

**TO:** CITY MANAGER 2019 May 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #18-24**  
**Commercial and Public Realm Components of Gilmore Station Phase II**  
**Brentwood Town Centre Plan**

**ADDRESS:** 4161 Dawson Street

**LEGAL:** Lot 2 Block District Lot 119 Plan EPP70913

**FROM:** 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)

**TO:** Amended CD Comprehensive Development District (based on C3, C3f General Commercial District, RM5s Multiple Family Residential District and Brentwood Town Centre Development Plan as guidelines and in accordance with the development plan entitled "Gilmore Place Phase 2" prepared by IBI Group)

**APPLICANT:** Onni Gilmore Holdings Corp.  
200– 1010 Seymour Street  
Vancouver, BC V6B 3M6  
Attn: Eric Hughes

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2019 June 25.

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## RECOMMENDATIONS

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2019 June 10 and to a Public Hearing on 2019 June 25 at 6:00 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.

- 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 submission of an undertaking to remove all existing improvements from the site within six months of Final Adoption of the Bylaw.
- e. The dedication of any rights-of-way deemed requisite.
- f. The granting of any necessary easements and statutory rights-of-way, including, but not necessarily limited to easements and statutory rights-of-way guaranteeing public access to proposed plazas, pedestrian walkways, and vehicular linkages.
- g. The granting of any necessary Covenants, including, but not necessarily limited to Section 219 Covenants:
  - indicating that project surface driveway access will not be restricted by gates;
  - guaranteeing the continued operation and maintenance of stormwater management facilities;
  - ensuring the site can be used safely in accordance with the approved geotechnical report;
  - ensuring that the project does not draw down the water table;
  - guaranteeing the provision and maintenance of public art;
  - ensuring the provision of handicap accessible parking stalls in the underground parking areas;
  - ensuring commercial entrances on Dawson Street and the private road remain open and operable and are restricted from having obscured fenestration;
  - assuring the provision and continuing maintenance of end-of-trip facilities for cyclists and bicycle storage rooms;
  - guaranteeing the provision and maintenance of identified public plazas, walkways and internal roadways.
- h. The execution of an indemnity agreement by the developer saving the City harmless from all liability associated with this development in relation to its geotechnical and hydrological (including any potential contaminated groundwater) impacts to surrounding infrastructure and other nearby development.

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- i. Compliance with the Council-adopted sound criteria.
- j. The review of a detailed Sediment Control System by the Director Engineering.
- k. 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.
- l. The submission of a sustainability report detailing the initiatives for the development to meet its environmental commitments within the Gilmore Station Master Plan.
- m. The provision of facilities for cyclists in accordance with this report.
- n. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- o. The submission of a Site Profile and resolution of any arising requirements.
- p. The provision of adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
- q. The review of on-site commercial loading facilities by the Director Engineering.
- r. The submission of a detailed Comprehensive Sign Plan.
- s. The submission of a detailed Public Art Plan.
- t. The submission of a detailed construction management plan including a schedule for the construction/development phasing of the subject proposal.
- u. The deposit of the applicable GVS & DD Sewerage Development Cost Charge.
- v. The deposit of the applicable Regional Transportation Development Cost Charge.

## **R E P O R T**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit construction of a high-rise office building (Gilmore Place Phase II Commercial Tower 4), commercial podiums,

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underground parking, and public open space in accordance with the Gilmore Place Master Plan. (see Sketch #1 *attached*).

## 2.0 NEIGHBOURHOOD CHARACTERISTICS

The subject site measures approximately 10,146 m<sup>2</sup> (109,211 sq.ft.) and is located on the north side of Dawson Street immediately east of the Gilmore SkyTrain Station (see Sketch #1 *attached*). The subject development site is within Phase II of the Gilmore Station Master Plan (Rezoning Reference #14-21) which received Final Adoption by Council on 2018 July 24. To the west of the site is the Gilmore SkyTrain Station and beyond is Gilmore Avenue and the Bridge Business Park. To the north is the Millennium SkyTrain guideway, and Phase 1 of the Gilmore Place Master Plan, which is comprised of three high-rise multiple family buildings over mixed use commercial podiums (Rezoning Reference #15-54, #15-55, #15-56 and #15-57), with Lougheed Highway beyond. To the east are future phases of the Gilmore Place site, including future high-rise multiple family and office buildings over mixed use commercial podiums, an automobile dealership and older industrial buildings beyond. 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*).

