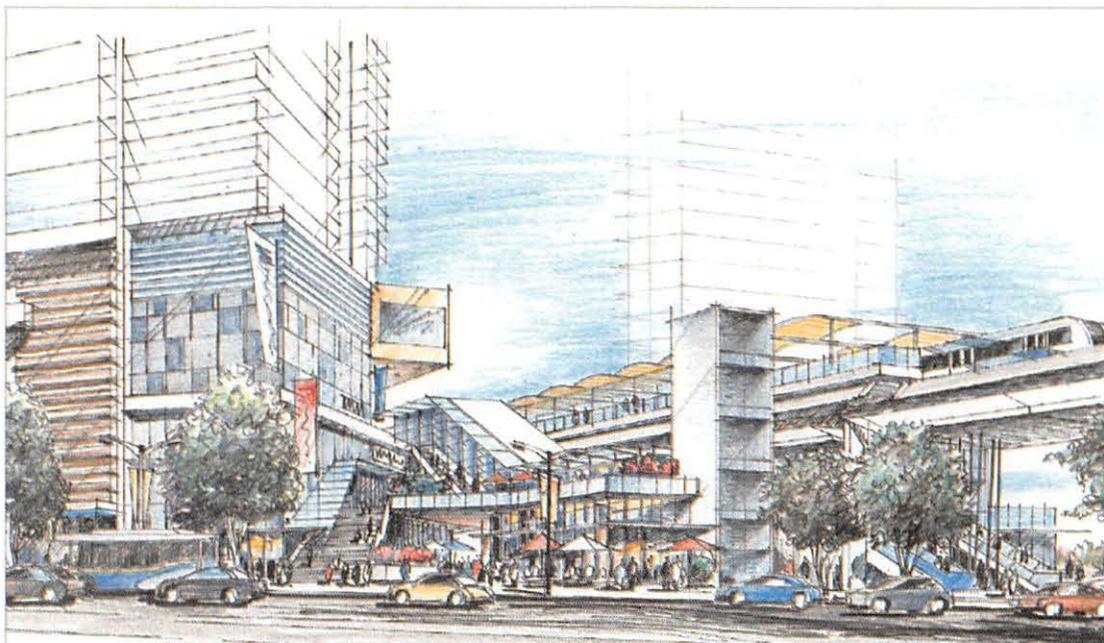
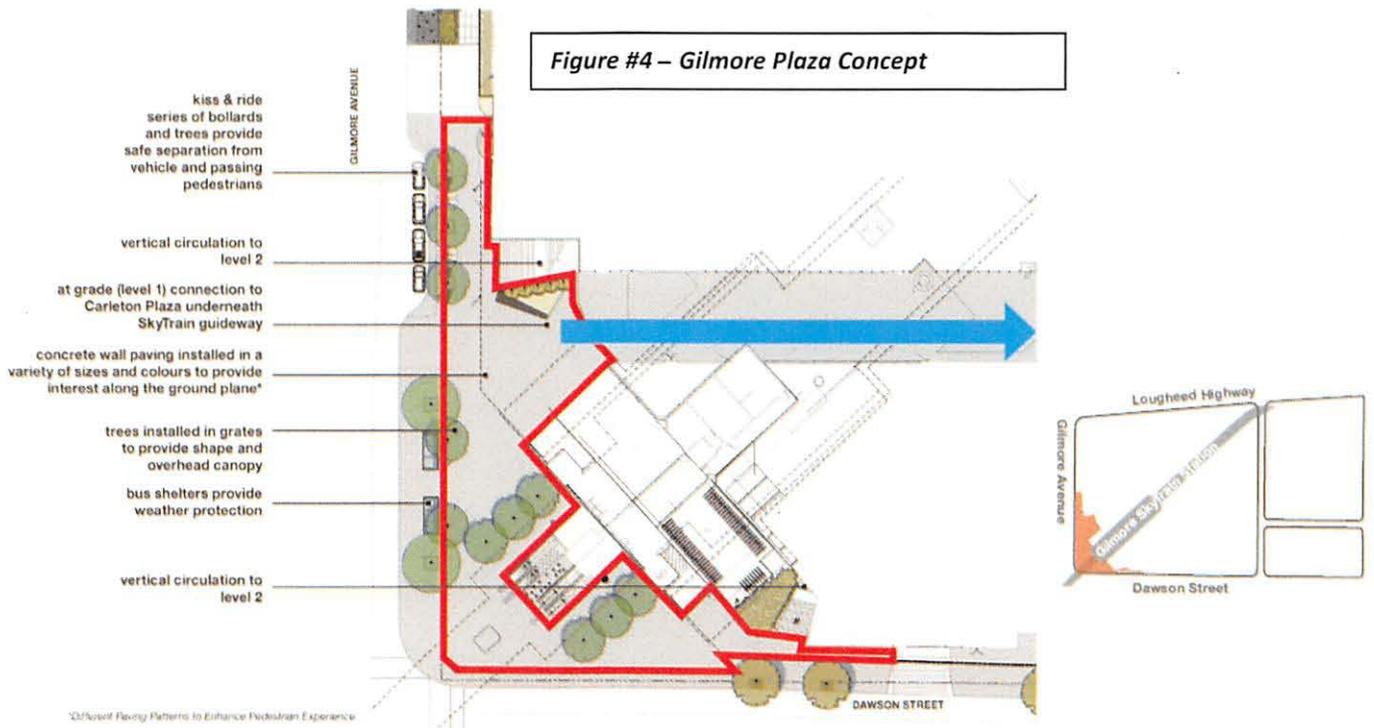


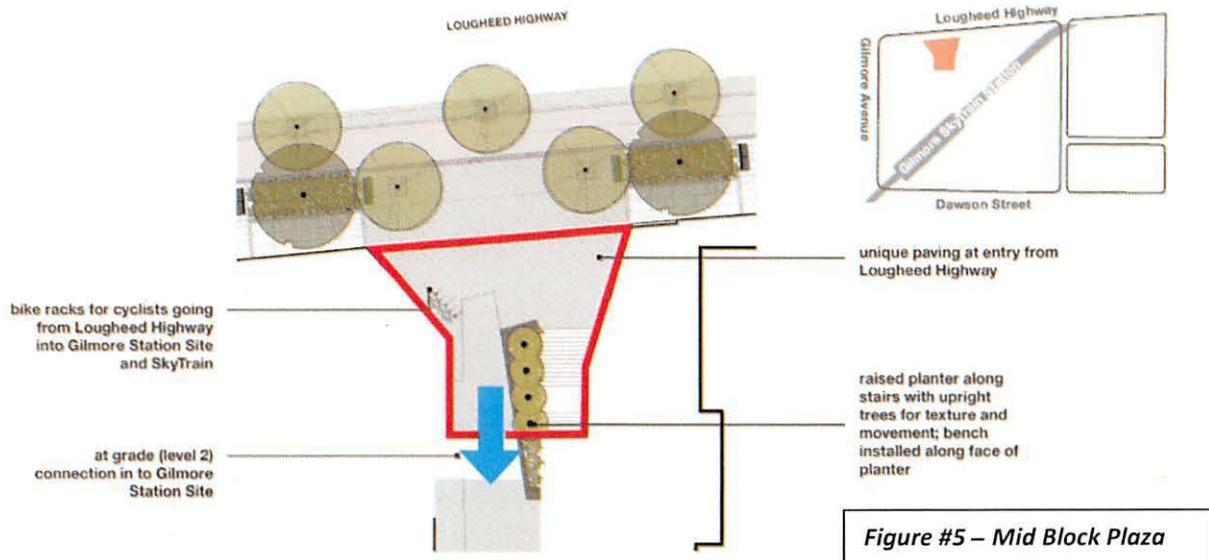
Figure #3 – Gilmore Avenue Conceptual Rendering

One of the key features of the Gateway Precinct is a new transit oriented plaza at Gilmore Station as shown in Figure #3 above and Figure #4 below. The Gilmore Plaza area will connect pedestrians, kiss and ride users, cyclists with the SkyTrain Station, and the ground level and second level commercial uses beyond. Opportunities for bicycle storage, seating and wayfinding are key elements of the Gilmore Plaza.

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Another key access to the site, and the SkyTrain Station concourse level, comes by way of an open air pedestrian access via Loughheed Highway. Due to the site's slope, Loughheed Highway is at the same elevation as the second podium level off Dawson Street, providing a level and accessible access to the SkyTrain Station from Loughheed Highway. At the entrance to this walkway is a mid-block plaza, shown in Figure #5, which allows for improved visibility into the site and opportunities for seating, bicycle storage and wayfinding.



