



Item
Meeting.....2020 January 27

COUNCIL REPORT

TO: CITY MANAGER 2020 January 22

FROM: DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #18-26
Residential Tower 6 of Gilmore Place Phase II
Brentwood Town Centre Plan**

ADDRESS: 4161 Dawson Street

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

FROM: 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)

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 II Suitable Plan of Development - Tower 6” 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 2020 February 25.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2020 February 10 and to a Public Hearing on 2020 February 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 completion of Rezoning Reference #18-24.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26

2020 January 22.....Page 2

- c. The advancement of the rezoning amendment bylaw for the required rental development within Phase III (Rezoning Reference #19-66) to Second Reading occur prior to the subject rezoning amendment bylaw being granted Final Adoption.
- d. The utilization of an amenity bonus in accordance with Section 6.7 of this report.
- e. The granting of any necessary covenants, easements or statutory rights-of-way, in accordance with Section 6.8 of this report:
 - restricting enclosure of balconies;
 - guaranteeing the provision and maintenance of public art;
 - ensuring that handicap accessible parking stalls be held in common property to be administered by the Strata Corporation;
 - ensuring compliance with the approved acoustic study;
 - ensuring the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent;
 - ensuring the provision and ongoing maintenance of EV car share cars and EV car share plug-in stations;
 - 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 withholding occupancy of Phase II until such time that a Building Permit has been issued and a construction contract executed for the Phase II rental requirement within Phase III; and,
 - Section 219 Covenant restricting the use of guest rooms.
- f. The review of residential loading facilities by the Director Engineering.
- g. The submission of a sustainability report detailing the initiatives for the development to meet its environmental commitments within the Gilmore Place Master Plan.
- h. The provision of facilities for cyclists in accordance with this report.
- i. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- j. Compliance with the guidelines for underground parking for residential visitors.
- k. The submission of an acoustic study to ensure compliance with the Council-adopted sound criteria.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22.....Page 3

- l. The submission of a detailed Public Art Plan.
- p. The deposit of the applicable Parkland Acquisition Charge.
- q. The deposit of the applicable GVS & DD Sewerage Charge.
- r. The deposit of the applicable School Site Acquisition Charge.
- s. The deposit of the applicable Regional Transportation Development Cost 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.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit construction of a residential high-rise within Phase II of the Gilmore Place Master Plan site (see Sketch #1 *attached*).

2.0 POLICY FRAMEWORK

The proposed rezoning application aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

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

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

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22.....Page 4

- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging

3.0 NEIGHBOURHOOD CHARACTERISTICS

The subject residential building is located along Dawson Street just east of the Gilmore SkyTrain Station (see Sketch #1 *attached*). The site for the second phase of development for the Gilmore Place Master Plan measures approximately 10,146 m² (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*). 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 I 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 Master Plan, including future high-rise multiple family and office buildings over mixed use commercial podiums, with an automobile dealership, older industrial buildings and a mixed-use development (Rezoning Reference #16-27) 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*).

4.0 BACKGROUND INFORMATION

- 4.1 On 2018 July 28, Council granted Final Adoption to Rezoning References #14-21, #15-54, #15-55, #15-56 and #15-57 which established: the Gilmore Place Master Plan, involving a multi-phased mixed-use retail, office and multiple-family redevelopment of the Gilmore station area; the commercial retail component of Phase I; and the Phase I residential buildings.
- 4.2 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 Place Master Plan” prepared by IBI Group). The site is mostly vacant, with the exception of an older light-industrial building. Vehicular access to the site is currently taken from Dawson Street.
- 4.3 On 2019 July 08, Council granted Second Reading to the proposed office building / commercial component for Phase II of the Gilmore Place site (Rezoning Reference #18-24), which forms the base for the two residential buildings (Rezoning Reference #18-25 and Rezoning Reference #18-26). The site has been designed as one integrated development with the underground parking, commercial podium, office building and open spaces to first proceed to construction. It is noted that, as a prerequisite to this rezoning, Rezoning Reference #18-24 must achieve Final Adoption, prior to or concurrent with, the two residential components (Rezoning References #18-25 and #18-26).

4.4 The Gilmore Place Master Plan includes four major development phases. Consistent with the Master Plan, the entire Phase II development is comprised of the following:

- a common underground parking garage and associated services;
- 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); 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.