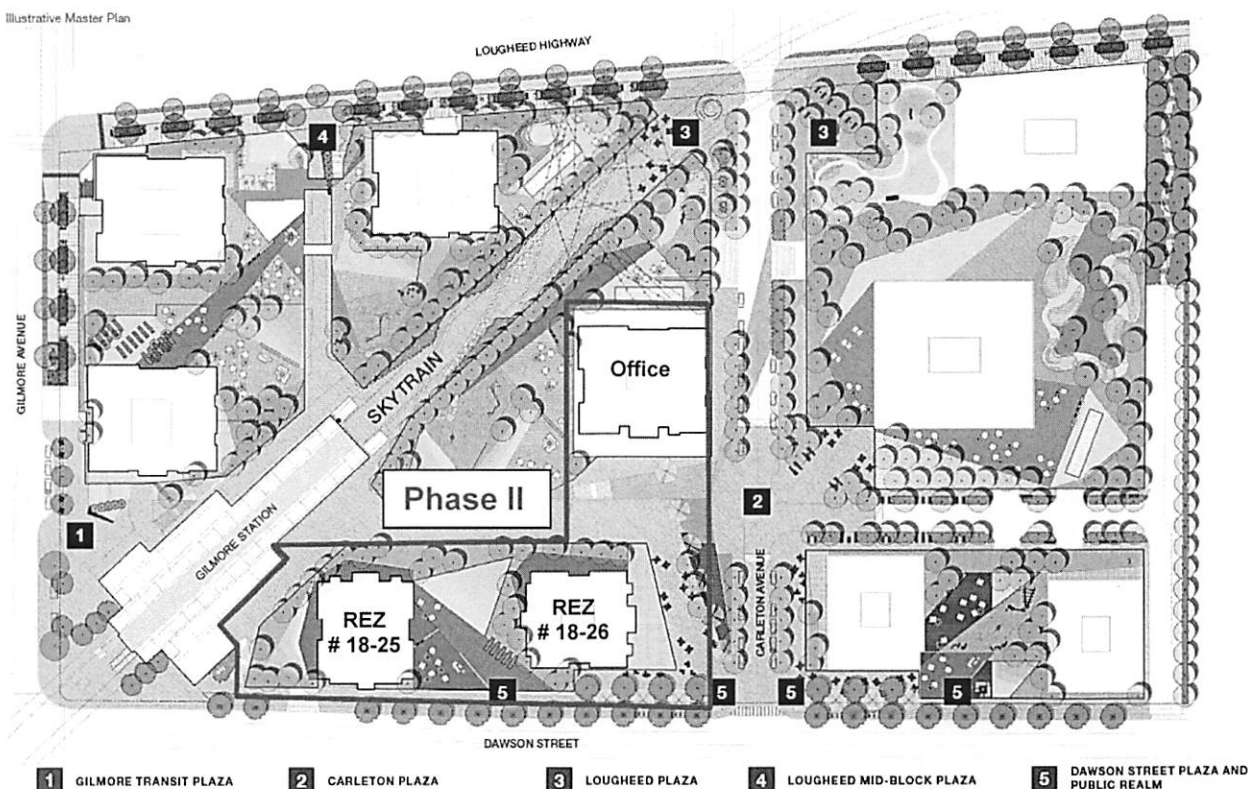
## 3.0 BACKGROUND INFORMATION

- 3.1 On 2018 July 28, Council granted final adoption to Rezoning Reference #14-21, which established the Gilmore Station Master Plan which involves a phased mixed-use retail, office and multiple-family redevelopment of the Gilmore Station Area; Rezoning Reference #15-54, the commercial retail component of Phase I; and Rezoning References #15-55, #15-56 and #15-57, the Phase I residential buildings.
- 3.2 The subject site is comprised of 4161 Dawson Street (see *attached* Sketches #1 and #2), zoned 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). A portion of the site is vacant, with the exception of an older light-industrial building. Vehicular access to the site is currently taken from Dawson Street.
- 3.3 On 2018 October 01, Council received a report from the Planning and Building Department regarding the rezoning of Phase II of the Gilmore Station Site for its intended office building / commercial component (Rezoning Reference #18-24) followed on 2018 December 03 with two reports for two high-rise apartment buildings (Rezoning References #18-25 and #18-26). The site has been designed as one integrated development with the underground parking, commercial podium, office building and open spaces to proceed to construction first. The rezoning reports for the individual residential tower rezonings will be brought forward in due course when a plan of development suitable for presentation to a Public Hearing is achieved. It is noted that the