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The Dawson Precinct

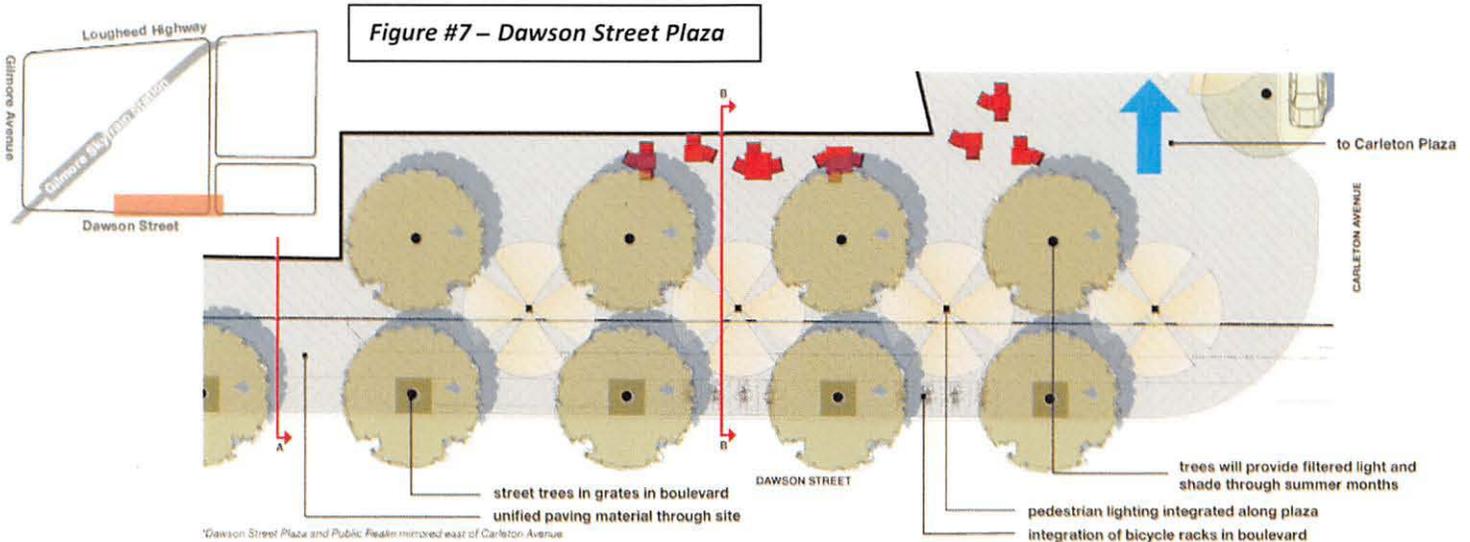
The Dawson Precinct is characterized by finer grained pedestrian oriented uses such as smaller retailers, restaurants and cafés, with opportunities for outdoor patios and displays. Pedestrian access to the station would be accommodated via a two level open air and covered connection from the proposed Carleton Plaza. The proposed form of development is intended to be at a pedestrian scale along Dawson Street with podiums having a typical height of 4 storeys, and up to 7 storeys nearest the SkyTrain Station. As noted, ground floor uses would be retail oriented, with retail, office, institutional and residential opportunities above. The precinct would accommodate four high-rise residential apartment towers ranging in height between 25 and 50 storeys, setback from the podium to maintain the desired pedestrian scaled form along the Dawson Street. Figure #6 provides a conceptual rendering of the form and character proposed for Dawson Street, while Figure #7 identifies the landscape features and elements proposed for the “high street” frontage.



Figure #6 – Dawson Street Conceptual Rendering

Dawson Street is identified as a “High Street” in the Brentwood Town Centre Development Plan. This pedestrian-scaled precinct would serve the day-to-day convenience commercial needs of abutting developing residential neighbourhoods to lessen the need for automobile use. As such, Dawson Street is unique in the Town Centre in that the street will provide for vehicles, on-street parking and pedestrians only, with cyclists accessing the site and SkyTrain Station via Gilmore Avenue, Lougheed Highway, and internal roadways with dedicated bicycle facilities.

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A significant feature of the site is the creation of a new north south road linkage connecting Dawson Street and Loughed Highway. Tentatively named “Carleton Avenue” this road provides the main access into the site, with secondary accesses, right-in right-out, provided on Dawson Street and on Gilmore Avenue. Given the southern exposure of the site to Dawson Street, the new road linkage provides an opportune location for a centralized “Carleton Plaza” to become the social heart of the site. A key concept is that the roadway through the plaza would be elevated to plaza level, to create a flush surface which could be closed during special events, such as farmers markets, increasing the plazas space from 0.4 acres to 0.6 acres in area. During planned road closures access to parking and loading would still be provided from Carleton Avenue north of the plaza, accessed via Loughed Highway.

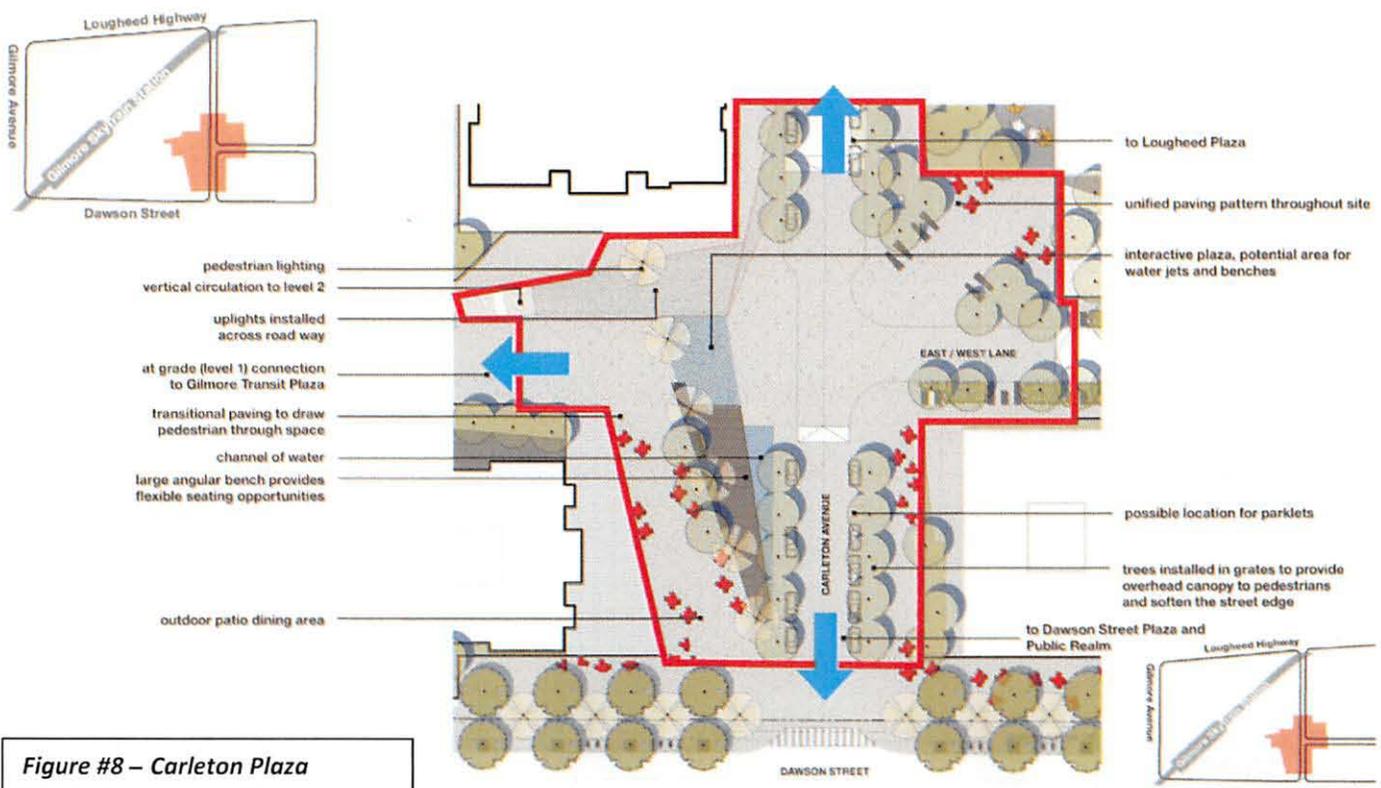
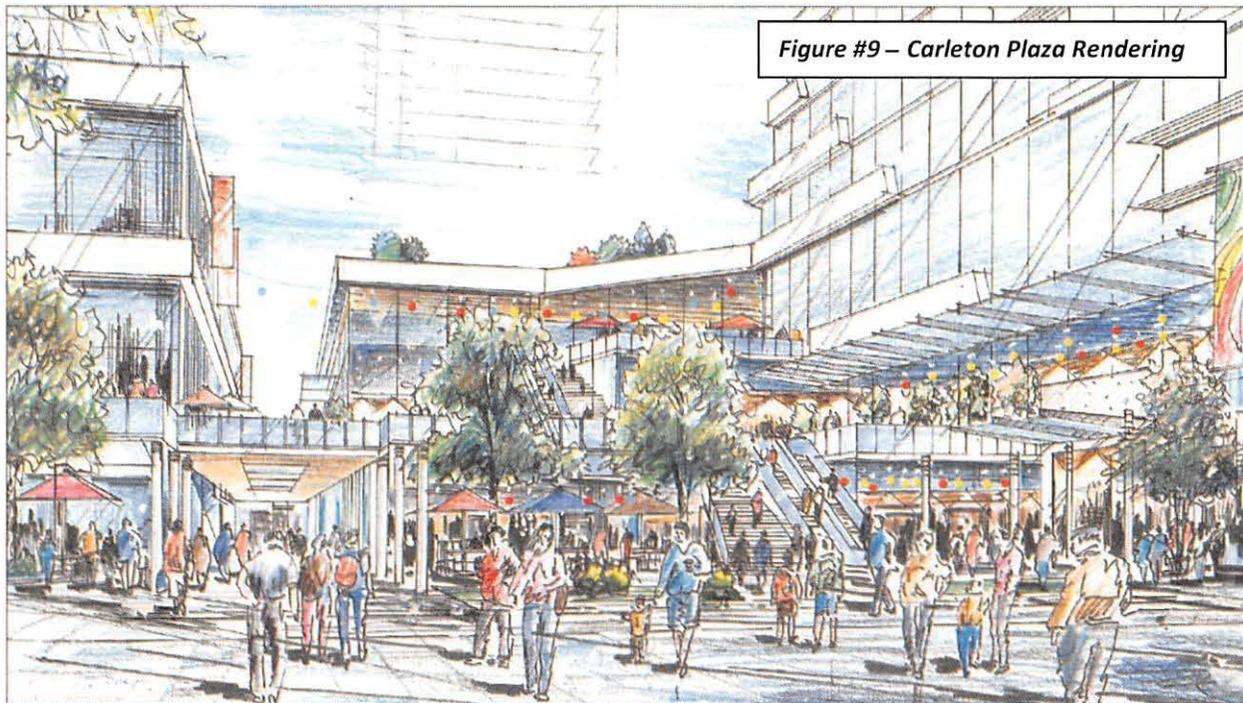


