



Item .....
Meeting .....2016 November 21

COUNCIL REPORT

**TO:** CITY MANAGER 2016 November 16

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #15-55  
Residential Tower I of Gilmore Station Phase I  
Brentwood Town Centre Plan**

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

**LEGAL:** See Schedule A (*attached*)

**FROM:** M1 Manufacturing District, CD Comprehensive Development District (based on M1, M1r Manufacturing Districts, M5, M51 Light Industrial Districts, C1 Neighbourhood Commercial District and P2 Administration and Assembly District)

**TO:** Amended CD Comprehensive Development District (based on RM5s Multiple Family Residential District and Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled “Gilmore Station Phase 1 – Tower 1” prepared by IBI Group Architects)

**APPLICANT:** Onni Gilmore Holdings Corp. Inc.  
300 – 550 Robson Street  
Vancouver, BC V6B 2B7  
(Attention: Bayan Ferzandi)

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2016 December 13.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2016 November 21 and to a Public Hearing on 2016 December 13 at 7:00 p.m.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of a suitable plan of development.

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- b. The deposit of sufficient monies, including a 4% Engineering Inspection 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 utilization of an amenity bonus in accordance with Section 5.6 of this report.
- e. The granting of any necessary covenants, easements or statutory rights-of-way, including but not necessary limited to:
  - Section 219 Covenant restricting enclosure of balconies;
  - Section 219 Covenant guaranteeing the provision and maintenance of public art;
  - Section 219 Covenant ensuring that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
  - Section 219 Covenant ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
  - Section 219 Covenant ensuring compliance with the approved acoustic study;
  - Section 219 Covenant ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations;
  - Section 219 Covenant ensuring that provided amenity spaces are for the sole use of residents of the Gilmore Station development and are not to be used for commercial purposes; and,
  - Section 219 Covenant restricting the use of guest rooms.
- f. The review of a detailed Sediment Control System by the Director Engineering.

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- g. The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- h. The review of residential loading facilities by the Director Engineering.
- i. The submission of a suitable district energy pre-feasibility study to the approval of the Director Planning and Building is required.
- j. The submission of a sustainability report detailing the initiatives for the development to meets its environmental commitments within the Gilmore Station Master Plan.
- k. The provision of facilities for cyclists in accordance with this report.
- l. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- m. Compliance with the guidelines for underground parking for residential visitors.
- n. The submission of an acoustic study to ensure compliance with the Council-adopted sound criteria.
- o. The submission of a detailed Public Art Plan.
- p. The submission of a detailed construction management plan including a schedule for the construction/development phasing of the subject proposal.
- q. The deposit of the applicable Parkland Acquisition Charge.
- r. The deposit of the applicable GVS & DD Sewerage Charge.
- s. The deposit of the applicable School Site Acquisition Charge.
- t. 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.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit construction of Residential Tower I within Phase I of the Gilmore Station Master Plan site (see Sketch #1 *attached*).

### 2.0 NEIGHBOURHOOD CHARACTERISTICS

The subject residential building is located along Gilmore Avenue just north of the Gilmore SkyTrain Station (see Sketch #1 *attached*). Phase I of the Gilmore Station site measures approximately 20,866.02 m<sup>2</sup> (224,600 sq.ft.) of the total 5.2 hectare (12.9 acre) Master Plan area. The Gilmore Station Master Plan (Rezoning Reference #14-21) received Second Reading by Council on 2016 June 13. A majority of the Phase I site is currently vacant, with the exception of the Gilmore SkyTrain Station and Guideway, and an existing light-industrial building at 4161 Dawson Street. To the west of the site, across Gilmore Avenue, is the Bridge Business Park; to the north across Lougheed Highway, are older service commercial developments; to the east are two office buildings within Phase IV of the Gilmore Master Plan, with an automobile dealership and older industrial buildings beyond; and, to the south, across Dawson Street, are newer high-rise multiple-family and mixed-use developments constructed between 2003 and 2006 (see Sketch #2 *attached*).

### 3.0 BACKGROUND INFORMATION

- 3.1 On 2016 June 13, Council granted Second Reading to Rezoning Reference #14-21, which established approval in principle for the Gilmore Station Master Plan for a phased mixed-use retail, office and multiple-family redevelopment of the Gilmore Station Area.

Upon Second Reading of the Master Plan rezoning, the Brentwood Town Centre Plan was amended to reflect RM5's and C3 designations as development guidelines for lands within the block bound by Lougheed Highway, Dawson Street, Gilmore Avenue and Madison Avenue, including the subject site. The intent of the Master Plan and the Brentwood Town Centre Plan amendment is to facilitate four phases of development on the Gilmore Station site into a high-density, mixed-use area, integrated with transit; with the goal of providing a variety of housing opportunities, a system pedestrian oriented shopping streets, more diverse employment and service opportunities, and significant amounts of public open space.