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subject rezoning must be advanced to Final Adoption as a prerequisite condition of the two residential components (Rezoning References #18-25 and #18-26).

Figure #1 – Conceptual Master Plan



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

- a commercial podium and office building that will provide diverse shops, services, and employment opportunities;
- two high rise residential buildings with a common amenity space and podium deck (not part of the subject rezoning application);
- 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, and,
- 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

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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 advancement of the proposed zoning bylaw amendment also aligns with the following goals and sub-goals of the Corporate Strategic Plan:

**A Safe Community**

- Transportation safety – Make City streets, pathways, trails and sidewalks safer.

**A Connected Community**

- Partnership – Work collaboratively with businesses, educational institutions, associations, other communities and governments.
- Social Connection – Enhance social connections throughout Burnaby.

**A Dynamic Community**

- Economic opportunity – Foster an environment that attracts new and supports existing jobs, businesses and industries.
- Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging.

**An Inclusive Community**

- Serve a diverse community – Ensure City services fully meet the needs of our dynamic community.
- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging.

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

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- 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 office building and commercial component of Phase II, including parking for all commercial and residential uses, relationship with Phase I, public realm and open space components, and all servicing related to Phase II.
- 4.2 With regard to the C3f General Commercial District component of the zoning, it has been added to identify the potential for future liquor licence establishments within appropriate locations on-site. It is acknowledged that specific liquor licence uses outlining details about their location, hours of operation and conditions of use would be determined through a further site-specific rezoning application.
- 4.3 A major focus of the development is the creation of significant office space with large floorplates that can be demised to appeal to many organisations offering a multitude of business and job opportunities. 1 million sq. ft. of office space was anticipated by the Master Plan, yielding between 4,000 and 5,142 jobs. The proposed 695,614 sq. ft. office building in combination with the existing 165,000 sq. ft. of office space fulfills 86% of the anticipated office space and potential office employment for the overall project.
- 4.4 The proposed development concept achieves design excellence and represents a signature transit integrated mixed-use development. The connections to SkyTrain, bus service, arterial roadways, enhanced pedestrian and cycling routes are achieved as outlined in the Gilmore Station Master Plan. The improved street frontage, open air linkages and public plaza seamlessly engage and connect transit passengers, pedestrians and cyclists to the Gilmore SkyTrain Station, commercial retail and restaurant services, and future office and residential uses on-site. Within Phase II the Carlton Plaza provides an open air, but weather protected public gathering space at the heart of the Gilmore Place development. The proposed plaza straddles the new road "Carleton Drive" which bisects the Gilmore Place development north-south, and is connected to the east end of the Gilmore SkyTrain Station via a partially covered east-west mews. The Carlton Plaza is also connected by a grand staircase to second level commercial and retail uses in Phase I, with opportunities for direct connection to the SkyTrain ticketing level. Movement to the second and third commercial levels is also accommodated by several escalator and elevator banks to ensure universal access and inclusion.

Dawson Street will be developed as a pedestrian oriented high street with high canopies for weather protection, street trees, and street furniture. Pavement treatments include saw cut concrete sidewalks to remove barriers to accessibility. The bounding public streets will be the main routes for pedestrians, transit users and cyclists. However, a complementary urban treatment on and through the site encourages destination access and through movement with wide sidewalks and provision for bicycles, street trees,

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pedestrian lighting and public seating developed to Crime Prevention Through Environmental Design (CPTED) standards.

The three main commercial buildings frame the bounding streets and the SkyTrain station on all sides with no blank façades. Each frontage is treated equally with relation to access, materials and design, resulting in no “back door” to the development. Further supporting this individuality, a Comprehensive Sign Plan has been established in line with the Gilmore Station Master Plan, which allows for range of sign forms, types and sizes to inform and engage patrons.