Figure #8 – Carleton Plaza

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Carleton Plaza, as shown in Figures #8 and #9, is the central node of the development, providing the nexus of north/south and east/west pedestrian, vehicle and cycling routes, connecting the site to the broader Town Centre. Carleton Plaza also is a conduit to the SkyTrain Station at two levels, one by way of a grade level portal linking Carleton Plaza to the Gilmore Plaza, another at the second level accessible by stairs, elevators and escalators, which leads directly to the concourse ticketing level of the SkyTrain Station.



The Lougheed Precinct

The Lougheed Precinct is the commerce focused zone of the Gilmore Station Area. Accommodating three office buildings, two stand alone and one mixed-use, in addition to the minimum overall site's office commitment of 46,451.52 m² (500,000 sq.ft) prior to completion of the residential program, this area could accommodate an additional 46,451.52 m² (500,000 sq.ft) for a potential total of 92,903.04 m² (1,000,000 sq.ft.) of office on site. As noted, the area is identified to accommodate one mixed use tower on the east side of Carleton Avenue comprised of a three level retail podium, a 10 +/- store office component and a 25-40 storey apartment building. To the east of Carleton Avenue are the two existing 8 storey office buildings, which are intended to remain in the interim. As large tenant, office users become available, these towers will be redeveloped into two new office towers ranging in height between 25-35 storeys to accommodate corporate head office, high-tech, governmental, incubator and start up office space. The goal is to maintain flexibility by enabling office users to grow on site to suit their space needs. In addition to the strategic location of the site for office uses, given its proximity to transit, a high level of office amenities are proposed including restaurants, fitness, end-of-trip facilities and an extensive amenity deck for outdoor leisure and sports to attract local,

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regional, national and international businesses with 5,000 to 7,500 new jobs. The continuation of Carleton Avenue north to Lougheed Highway provides the primary vehicle, pedestrian and cycling access to the Lougheed Precinct. At the intersection of Carleton Avenue and Lougheed Highway a further entry gateway plaza is proposed, as shown in Figures #10 and #11, which takes advantage of the SkyTrain guideway as weather protection. This plaza area provides opportunities for seating, bicycle storage, public art and wayfinding. Customized lighting of the SkyTrain columns and guideway are also proposed to further animate this area and provide a welcome beacon into the site during the evening.