- 3.2 The subject site is comprised of 4120, 4160, and Portions of 4170, 4180 Lougheed Highway and 4161 Dawson Street (see *attached* Sketches #1 and #2), zoned M1 Manufacturing District, and CD Comprehensive Development District (based on M1, M1r Manufacturing Districts, M5, M51 Light Industrial Districts, C1 Neighbourhood Commercial District and P2 Administration and Assembly District. A majority of the site is vacant, with the exception of an older light-industrial building at 4161 Dawson Street

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and the Gilmore SkyTrain Station. Vehicular access to the site is currently taken from Totem Court via Dawson Street.

3.3 On 2015 July 21, Council received four separate rezoning reports from the Planning and Building Department regarding the rezoning of Phase I of the Gilmore Station Site for its intended commercial component (Rezoning Reference #15-54) and three high-rise apartment towers (Rezoning References #15-55, #15-56 and #15-57). The rezoning reports for commercial component and two other individual residential tower rezonings appear elsewhere on Council’s agenda, and will be brought forward at the same Public Hearing in December. However, the individual towers may proceed to Final Adoption and construction at a staggered pace.

The applicant has now submitted a plan of development for the subject rezoning that is suitable for presentation to a Public Hearing. As noted, the plan of development for the first phase includes both the commercial component and the three residential towers.

3.4 The Gilmore Station Master Plan includes four major development phases. Consistent with the Master Plan, the entire Phase 1 development will be comprised of the following:

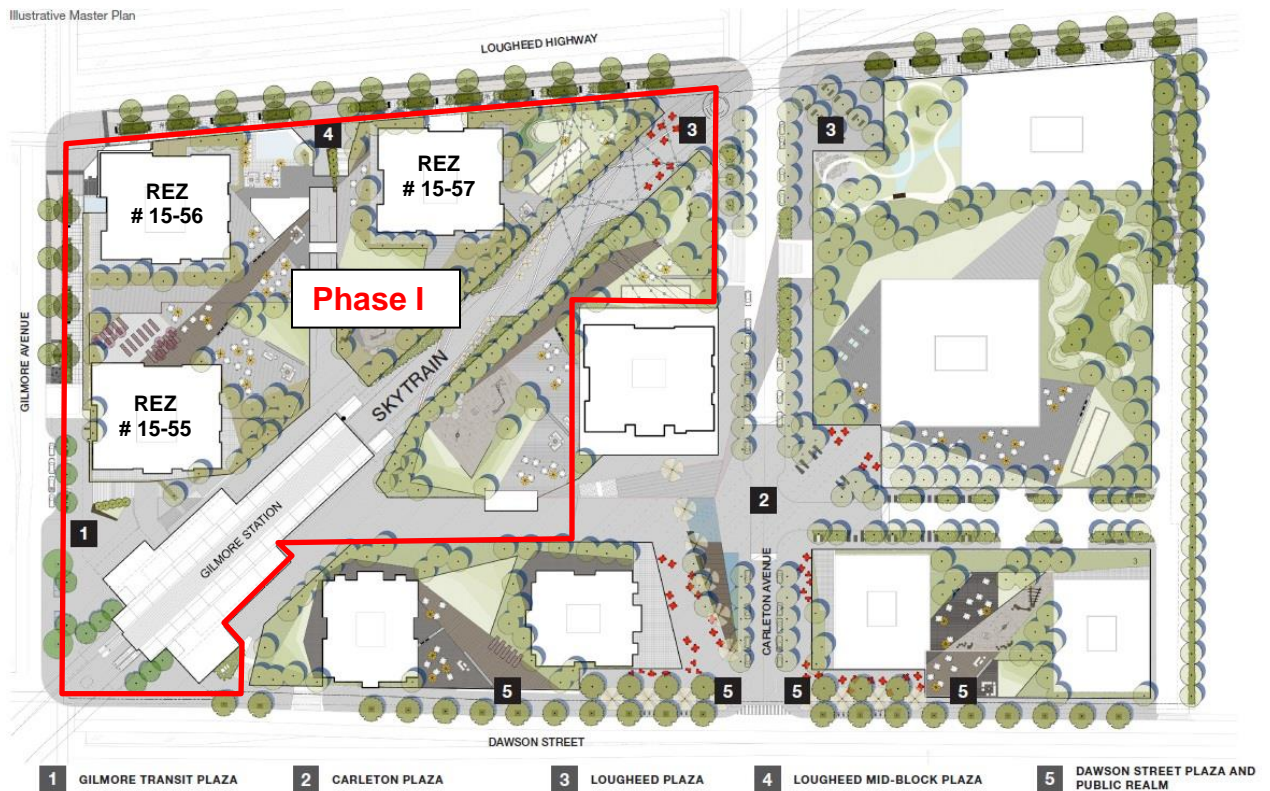


Figure #1 – Conceptual Master Plan

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- a commercial podium that will provide diverse shops, services, and employment opportunities;
- three high rise residential towers with a common amenity space and podium deck; and,
- significant public realm components, including plaza spaces, pedestrian connections and a new publicly accessible road connection between Lougheed Highway and Dawson Street that will help create a strong sense of place, community identity, and provide improved connections with the surrounding neighbourhood.

3.5 Burnaby has and continues to benefit from sound planning principles established early on in the City's development. Key to these is the Official Community Plan's designation of four Town Centres areas within the City which have and are intended to continue to accommodate a significant portion of the City's population and job growth, and which provide locations for the provision of community amenities going forward.

The creation of Town Centres at Metrotown, Brentwood, Edmonds and Lougheed have served the City well in protecting single and two-family residential neighbourhoods from pressures to accommodate new growth, and have also allowed the City to preserve a significant component of its land base for park and open space. At the same time, they contribute to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. Within Burnaby, and other neighbouring cities, Town Centres are helping to meet regional goals to reduce pressures for development of habitat and agricultural lands, to focus jobs, people and services in walkable neighbourhoods that are and can be efficiently served by transit, and to reduce overall demands for travel by car with direct benefits to the environment, economy and the quality of life in the Region.

Further, Burnaby's Economic Development and Social Sustainability Strategies, in addition to the Town Centre Plan, encourage: a varied range of housing and employment options; improved neighborhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as green building policies.

The subject rezoning application is consistent with the aforementioned policy context.

3.6 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

#### **4.0 GENERAL COMMENTS**

4.1 The purpose of the subject rezoning is to present a plan of development for the Residential Tower I component of Phase I. Phase I also includes the commercial component and two other residential high-rise buildings which are being advanced separately on Council's agenda under Rezoning References #15-54, #15-56 and #15-57.

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4.2 The proposed development plan is for a 47 storey residential building, fronting Gilmore Avenue north of the Gilmore SkyTrain Station, atop a four storey commercial and residential amenity podium. The three storey commercial component of the podium is advancing separately under Rezoning Reference #15-54. The proposed development is in line with the Council Adopted Gilmore Station Master Plan and Brentwood Town Centre Development Plan.

A total of 510 apartment units are proposed within Tower I. All parking for the proposed residential development will be located underground. Vehicular access to the residential parking area is through the commercial parking levels, which are primarily accessed from Gilmore Avenue and “Carleton Avenue” (statutory right-of-way). Overall, the subject proposal exemplifies exceptional urban design and architectural expression related to the building’s siting, massing, pedestrian orientation and materiality; meeting the standard expected for ‘s’ Category development in the City’s Town Centre areas.

The proposed tower design complements the quality and timelessness of the commercial and public open space components advanced under Rezoning Reference #15-54. Tower I and Tower III are designed in tandem to support the signature tower at the corner of Gilmore Avenue and Lougheed Highway. Tower I and Tower III are the counterpoint to Tower II in the use of dark and light colours, drawing from a charcoal and white motif. The subject tower is elegant in its use of long vertical lines connecting the lobby space to a distinctive lantern feature at the top of the building oriented toward the west.



Figure #2 – Towers I & II



Figure #3 – Towers I - III



Residential entries are clearly demarcated on the exterior of the building with floor to ceiling glass, metal and stone elements. Atop the commercial podium is an expansive residential amenity, complete with 71,498 sq.ft. of internal amenity area with fitness facility (gym, yoga, running and spinning), movie theatre, games room, lounge, golf simulators, bowling alley, indoor and outdoor pools, steam room and sauna, half-court basketball court, three party rooms, four guest suites, indoor and outdoor children’s play area, study centre, kitchen facilities, karaoke room, outdoor dog run, pet wash area and extensive outdoor leisure and landscaped area.

The subject proposal comprehensively embodies the goals and ideals of Burnaby’s Official Community Plan, Brentwood Town Centre Development Plan and the Gilmore Station Master Plan, to strengthen the surrounding community, promote exceptional urban design, encourage sustainable development, contribute to a creative city, establish a transit oriented development and create a diverse and inclusive community. With these goals as a foundation, the realization of this development reinforces Burnaby as a destination for employment, residential livability and continued investment.