Framing each building is the public realm, which encourages movement to, around, and through the site, making it one of the most open and permeable spaces within the City. Identified within the Gilmore Station Master Plan Rezoning (Rezoning Reference #14-21), and consistent with the enhanced Town Centre public realm standards established through signature developments throughout the City, including the SOLO District, Brentwood Mall, and Beresford Art Walk redevelopments, a quality urban design treatment has been advanced.

Except for a select number of surface parallel parking spaces along Carleton Drive, all required parking is below ground accessed by way of discreet ramps on Gilmore Avenue, Dawson Street and Carleton Drive. Together, the access and public realm proposals sought through this application will equally engage all modes of transportation, promoting pedestrianism, cycling and transit usage first and responds to anticipated vehicle traffic.

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 All necessary services to serve the site, including future residential buildings above will be obtained through the subject rezoning application. As such, the Director Engineering will be requested to provide an estimate for any necessary services required to serve the site, including, but not necessarily limited to:

- construction of Dawson Street to its final standard with curb and gutter, separated pedestrian facilities along the southern frontage of the site, street trees, street lighting and pedestrian lighting across the development frontage;
- construction of a road linkage (Carleton Drive statutory right-of-way) connecting Lougheed Highway and Dawson Street through the site complete with separated



- sidewalks, specialized paving, bicycle provision, public seating, street trees, pedestrian lighting and street lighting;
  - construction of a new intersection of Carleton Drive and Dawson Street complete with left turn lanes and traffic signals and,
  - construction of public plaza and pedestrian linkages (statutory right-of-way) complete with specialized paving, ornamental landscaping, public seating, pedestrian lighting and art.
- 5.2 A dedication on Dawson Street of 34.10 m<sup>2</sup> is required to accommodate a proposed “kiss and ride”, located on the north side of Dawson Street to connect to the Gilmore SkyTrain Station and buses on Gilmore via the east-west mews.
- 5.3 The Gilmore Station Master Plan Traffic Impact Analysis (Rezoning Reference #14-21) has established an appropriate parking standard of 1 space per 46 m<sup>2</sup> (495.16 sq.ft.) of gross leasable area for all office, retail and restaurant uses. As this is consistent with the Zoning Bylaw parking requirement for general retail and office uses, it is considered appropriate given the site’s location adjacent SkyTrain. To meet the specific needs of commercial tenants the applicant will provide some of the commercial parking through the provisioning of excess parking constructed in Phase I and proposes some of the commercial parking through a future Phase III parking structure or through the purchase of parking under Section 800.4 (37) of the Zoning By-Law prior to occupancy, whichever comes first.
- 5.4 As a requirement of the master plan rezoning, the applicant submitted a master traffic and transportation analysis for the entire 12.25 acre site, which requires comprehensive site specific traffic and transportation analyses. As such, a detailed traffic and transportation study has been submitted for Phase II, in which it is noted that the proposed access, road and intersection improvements to be completed along Dawson Street as part of the necessary site servicing, concomitant with the required on-site Transportation Demand Management (TDM) measures, will mitigate traffic generated by the proposed development. Most notably, the addition of a new road connection between Loughheed Highway and Dawson Street (Carleton Drive), as well as improved transit access to the Gilmore SkyTrain station through the provision of new bicycle and pedestrian facilities will aid substantially in providing greater transportation options to residents, employees and patrons destined to the site.
- 5.5 The permitted maximum commercial density for the entire 12 acre Master Plan is 6.0 FAR. A Density Allocation Covenant has been registered over the Master Plan Area apportioning potential commercial densities among the individual phases. Phase II proposed a commercial density of 7.10 FAR. However, as noted, the cumulative commercial density will not exceed 6.0 FAR for the Master Plan Area.
- 5.6 Any necessary easements, covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:

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- Section 219 Covenant indicating that project surface driveway access will not be restricted by gates;
  - Section 219 Covenant guaranteeing the provision and maintenance of public art;
  - Section 219 Covenant ensuring commercial entrances on Lougheed Highway and Gilmore Avenue remain open and operable;
  - Section 219 Covenant restricting commercial/retail uses on Lougheed Highway and Gilmore Avenue from having obscured fenestration;
  - Section 219 Covenant assuring the provision and continuing maintenance of end-of-trip facilities for cyclists and bicycle storage rooms;
  - Section 219 Covenant guaranteeing the provision and maintenance of identified public plazas, walkways and internal roadways;
  - Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - Section 219 Covenant ensuring the site can be used safely in accordance with the approved geotechnical report;
  - Section 219 Covenant ensuring that the project does not draw down the water table;
  - Section 219 Covenant ensuring the provision of handicap accessible parking stalls in the underground parking areas;
  - Statutory right-of-way for unrestricted public access to plazas and connecting pedestrian linkages; and,
  - Statutory right-of-way for unrestricted public access to the roadway connection between Lougheed Highway and Dawson Street.
- 5.7 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 5.8 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 5.9 The submission of a sustainability report detailing the initiatives for the development to meets its environmental commitments within the Gilmore Station Master Plan.
- 5.10 The submission of a Site Profile and resolution of any arising conditions is required.
- 5.11 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 5.12 The submission of a detailed commercial loading management plan to the approval of the Director Engineering is required.

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- 5.13 Bicycle storage space, surface parking racks and suitable end-of-trip facilities for employees are to be provided for the development.
- 5.14 The submission of a detailed construction management plan with detailed information on intended construction schedule, phasing, material delivery and staging, proposed lane or sidewalk closures and contractor parking provisions.
- 5.14 Deposit of the applicable GVS&DD Sewerage Cost Charge.
- 5.15 Deposit of the applicable Regional Transportation Development Cost Charge.

## 6.0 DEVELOPMENT PROPOSAL

### 6.1 Site Area

Total Gross Site Area	-	52,442.4 m <sup>2</sup> (564,485 sq.ft.)
Total Dedication Area	-	3,763.78 m <sup>2</sup> (40,513 sq.ft.)
Total Road Closure Area	-	1,826.60 m <sup>2</sup> (19,661 sq.ft.)
Total Net Site Area	-	48,712.7 m <sup>2</sup> (524,339 sq.ft.)
Phase II Site Area	-	10,146 m <sup>2</sup> (109,211 sq.ft.)
(Subject to detailed survey)		

### 6.2 Density

Permitted Commercial F.A.R. (Total Site)	-	6.0 F.A.R.
Proposed Commercial F.A.R. (Phase II)	-	7.10 FAR
Proposed Commercial G.F.A. (Phase II)	-	71,991.19 m <sup>2</sup> (774,907 sq.ft.)
Proposed Commercial G.L.A. (Phase II)	-	66,826.88 m <sup>2</sup> (719,318 sq.ft.)
Site Coverage Total:	-	20%
Site Coverage Phase II:	-	62%

### 6.3 Height (all above grade)

Phase II Commercial	-	37 storeys (Office)
	-	3 storeys (Commercial Podium)

### 6.4 Parking

<b>Vehicle Parking</b>	<u>Required</u>	<u>Provided Spaces</u>
	1,453	
Phase I Excess (1 spaces/46m <sup>2</sup> of Gross Leasable Area)	-	579
Phase II (1 spaces/46m <sup>2</sup> of Gross Leasable Area)	-	787
Phase III and/or Section 800.4 (37) Parking (1 spaces/46m <sup>2</sup> of Gross Leasable Area)	-	87
<b>Total:</b>		<b>1,453</b>

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**Loading**

		14	
Phase I Excess Loading	-		4
Phase II Loading	-		10
		<b>Total:</b>	<b>14</b>

**Bicycle Parking**

(10% of required commercial parking)