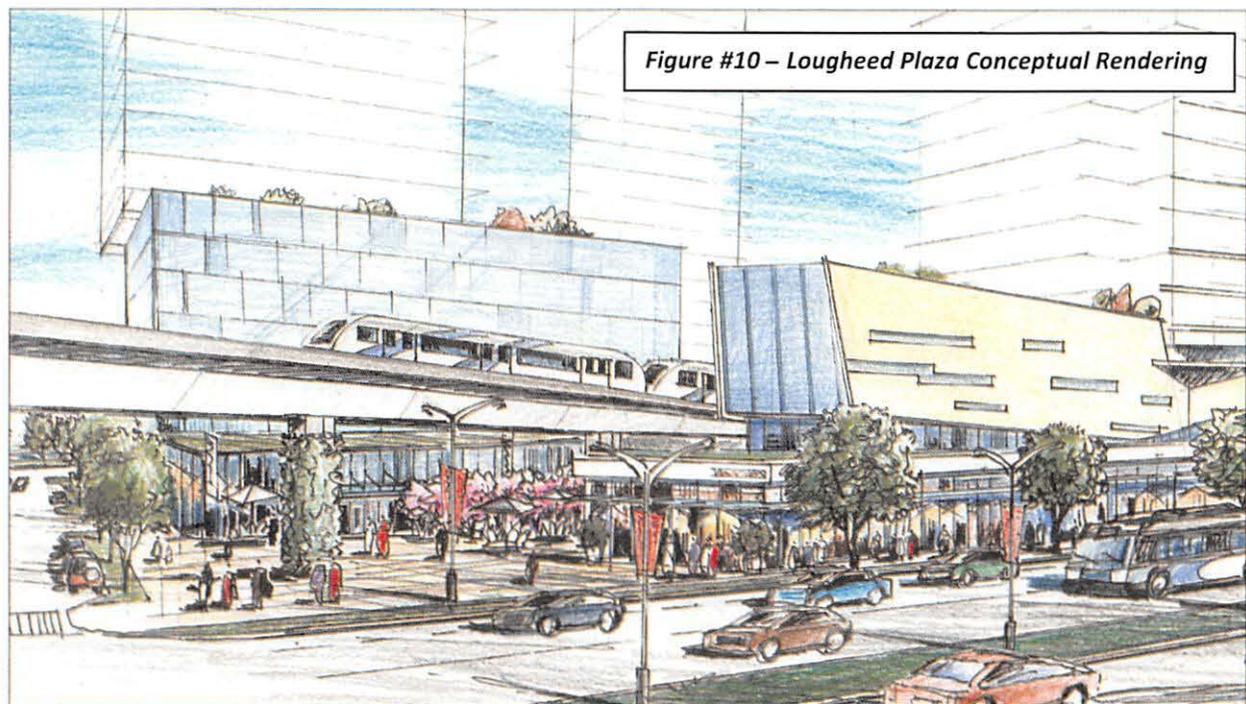


Figure #10 – Lougheed Plaza Conceptual Rendering

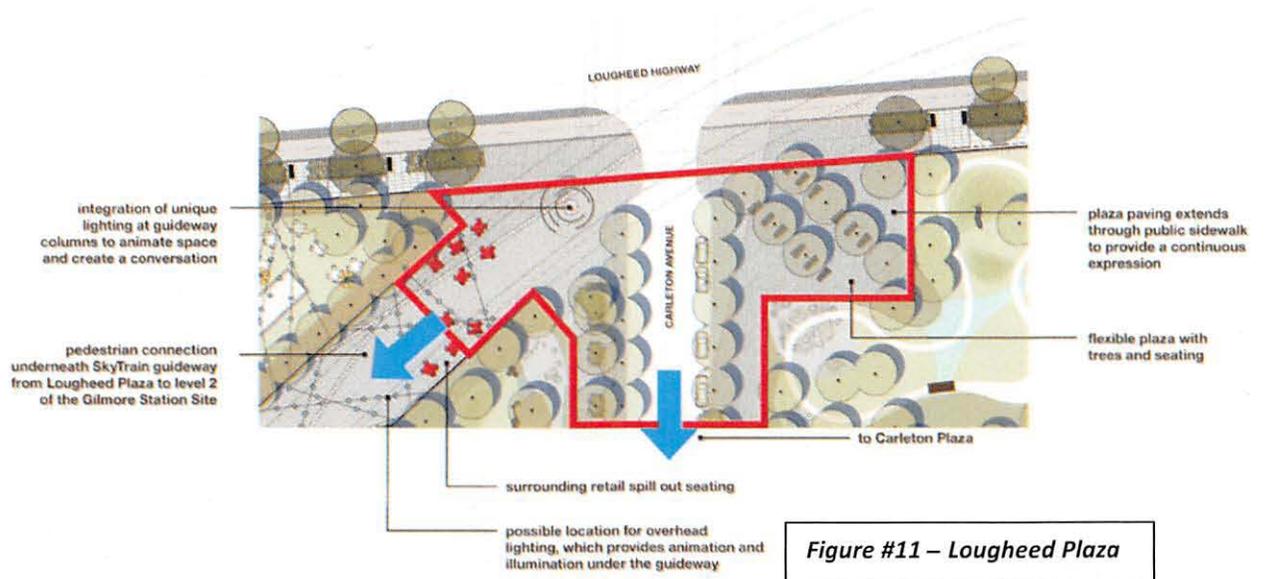


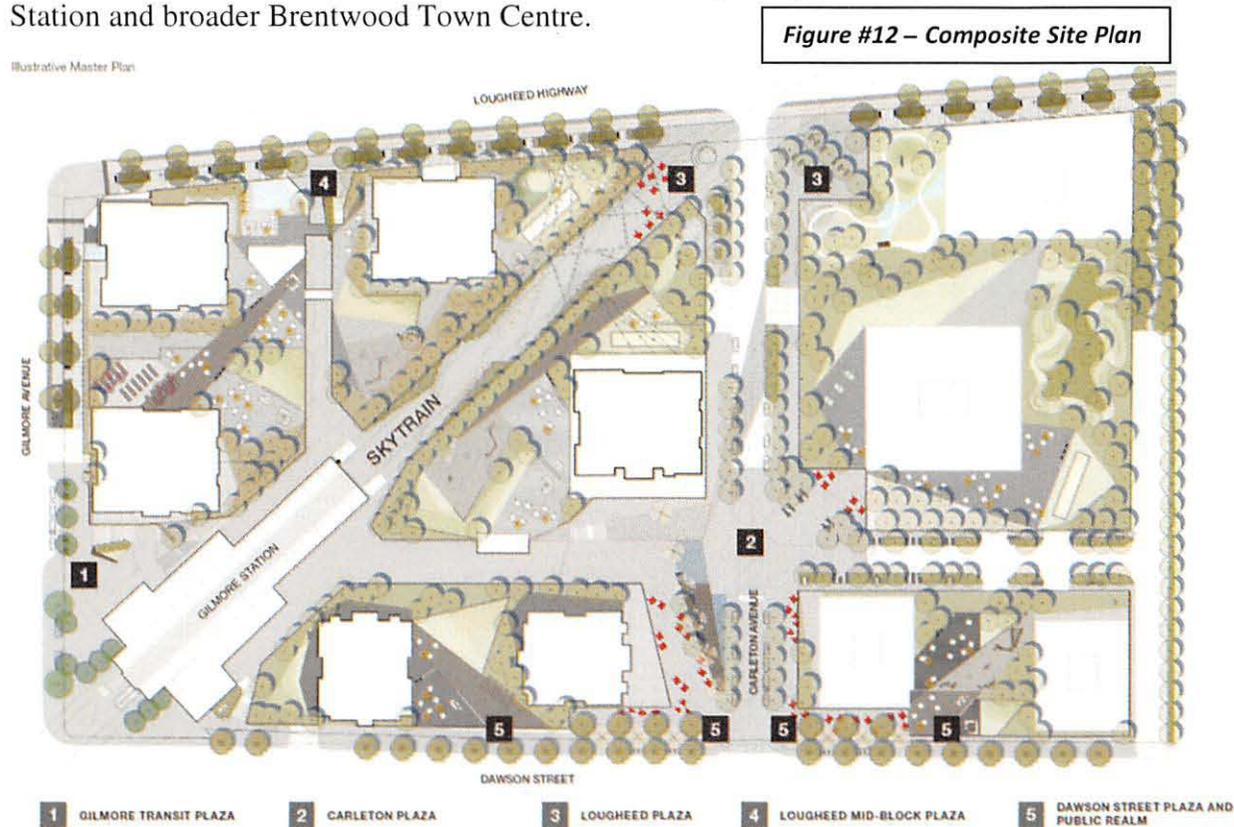
Figure #11 – Lougheed Plaza

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The benefits of the plaza’s weather protection extends from the intersection of Lougheed Highway and Carleton Avenue into the site by way of a pedestrian and cycle pathway under the SkyTrain guideway, leading directly into the SkyTrain concourse/ticketing area. The proposed pathway will be open to the air, but weather protected by the guideway. To minimize noise of the SkyTrain, sound reducing materials will be employed. The pathway is intended to be animated with commercial access, seating, theme lighting and public art.

Composite Site Plan

The overall concept for the site is to see its eventual transition from a primarily vacant and underutilized area, with a unique opportunity of having a SkyTrain Station on-site, to a retail, office, entertainment and residential hub that is fully integrated with the Gilmore SkyTrain Station and broader Brentwood Town Centre.



As shown in Figure #11, upon completion, the 5.05 hectare (12.48 acre) site would accommodate up to 7 residential apartment towers, 1 mixed-use office/residential tower and 2 stand-alone office towers, and will employ in the range of 2,500 new retail and 5,000 new office employees. The form of development is identified to terrace downward from the northwest to the southeast, with the corner of Lougheed Highway and Gilmore Avenue accommodating the tallest building acting as a gateway into the Brentwood Town Centre. All uses are connected directly to the Gilmore SkyTrain Station, linking users to other destinations throughout Burnaby and the region. To complement the broad mix of uses and integration with transit, an extensive open space network is proposed, with the contribution of 5 public plaza spaces totalling 0.57 hectares (1.4

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acres). Finally, the site’s transition dramatically improves connectivity within the Brentwood Town Centre. Improvements to Lougheed Highway and Gilmore Avenue would accommodate Town Centre standards for separated bicycle and pedestrian facilities, with associated rain gardens; improvements to Dawson Street with broad tree lined sidewalks would encourage pedestrianism and sidewalk cafes along its frontages; and the creation of a new road between Dawson Street and Lougheed Highway, “Carleton Avenue”, would break up this monolithic block, providing greater permeability into the site.

4.0 PROPOSED TOWN CENTRE PLAN AMENDMENT

4.1 As noted, the block bound by Lougheed Highway, Dawson Avenue, Gilmore Avenue and Madison Avenue is currently identified in the Brentwood Town Centre Development Plan for Commercial (C3 General Commercial District), Medium Density Mixed Use (C9 Urban Village Commercial District) and High Density Multiple Family (RM5s Multiple Family Residential District) (see *attached* Sketch #3 and Figure #13).

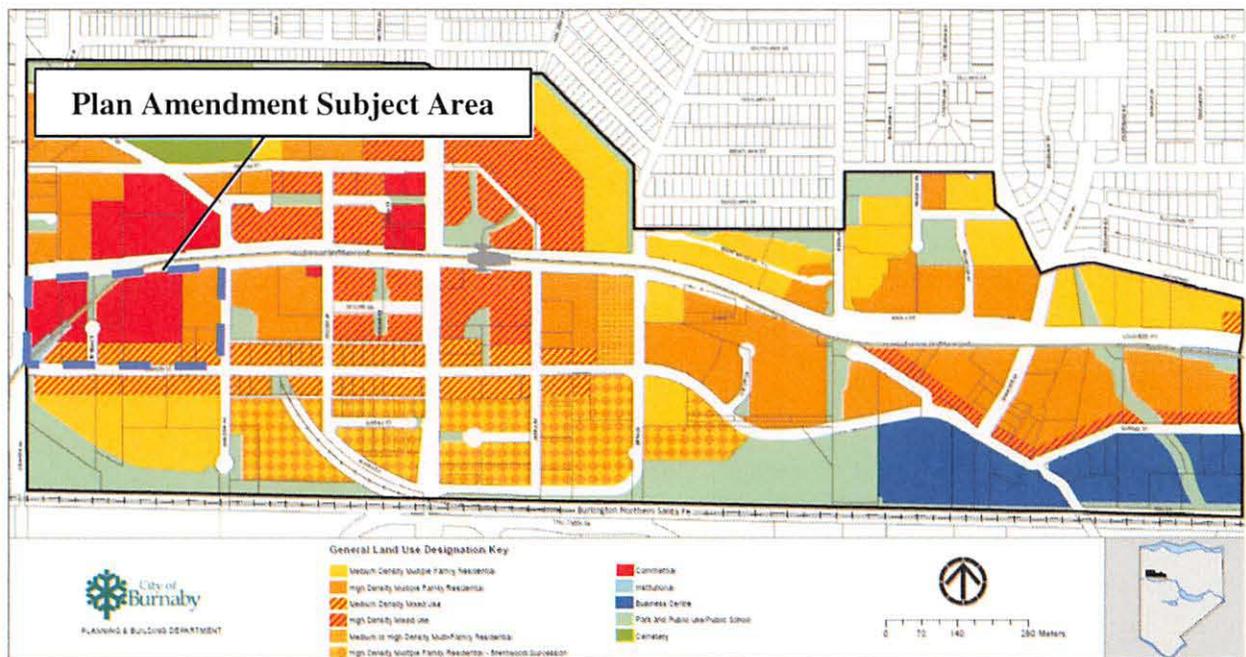


Figure #13 – Current Brentwood Land Use framework updated to 2015

The subject site, however, through Rezoning Reference #00-25 is limited to the C3 General Commercial District and C9 Urban Village Commercial District as guidelines. The master planning process has identified that a unique opportunity for the Gilmore Station Area to become a signature transit integrated development, transforming this underutilized and primarily vacant site on the western gateway of the Brentwood Town Centre into an employment and activity hub centered around the Gilmore SkyTrain Station. A fundamental goal of the Gilmore Station area’s redevelopment is to achieve a balanced mix of residential, retail, open space and high employment office uses. To achieve these goals, the block is proposed to be developed in a compact urban form,