**5.0 REZONING REQUIREMENTS**

5.1 The proposed development plan is for a single 47 storey apartment tower, fronting Gilmore Avenue directly to the north of the Gilmore Sky, above a 4 storey commercial/amenity podium. The proposed development is in line with the Gilmore Station Master Plan and Brentwood Town Centre Development Plan.

A total of 510 apartment units are proposed within Tower I. All parking for the proposed residential development will be located underground. Vehicular access to the residential parking area is through the commercial parking levels, which are accessed from Gilmore Avenue and the new Carleton Avenue (statutory right-of-way). With respect to the permitted overall density for the entire Gilmore Station Area, the RM5s District would permit a maximum residential density of 5.0 FAR, inclusive of a 1.6 FAR density bonus. The residential density will be appropriately apportioned across the site to accommodate the proposed residential development within Phase I.

5.2 All necessary services to serve the site will be obtained through the commercial rezoning application (Rezoning Reference #15-54).

5.3 All necessary dedications from Lougheed Highway, Gilmore Avenue and Dawson Street related to the Gilmore Station development will be obtained as part of the commercial rezoning application (Rezoning Reference #15-54).

5.4 The Gilmore Station Master Plan Traffic Impact Analysis (Rezoning Reference #14-21) has established an appropriate transportation and traffic improvements as required by the Gilmore Station redevelopment including improvements to the intersections at Gilmore Avenue and Lougheed Highway, Gilmore Avenue and Dawson Street and a new intersection at Lougheed Highway and the future Carleton Avenue (statutory right-of-



way). Lougheed Highway would be improved with three eastbound lanes across the development site, and separated bicycle and pedestrian facilities along Lougheed Highway and Gilmore Avenue.

A parking ratio of 1.1 spaces per unit (0.1 of which is for visitor parking) is required for multiple-family residential units in line with the Burnaby Zoning Bylaw. Transportation alternatives to support the proposed development in line with Zoning Bylaw and accepted parking standards are also provided. First, given the subject site's proximity to the Brentwood SkyTrain Station, two zone transit passes are to be provided to 15% of the units for two years (or equivalent) to residents seeking an alternative to car use and ownership. Second, the proposed development is providing twice the required secured bicycle parking including bicycle specific elevators to improve access to grade. The development is pursuing a comprehensive car share program through multiple providers including Car2Go, Evo, Modo, ZipCar and private strata managed cars, the minimum availability of 1 vehicle for every 100 units is required. Finally 10% of the residential parking is required to be equipped with Level 2 AC Electric Vehicle (EV) Charging Stations, including 1 Level 2 DC fast charge stall per residential building. This arrangement would provide greater access to alternative transportation for a greater number of residents. Moreover, by providing a significant number of EV plug-ins, electric vehicle ownership in a multi-family context is facilitated, thus further enabling sustainable transportation choices. A Section 219 Covenant and sufficient financial securities will be required to guarantee the provision and ongoing maintenance of provided vehicles and EV plug-in stations

- 5.5 It is intended that the overall project would accommodate a broader spectrum of housing needs and affordability levels. To support this, the one bedroom unit sizes are generally based on the Zoning Bylaw minimum unit sizes for such dwellings in the P11e District (SFU), which requires a minimum of 50m<sup>2</sup> (538.21 sq.ft.). Smaller one bedroom units in this mixed rental and strata development are intended to provide a level of affordability for new home ownership. This approach is considered appropriate where a commensurate number of larger unit types (2 Bedroom + Den and 3 Bedroom) are provided.
- 5.6 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 154,599 sq.ft. (32% of total GFA in accordance with RM5s District) of additional gross floor area (GFA) included in the development proposal. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. The report to Council will be prepared once the Public Safety and Community Services Department – Lands Division has concluded negotiations with the applicant. Council approval of the density bonus value is a prerequisite condition of the rezoning.

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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 a new linear public park and walkway along Willingdon Avenue, from Brentwood to Hastings Street.

In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward the appropriate Town Centre Financial Account and 20% to the City-wide Housing Fund.

5.7 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 restricting enclosure of balconies;
- Section 219 Covenant guaranteeing the provision and maintenance of public art;
- Section 219 Covenant ensuring that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
- Section 219 Covenant ensuring that handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation;
- Section 219 Covenant ensuring compliance with the approved acoustic study;
- Section 219 Covenant ensuring the provision and ongoing maintenance of EV cars and EV plug-in stations;
- Section 219 Covenant ensuring that provided amenity spaces are for the sole use of residents of the Gilmore Station development and are not to be used for commercial purposes; and,
- Section 219 Covenant restricting the use of guest rooms.