Phase II	-	<u>Required</u>	<u>Provided Spaces</u>
		146	163

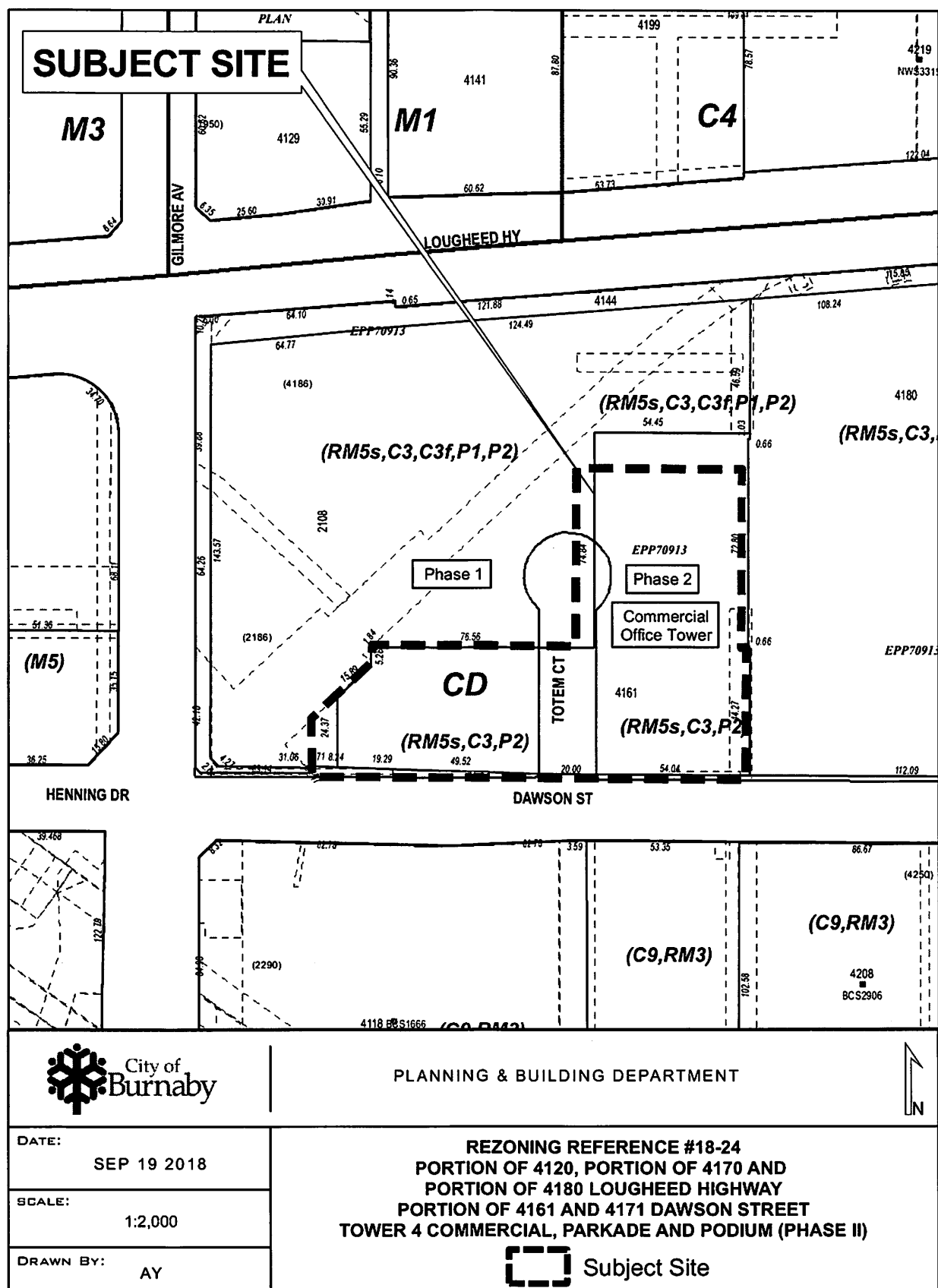
Commercial End of Trip Facilities - Commercial end-of-trip facilities for cyclists containing washrooms, change facilities, showers and lockers for employees