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reflective of surrounding contextual high-density land use designations and similar building forms. The concepts and visions for the site’s redevelopment envision a unique place within the Town Centre, achieved through the expression of dynamic architecture and exceptional public realm design that is engaging, inclusive and inspiring, where employment and living coexist and benefit one another in the same area. Figure #14 below identifies the proposed amendment to the plan, which is consistent with original office and high-density residential mixed-use designation of the site in the 1996 adopted Brentwood Town Centre Plan, while introducing a continuous retail frontage along Lougheed Highway to Madison Avenue.

The proposed Town Centre Plan amendment includes the land use designations of the RM5s Multiple-Family Residential District and C3 General Commercial District as guidelines (see *attached* Sketch #4 and Figure #14).

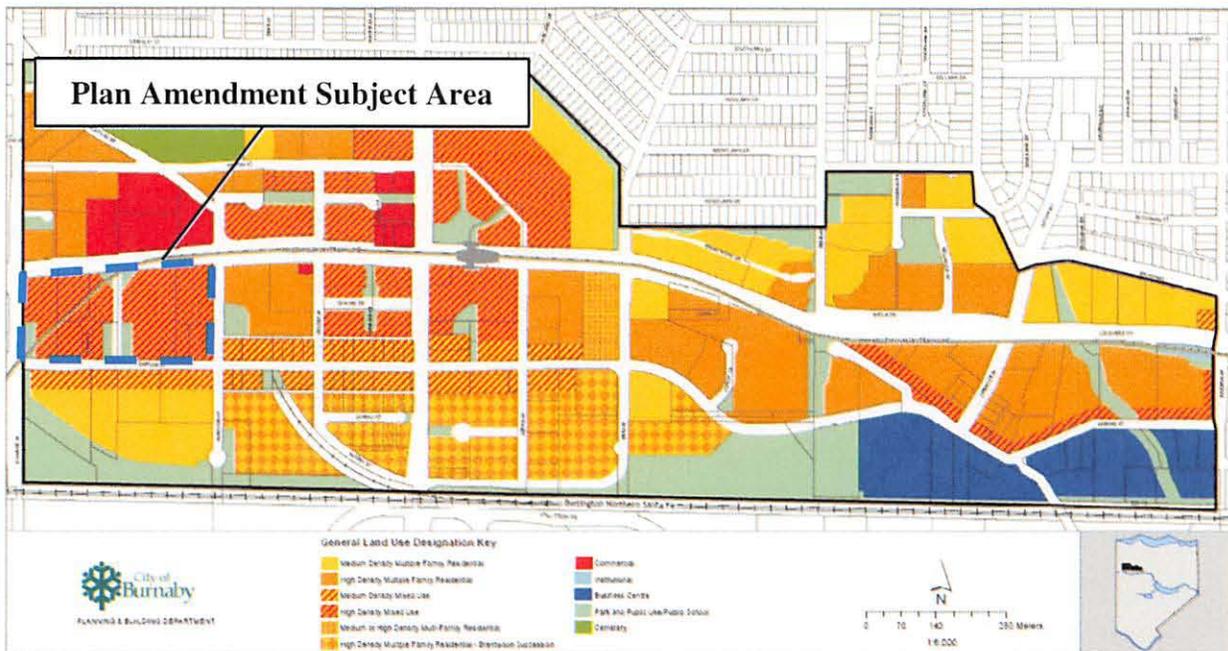


Figure #14 – Proposed Brentwood Town Centre Plan Amendment

In terms of the governing allowable density the block, a maximum residential floor area ratio of 5.0 FAR (inclusive of a 1.6 FAR density bonus) and a maximum commercial floor area of 6.0 FAR would be applicable to the entire area, net of road dedications.

- 4.2 Details on the public consultation process connected with the proposed Town Centre Plan amendment are outlined in Section 5.0 of this report. The following section outlines the preliminary development concept in accordance with the proposed plan amendment.

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5.0 PUBLIC CONSULTATION

Based on the aforementioned Master Plan Concept and proposed plan amendment, a report was advanced to the regular meeting of Council on 2015 March 02 outlining a proposed public consultation process to obtain input in advance of the completion of the Conceptual Master Plan. The completed public consultation process included two open houses held on Tuesday, 2016 January 12, the first between 9:00 a.m. and 3:00 p.m. in the Burnaby City Hall foyer, and the second between 5:00 p.m. and 8:00 p.m. on site at 4180 Lougheed Highway. In advance of the open houses, an information postcard summarizing the proposed concept was mailed to approximately 5,000 residents and property owners in the area bound by the properties fronting Gilmore Avenue, Halifax Street, Willingdon Avenue and the BNSF Rail line. The postcard directed interested parties to the City's Gilmore Station subpage (www.burnaby.ca/gilmore-station), which included an invitation to attend the open houses, the adopted Brentwood Town Centre Development Plan, Council's adopted reports regarding the site's redevelopment, the open house presentation boards, and a questionnaire to solicit community feedback. To invite interested parties outside of the circulation boundary, advertisements of the open houses were also posted in the Burnaby Now and on the City of Burnaby main webpage. For those that were unable to attend either of the open house times, staff were also available at the Planning Department to provide detailed information on the concept and proposed plan amendment.

At the initial open house at City Hall, 45 attendees signed-in. At the second open house on-site, 85 attendees signed in. The City received a total of 40 responses to the questionnaire, with 8 paper submissions, 30 online submissions and 1 email submission.

The feedback received at the open houses and survey questionnaires indicated general public support for the concepts and vision for the proposed Gilmore Station Area redevelopment concept. Feedback on a variety of topics was received in both open houses, and summarized into the five themes outlined in the questionnaire:

1. Vision and Principles
2. Transit Integration
3. Employment Growth
4. Open Space Network
5. Residential Mix

Vision and Principles – Comments were supportive of the well thought out and comprehensive nature of the vision and principles, with their focus on transit integration, employment and open spaces. The Master Plan infuses this vision and these principles throughout the document through the proposed siting of commercial and residential uses near transit, employment zones to capitalize on future office growth, and the strategic location of open spaces to maximize on activity nodes.

Transit Integration – Comments were supportive of improved transit integration given the site's strategic location, but cautioned focusing solely on transit and not providing the necessary pedestrian and cycling linkages, or appropriate vehicular access points to mitigate potential

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traffic impacts. The Master Plan addresses this concern by proposing streets and internal roadways with extensive pedestrian and cycling linkages, as well as clearly legible vehicle access points supported by a comprehensive transportation study.

Employment Growth – Comments were supportive of the proposed employment growth targets, but several responses noted that in order to attract top employers, area amenities and services are a necessary. Further, such improved services and amenities must benefit area residents, creating a lively vibrant place to work and live. The Master Plan addresses this issue with the balanced mix of uses proposed, providing opportunities for office, retail, institutional and residential development to serve the existing and future needs of the community.

Open Space Network – Comments were very supportive of an expanded open space network within the area, with some comments noting the need for these public spaces to be universally accessible, well connected with one another, and provided with appropriate weather protection so that they can be enjoyed by the greatest number of patrons. The Master Plan addresses these points by ensuring that the proposed public open spaces are located on the ground level and can be accessed by people of all abilities, they are connected to one another by sidewalks and pathways on many levels that are universally accessible by strategically located elevators and escalators, with all being partially covered to allow for weather protection throughout the year.

Housing Mix – Comments were generally supportive, recognizing the need for high density housing near transit. Specific comments noted the need for accessible housing for people of all ages and abilities, a significant mix of housing for all stages of life including larger family units, and the need for energy efficient housing to be more environmentally responsible. The Master Plan addresses these points by meeting or exceeding the City’s requirement that 20% of the housing units be adaptable to persons with disabilities, by providing a broad range of unit types from more affordable studio and one bedroom units for first time home buyers, to larger three + bedroom units to suit families with children. Energy efficiency is one of the sustainability goals of the proposed development. As part of the detailed design, opportunities for geothermal heating and energy sharing will be reviewed to improve the energy efficiency of the commercial and residential buildings on site.