5.8 A suitable Stormwater Management Plan will be required in conjunction with the commercial rezoning (Rezoning Reference #15-54)

5.9 A suitable Sediment Control System Plan will be required in conjunction with the commercial rezoning (Rezoning Reference #15-54)

5.10 The submission of a district energy pre-feasibility study to the approval of the Director Planning and Building is required.

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- 5.11 The submission of a sustainability report detailing the initiatives for the development to meets its environmental commitments within the Gilmore Station Master Plan.
- 5.12 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 5.13 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 5.14 Bicycle storage spaces and surface parking racks for residents and visitors of the development.
- 5.15 A site profile application is not required given the site’s past residential use.
- 5.16 a) Parkland Acquisition Charge of \$3.55 per sq.ft. of residential gross floor area  
 b) School Site Acquisition Charge of \$600.00 per unit  
 c) GVS&DD Sewerage Charge of \$590.00 per apartment unit

**6.0 DEVELOPMENT PROPOSAL**

6.1 Site Area

Total Gross Site Area	-	50,611.80 m <sup>2</sup> (544,781 sq.ft.)
Total Dedication Area	-	2,860.40 m <sup>2</sup> (30,789 sq.ft.)
Road Closure Area	-	1,826.60 m <sup>2</sup> (19,661 sq.ft.)
Total Net Site Area	-	49,578.00 m <sup>2</sup> (533,653 sq.ft.)
Phase I Site Area	-	20,866.00 m <sup>2</sup> (224,600 sq.ft.) (Subject to detailed survey)

6.2 Density

Permitted Residential F.A.R. (Total Site)	-	5.0 F.A.R.
Proposed Total Residential F.A.R. (Phase I)	-	6.6 FAR
Proposed Residential G.F.A (Phase I)	-	138,298.38 m <sup>2</sup> (1,488,631 sq.ft.)
Proposed Residential G.F.A. (Tower I)	-	44,883.59 m <sup>2</sup> (483,123 sq.ft.)
Residential Amenity Space (Phase I)	-	(71,498 sq.ft. sq.ft. of residential amenity space exempted from Phase I FAR calculations)

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6.3 Height (all above grade)

Phase I Residential	-	47 storeys
Phase I Residential Amenity	-	1 storey
<u>Phase I Commercial</u>	-	<u>3 storeys</u>
Total	-	51 storeys

6.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
1 Studio	481 sq.ft.
104 1 Bedroom	537 – 559 sq.ft.
86 1 Bedroom + Den	685 – 702 sq.ft.
115 1 Bedroom + Den (Adaptable)	667 – 690 sq.ft.
23 2 Bedroom	883 – 939 sq.ft.
28 2 Bedroom (Adaptable)	850 – 859 sq.ft.
127 2 Bedroom + Den	946 – 1,401 sq.ft.
25 3 Bedroom	1,069 – 2,657 sq.ft.
<u>1 3 Bedroom Den</u>	<u>2,657 sq.ft.</u>

**TOTAL: 510 Units**

6.5 Parking

<b>Vehicle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
510 Strata Units @ 1.1 spaces/unit	- 561 (inclusive of 51 visitor spaces, 6 handicapped parking stalls and 51 EV plug- in stations)	561
Car Wash Stalls	- 5	5
Residential Loading	- 2	2
<b>Bicycle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
Resident - 2/unit @ 510 units	- 1020 lockers	1020 lockers
Visitor - 0.2/unit @ 510 units	- 112 spaces	112 spaces

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6.6 Communal Facilities  
(Excluded from F.A.R. Calculations)

The combined communal amenity facilities for the three residential buildings within Phase I include individual amenity lobbies located at the ground floor level along Gilmore Avenue and Loughheed indoor a fitness facility (gym, yoga, running and spinning), movie theatre, games room, lounge, golf simulators, bowling alley, indoor and outdoor pools, steam room and sauna, half-court basketball court, three party rooms, four guest suites, indoor and outdoor children’s play area, study centre, kitchen facilities, karaoke room, outdoor dog run, pet wash area and extensive outdoor leisure and landscaped area. The amenity area amounts to 6,642.38 m<sup>2</sup> (71,498 sq.ft.), which is less than the total permitted exemption of 5% (80,181 sq.ft.) of Gross Floor Area.

Lou Pelletier, Director  
PLANNING AND BUILDING

JBS:spf  
**Attachments**

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