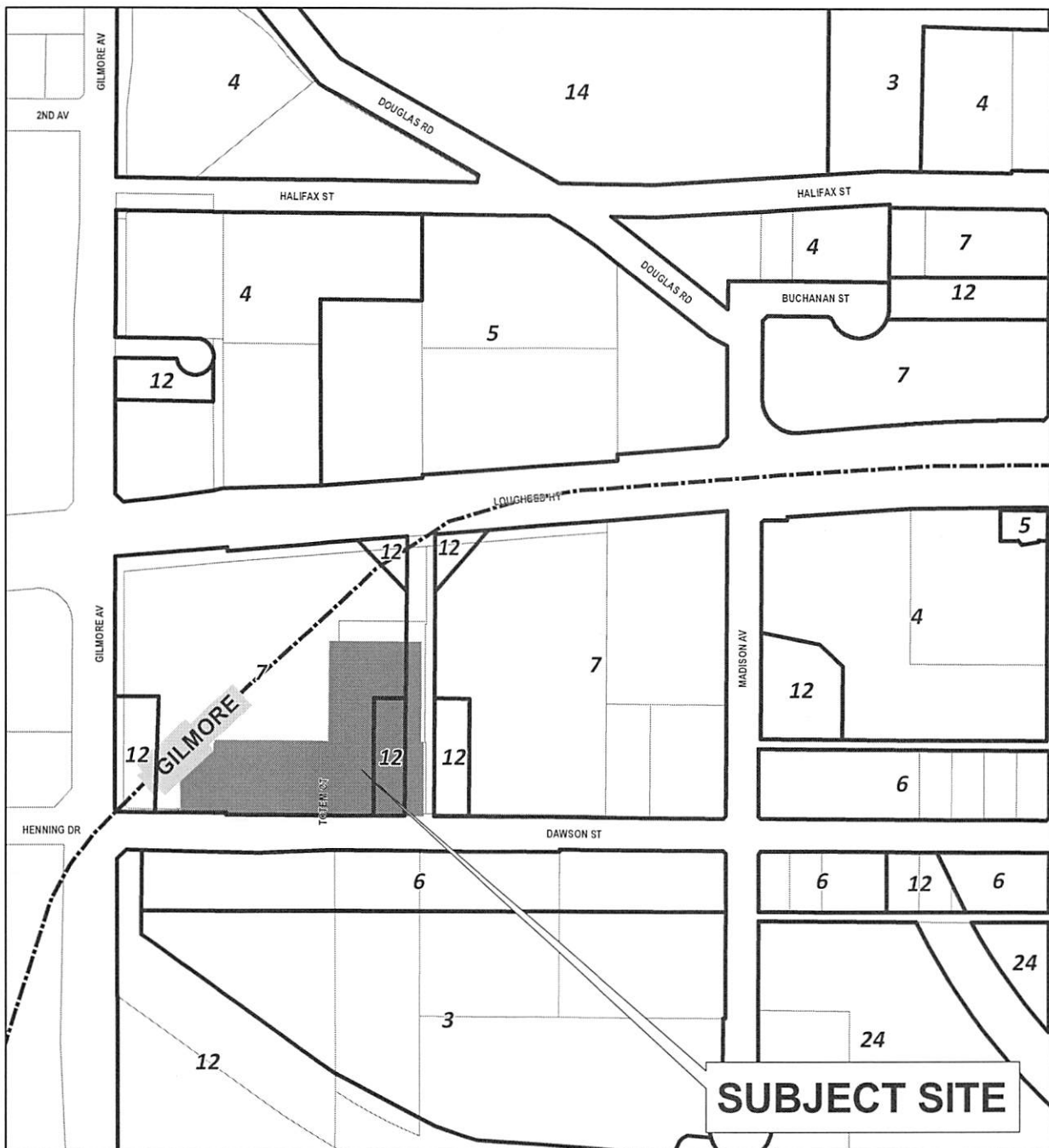
  
E.W. Kozak, Director  
PLANNING AND BUILDING

IW:tn/rh

**Attachments**

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





- 3** Medium Density Multiple Family Residential
- 4** High Density Multiple Family Residential
- 5** Commercial
- 6** Medium Density Mixed Use
- 7** High Density Mixed Use

- 8** Medium or High Density Multi Family Residential
- 10** Institutional
- 11** Business Centre
- 12** Park and Public Use/Public School
- 14** Cemetery
- 24** High Density Multiple Family Residential -

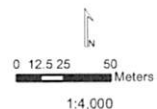
Brentwood Succession (RM4s)



Planning and Building Dept

Printed September 19, 2018

## Brentwood Plan



1:4,000

Sketch #2