Following the initial public input process, City staff took the feedback obtained via the questionnaire and continued to work with the applicant, and their consultants, to refine the concepts and vision for the proposed Gilmore Station Area – this work has been compiled in the draft Conceptual Master Plan proposed to be brought forward to Public Hearing.

As previously approved by Council, to complete the public input process, a staffed display at the City Hall foyer in advance of the Public Hearing will be held for the public to view the proposed Master Plan document, and have any questions answered by staff. The opportunity to view the Master Plan at City Hall would be advertised in the Burnaby Now, and on-line through the City’s website. The Master Plan will also be located at www.burnaby.ca/gilmore-station for public viewing. Consistent with the City’s Public Hearing process, the Master Plan will also be made available for viewing at the Planning Department.

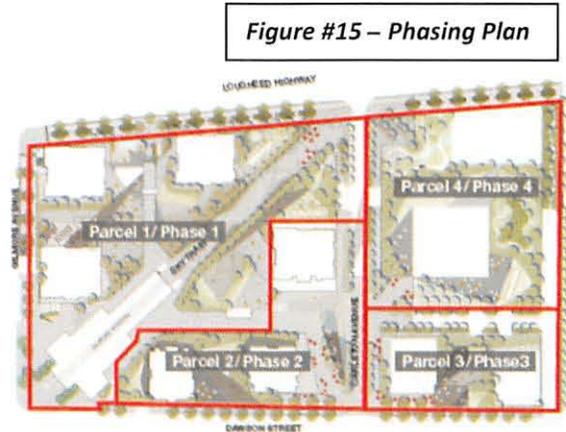
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6.0 GENERAL COMMENTS

6.1 Phasing and Servicing

In general terms, the approach is to phase the development of the site into four main phases as shown in Figure #15. It is anticipated that each phase would be brought forward as a single, or related grouping of rezoning applications.

Phase I involves the development of three apartment towers, with retail, office and service uses on three levels fronting Lougheed Highway and Gilmore Avenue. A portion of Carleton Avenue will be constructed as part of this initial phase. Phase II involves the development of two apartment towers atop a typically four storey retail, office and residential podium fronting Dawson Street, and a mixed office and apartment tower atop a two storey retail and office podium fronting Carleton Avenue. Phase III involves the development of two apartment towers atop a two to four storey retail, and residential podium. Phase IV involves the redevelopment of the two existing office buildings on site with two new office towers atop a one to three storey retail and office podium. Frontage services on Lougheed Highway, Gilmore Avenue, Dawson Street and Carleton Avenue, will be triggered by each phase of development. It is envisioned that the four phases and their adjacent service provisions would be completed over a 15-20 year period. However, the exact timing of development is reflective of prevailing market conditions.



6.2 Site Densities

Site densities are determined based on net site area after dedications and land exchanges for road rights-of-way have been achieved. Given the site’s Town Centre location, the applicant proposes utilizing the amenity density bonus provisions indicated within the Zoning Bylaw. The following zoning districts and densities shall apply:

Zoning District	Site Area (sq.ft)	Maximum FAR	Maximum Bonus FAR	Maximum Bonus GFA	Maximum GFA
RM5s Multiple-Family Residential District	533,607	5.0	1.6	853,771	2,668,035
C3 General Commercial District	533,607	6.0	N/A	N/A	3,201,642
Total	1,078,876	11.00	1.6	886,301	5,869,677

Table #1 - Permitted Density Maximum

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The overall preliminary residential and commercial gross floor areas proposed by building and phase are as follows:

Phase	Area (sq.ft.)	Towers	Height Range (Storeys)	Residential GFA Range (sq.ft.)	Office GFA (sq.ft.)	Commercial GFA (sq.ft.)
Phase I	224,990					
		Tower 1	40-55	340,000 – 550,000		
		Tower 2	55-65	550,000 – 650,000		
		Tower 3	40-55	340,000 – 550,000		
Proposed Phase I Total				1,486,758	TBD	100,000
Phase II	101,795					
		Tower 4	25-50	165,000 – 500,000		
		Tower 5	25-50	165,000 – 500,000		
		Tower 6	30-50	200,000 – 500,000		
Proposed Phase II Total				722,476	331,518	50,000
Phase III	69,465					
		Tower 7	25-40	165,000 – 350,000		
		Tower 8	25-40	165,000 – 350,000		
Proposed Phase III Total				458,801	TBD	15,000
Phase IV	137,688					
		Tower 9	20-35	0	TBD	
		Tower 10	20-35	0	TBD	
Proposed Phase IV Total				0	168,482	20,000
TOTAL	533,938	10	25-65	2,668,035	500,000	185,000

* Density Bonus will be determined on a typical 68% Base, 32% Bonus calculation

Table #2 - Proposed Density Allocation

A density allocation covenant will guide each phase of development in accordance with Tables #1 and #2, above. It is acknowledged that specific Gross Floor Areas of each building may be amended through site specific rezonings, but shall not exceed the maximum density identified for the site as indicated in Table #1. It is further noted, that the applicant may choose to increase the office and retail component through site specific rezonings insofar that it does not result in an increase in the number of buildings on site or their permitted maximum height range.

To allow for architectural bulk and massing amendments for each site specific rezoning, a gross floor area transfer between buildings and between phases is proposed. However, height maximums outlined in the Conceptual Master Plan would not be affected by the potential transfer of floor area, or the intent to terrace the building form downward from the northwest to the southeast.

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6.3 Design Guidelines

In addition to the Conceptual Master Plan for the site, a companion set of Design Guidelines has been provided, establishing architectural, landscape, signage and environmental guidelines for the overall site. The guidelines are required to provide consistency over the multiple phases and the many years it is anticipated to complete the site's redevelopment. Guidelines will be provided for:

- Building Setbacks
- Building Projections
- Building Heights
- Residential Tower Footprints
- Site Grading
- Sidewalk and Pathway Standards
- Road and Pathway Cross Sections
- Commercial Facades
- Signage
- Landscape Treatment
- Public Art
- Site Lighting
- Universal Accessibility

These standards are not intended to restrict the architectural expression of the project as design aesthetics will change over time. It is, however, intended to encourage a language of unifying elements amongst the architecture, landscape architecture, and public realm that will guide individual designs for the site regardless of the designer, owner or applicant in the future.

6.4 Sustainability

The Master Plan concept is deeply rooted in a sustainable development approach. At its core, the concept proposes the transition of this vacant and underutilized site into a walkable, engaging, mixed-use green community with unparalleled linkages to SkyTrain, as illustrated in Figure #16.

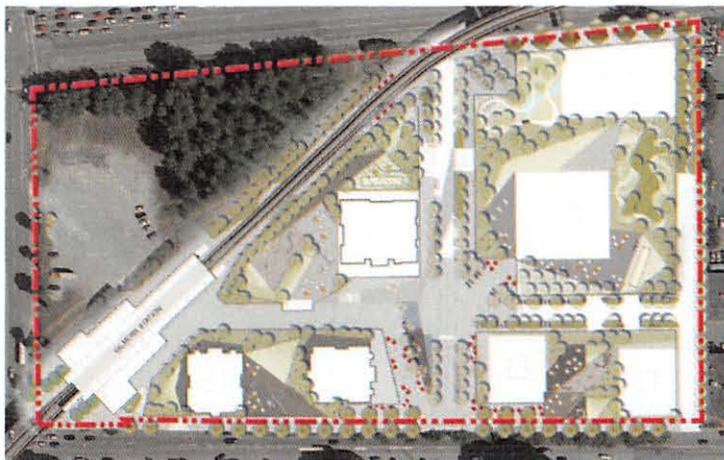


Figure #16 – Site Transition

In regard to the built form, the concept proposes a Leadership in Energy and Environmental Design - Neighbourhood Development (LEED - ND) Gold Rating, with the goal of making substantial improvements to the site's local ecosystem, public health and liveability on a neighbourhood scale. In addition to the site as a whole, it is proposed that individual buildings pursue their own

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environmental targets, in line with the goals of the Environmental Sustainability Strategy, with specific green building initiatives, including reviewing options for energy sharing and geothermal heating.

The concept also proposes specific Economic and Social Sustainability goals in line with the City's Economic Development and Social Sustainability Strategies, including proposing a broad continuum of housing types and tenures to meet the needs of residents of varying age groups, income levels and family types; ensuring universal access throughout the site for people with mobility challenges; designing safe and comfortable public spaces based on Crime Prevention Through Environmental Design (CPTED) principles; ensuring seamless integration between businesses and residents to improve access to services; and supporting local economic development during both the construction and operating phases of the development.

6.5 *Parking and Loading*

The development proposal is intended to meet the required Burnaby Zoning Bylaw parking ratio of 1.1 spaces per residential unit (0.1 of which is for visitor parking) and one space per 46 m² (495.16 sq.ft.) for all commercial retail and office uses. To support the residential and commercial parking ratio, the developer will provide for transportation alternatives including the provision of two zone, two year, transit passes (compass cards) to no less than 15% of residential strata units, to be made available to residents seeking an alternative to car use and ownership. Secondly, the proposed development would provide twice the required secured bicycle parking (2 bicycle storage lockers per unit). Thirdly, the provision of on-site car share for strata members (1 car and stall per 100 units) would be pursued. Finally, the development would provide 10% of off street residential parking as level 2 charging stations, including all necessary wiring, electrical transformer and mechanical ventilation modifications. The provision of on-site car share and EV plug-in options provides residents with greater opportunities for transportation alternatives that reduce single occupancy vehicle usage and greenhouse gas emissions. The development proposal would provide commercial loading in accordance with the Burnaby Zoning Bylaw and one residential loading space per 200 units.

6.6 *Density Bonusing*

Given the site's Town Centre location, the applicant is proposing to utilize the supplemental amenity density bonus provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.6 FAR. As part of each site specific rezoning, the Legal and Lands Department would determine a value of the future density bonus. Alternatively, the applicant has the opportunity to establish a value as part of the Phase I site specific rezoning application, with an annual interest over the posted RBC Prime rate, as determined by the Director Finance, to be remitted quarterly to the City on the unpaid balance of the remaining density bonus for future phases. In accordance with Council's adopted Community Benefit Bonus Policy, it is recommended that the community benefit funds be received as an undesignated cash contribution-in-lieu for the future provision of a community benefit.

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Under the Priority Amenity Program, the community benefit funds received will be directed into the Brentwood Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council, including a new Brentwood Community Centre and Willingdon Parkway. Consideration may also be given toward the use of community benefit funds toward on-site amenities as requested by Council.

In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund to support non-profit housing in Burnaby.

6.7 Site Servicing

A Master Servicing Plan will be required to be completed as part of the Master Plan process. However, all required services to serve the site will be obtained as part of each phase's initial site specific rezoning application. At the time of each rezoning, the Director Engineering will assess the need for any required services to the site, including, but not necessarily limited to:

- construction of Lougheed Highway across the development frontage to its final Town Centre arterial standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of Gilmore Avenue to its final Town Centre collector road standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of Dawson Street to its final Town Centre Dawson High Street standard with separated sidewalks, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- construction of Carleton Avenue on a statutory right-of-way to its final Town Centre local road standard with separated sidewalks and bicycle lanes, street trees, rain gardens, street and pedestrian lighting, and related public amenities;
- site design and proportionate contribution toward replacement of the Gilmore Avenue sanitary pump station proportionate contribution toward replacement of the Gilmore Avenue sanitary pump station;
- proportionate contribution toward proposed Madison Avenue pedestrian and cycling overpass; and,
- storm, sanitary sewer and water main upgrades as required.

6.8 Road Dedications

To support the foregoing servicing requirements, road dedications are required on Lougheed Highway, Gilmore Avenue and Dawson Street. As dedication requires appropriate site remediation to City standards, frontage dedication will be taken at the time of each site specific rezoning application. As part of Phase I, an approximate 8.5 m (28ft.) dedication on Lougheed

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Highway, 3.0m (10 ft.) dedication on Gilmore Avenue, and 2.0m (6.5 ft.) dedication on Dawson Street will be required as part of the subject rezoning application.

6.9 Road Closure

The consolidation of the proposed development site includes the closure of the Totem Court road right-of-way. The road closure area measures approximately 1,838 m² (19,784 sq.ft.), which would be achieved through a Highway Closure Bylaw. Given the Lougheed Highway, Gilmore Avenue and Halifax Street dedications from the site would exceed the road closure area, the Totem Court right-of-way will be transferred to the applicant at no cost, with the exception of the necessary Property Transfer Tax requirements. Further authorization to prepare a road closure plan would be sought as part of the Phase I site specific rezoning application. The Highway Closure Bylaw would be advanced through four readings of Council and will be advertised for a period of four weeks in line with Local Government Act requirements.

6.10 Adaptable Housing

The developer is required to provide a minimum of 20% of total number of single-level residential units as accessible suites, in line with the Council-adopted Adaptable Housing policy. Handicapped parking stalls in accordance with BC Building Code Requirements will also be required. Residential handicap parking stalls would be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

6.11 Geotechnical Analysis

The developer is required to provide a Master Geotechnical analysis 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.

6.12 Required Easements, Covenants and Statutory Rights-of-Way

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

- Section 219 Covenant for provision of a Master Stormwater Management Plan for the entire Site;
- Section 219 Covenant to allocate development densities across the overall site;
- Section 219 Covenant ensuring that the site can be used safely in accordance with the approved geotechnical report, and that the project does not draw down the water table;
- Statutory right-of-way guaranteeing public access to the proposed Carleton Avenue, connecting Lougheed Highway and Dawson Street; and,
- Easement guaranteeing reciprocal access between the existing and future lots of the subject development.

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6.13 Acoustical Analysis

As part of each site specific rezoning application, the applicant is required to provide an acoustical study due to the proximity of the subject site to the Millennium SkyTrain Line and Lougheed Highway, showing that the proposed development would meet the Council-adopted noise criteria.

6.14 Tree Bylaw

As the site will be extensively excavated for the proposed development and site remediation, an arbourist's report and tree survey will be required prior to Final Adoption identifying on-site trees to be removed or retained. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.

6.15 Stormwater Management

A master conceptual stormwater management plan is required for the site. A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system, the deposit of sufficient monies to guarantee the provision, as well as a Section 219 Covenant to guarantee its provision and continuing operation will be required through each phase of development.

6.16 Site Profile and Environmental Remediation

Given the site's current heavy industrial uses, a site profile application and resolution of any resultant conditions is required. Any required road dedication areas must be provided to the City with a numerically based Certificate of Compliance issued by the Ministry of Environment.

6.17 Comprehensive Sign Plan

A Comprehensive Sign Plan detailing sign numbers, locations, sizes and attachment details of proposed signage will be required as part of the Conceptual Master Plan and Design Guidelines. Through the Master Plan rezoning, the Comprehensive Sign Plan will allow for variances to the Burnaby Sign Bylaw in regard to the permitted number and types of signage on any given frontage. The overall permitted area of signage will be consistent with the Burnaby Sign Bylaw. In line with similar master plan rezoning applications for Station Square, Brentwood Mall, SOLO District and Lougheed Core Area, a Comprehensive approach to signage with specific permitted variances allows for more expressive and creative signage that is better integrated with the architectural, landscape and public art proposals for the site.

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6.18 Construction Management and Access Plan

A detailed construction management and access plan, to the approval of the Director Engineering, is required prior to Final Adoption. This plan will outline crane locations, crane swing areas, excavation access and egress, material delivery and staging areas, concrete pouring areas, and potential temporary road closure areas during construction. The construction management and access plan will assist in minimizing traffic disruptions as well as mitigate noise and dust impacts during construction.

6.19 Development Cost Charges

Development Cost Charges including the Burnaby School Site Acquisition Charge, Parkland Acquisition Charge and GVS&DD Sewerage Charge will be required in conjunction with each individual phase of development.

7.0 CONCLUSION

The subject rezoning amendment proposes a conceptual Master Plan for the Gilmore Station Area at the southeast corner of Gilmore Avenue and Lougheed Highway. As one of the key sites within the Brentwood Town Centre Development Plan, since its adoption in 1996 the plan has identified the site for both high-density residential development and high quality commercial and office uses related to the street. The concept, established through the Gilmore Station Master Plan, realizes this initial intent by proposing a truly unique place within Burnaby, with ability to become a residential, commercial and office hub, for Brentwood, and the City as a whole. Unparalleled by any other single site in the City, the development provides the opportunity to accommodate upwards of 1,000,000 sq.ft. of purpose built office space and create 5,000-7,500 new jobs. The development concept is supported by a dynamic public realm, which includes five new public plaza areas connecting key points of the site to the Gilmore SkyTrain Station, and a new road (Carleton Avenue) connecting Lougheed Highway and Dawson Street. The public realm is complemented by the surrounding built form, which is proposed to comprise seven residential buildings ranging in height from 25 storeys to 65 storeys, one vertically mixed office and residential building and two office buildings, atop a commercially-oriented podium ranging in height from three to seven storeys.

The proposed Master Plan, while generally consistent with recent development proposals in the City in terms of density and form, contemplates development which is differentiated by a creative and innovative approach to the site's design. It exemplifies quality urban design in Burnaby that focuses on a public realm first approach, requiring both residential and commercial buildings to relate to the street, contributing to the high standard expected for future development in the City's Town Centre areas. The concept also proposes exceptional architectural expression, with the intent to serve Burnaby and its citizens in the near term and well into the future. Most importantly, the interplay of land use, urban design, place-making, architecture, landscape architecture and signage showcases a highly creative approach to development within the Brentwood Town Centre. In light of the complexity of this site's redevelopment, and the foresight undertaken as part of this Master Plan to guide development over the next 15-20 years,

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the proposal is considered supportable by staff and is recommended to advance to Public Hearing. Upon Council granting Second Reading to the subject rezoning application, the Brentwood Town Centre Development Plan would be amended to reflect the densities and land use designations presented in the current development proposal.

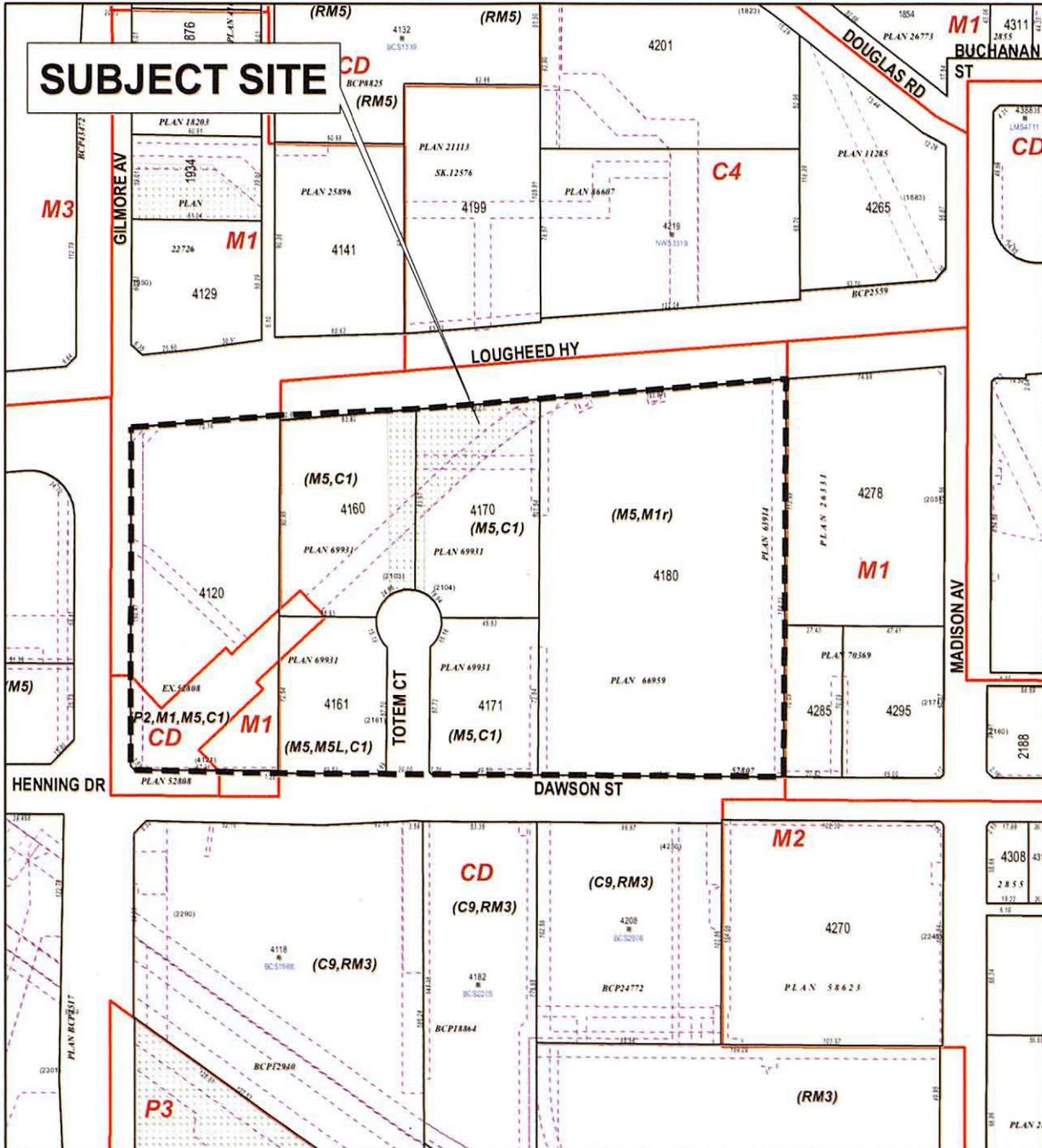
As the Master Plan concept is proposing only general development guidelines, no specific development is provided for approval by the subject rezoning application. Subsequent approval by Council for specific development proposals in line with the Master Plan is required, including the submission of subsequent proposals to a Public Hearing.



Lou Pelletier, Director
PLANNING AND BUILDING

JBS:spf/sla
Attachments

cc: Director Finance
Director Parks, Recreation and Cultural Services
Director Engineering
City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT

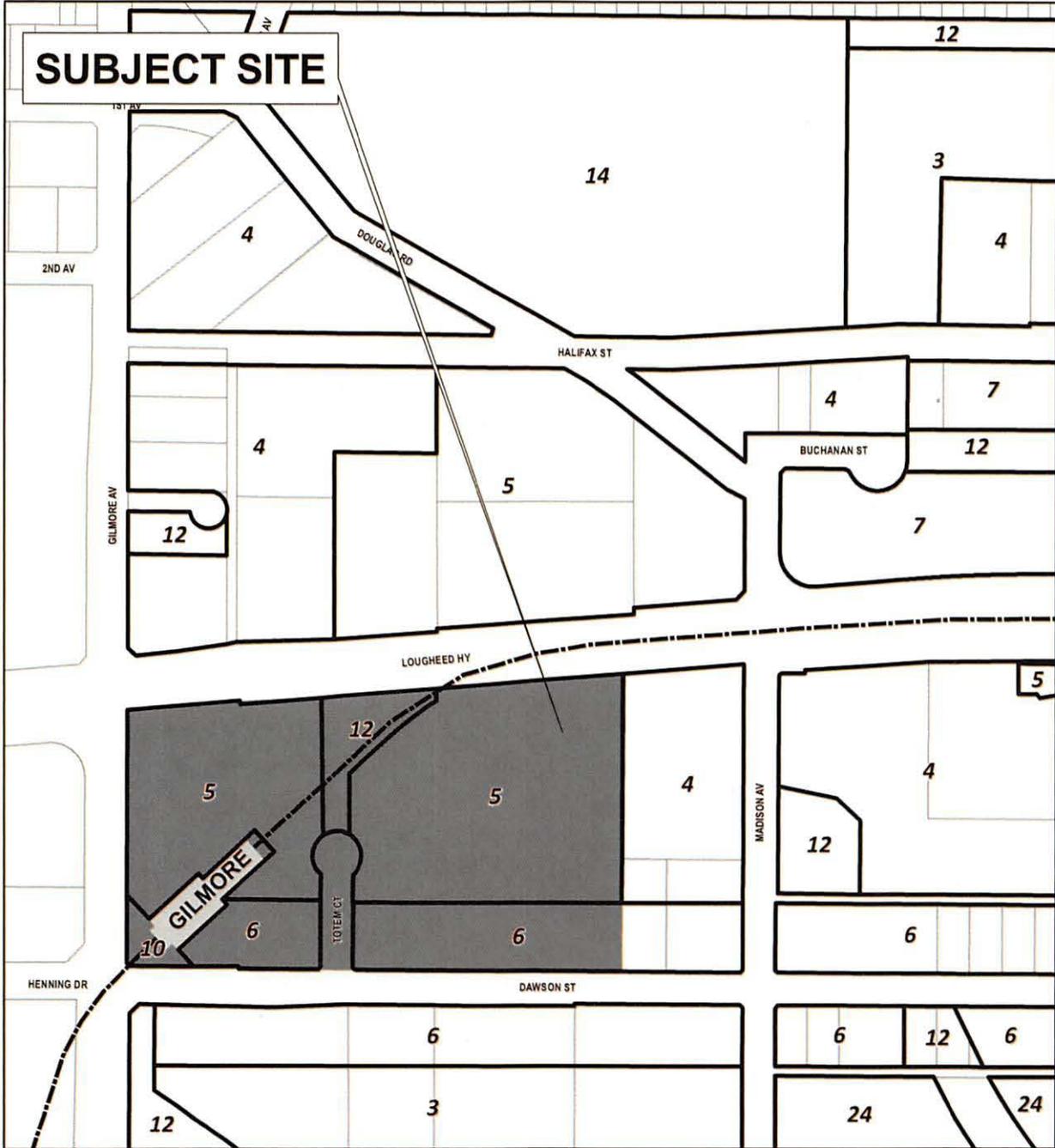


DATE:	MAR 10 2016
SCALE:	1:3,000
DRAWN BY:	AY

REZONING REFERENCE #14-21
4161 AND 4171 DAWSON STREET
4120, 4160, 4170, AND 4180 LOUGHEED HIGHWAY

 Subject Site

Sketch #1



- | | |
|---|--|
| 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 - |


 City of Burnaby
 Planning and Building Dept

Brentwood Plan