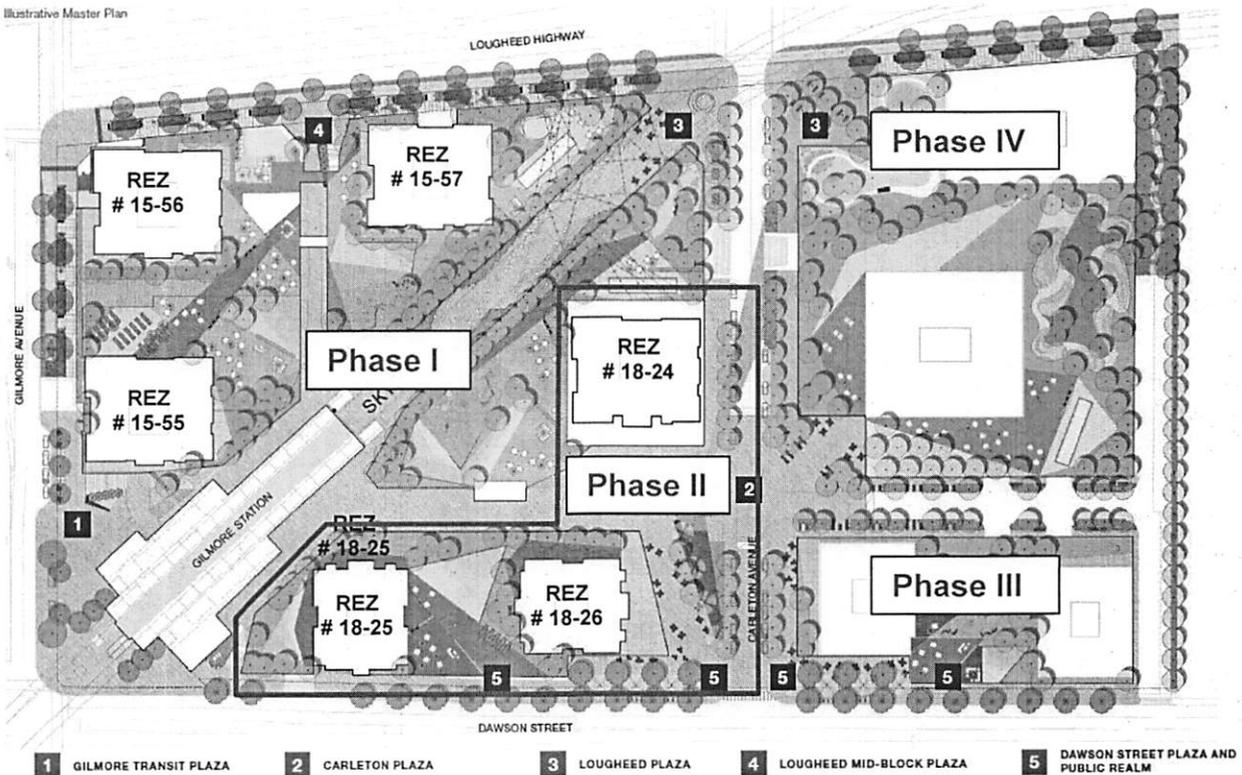


Figure #1 – Master Plan

4.5 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.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22.....Page 6

The creation of Town Centres at Metrotown, Brentwood, Edmonds and Lougheed have served the City well in ensuring new growth is focused in areas with the greatest access to amenities and services, and 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.

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

5.0 GENERAL COMMENTS

- 5.1 The purpose of the subject rezoning is to obtain approval for a high-rise apartment building within Phase II of the Gilmore Place Master Plan. Phase II also includes the commercial component and office tower (Rezoning Reference #18-24) which received Second Reading on 2019 July 08, and another high-rise apartment building which is being advanced separately on Council's agenda under Rezoning Reference #18-25.
- 5.2 The proposed development plan is for a 43 storey residential building fronting Dawson Street east of the Gilmore SkyTrain Station, atop a two storey commercial podium, which is advancing separately under Rezoning Reference #18-24. The proposed development is in line with the Council Adopted Gilmore Place Master Plan and Brentwood Town Centre Development Plan.

A total of 480 apartment units are proposed within the subject apartment building and all parking is proposed to be located underground. Vehicular access to the residential parking area is through the commercial parking levels, which are primarily accessed from Dawson Street 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.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22.....Page 7

The proposed tower design complements the modern architectural aesthetic of the commercial and public open space components advanced under Rezoning Reference #18-24. Tower 5 and Tower 6 are designed in tandem to support the signature office tower in the centre of the site on “Carleton Avenue” (statutory right-of-way).

6.0 REZONING REQUIREMENTS

- 6.1 The proposed development plan is for a single 43 storey apartment tower, fronting Dawson Street directly to the east of the Gilmore SkyTrain Station, above a 2 storey commercial podium. A total of 480 apartment units are proposed within Tower 6. 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 Dawson Street and the new Carleton Avenue (statutory right-of-way).
- 6.2 Council’s recently adopted Rental Use Zoning Policy and Initial Implementation Framework, Stream 2 – Inclusionary Rental is applicable to the subject rezoning application. The applicant has expressed a commitment to provide the equivalent of 20% of the proposed strata units as affordable rental housing, in accordance with the rental use zoning policy as described below.

The subject building (Tower 6) is one of three towers within Phase II of the Gilmore Place Master Plan, with a second high-rise residential tower (Tower 5) to the west, and a high rise office tower (Tower 4) to the north. All three components sit atop a commercial podium, and underground parking. As contemplated by the Master Plan, Phase II is intended to be fully integrated with Phase I, currently under construction, in that they share underground parking, loading, access and surface open space areas. Due to the highly integrated nature of Phase I and Phase II, adjustments to the Phase II design, including number and height of buildings, and extent of underground parking to support the required rental uses would be extremely difficult to achieve given that Phase I is currently under construction, and the ground plane and office tower have been granted Second Reading and are currently in a detailed design phase. Therefore, in order that this phase meet its housing obligation under the policy, it is proposed that the 20% inclusionary rental requirement at a rental rate that is 20% below CMHC market for the remaining RM5(s) residential density on the Gilmore Place site required for Phases II and III, be consolidated into a single tower on the Phase III site. It is further proposed that the application for Phase III be processed concurrently with the subject rezoning application. As such, it is proposed that the rezoning amendment bylaw for Phase III (Rezoning Reference #19-66) must achieve Second Reading prior to the Phase II amendment bylaws being granted Final Adoption by Council. Furthermore, to ensure delivery of the affordable rental units in Rezoning Reference #19-66, it is also proposed that the rental component for Phase III receive a Building Permit approval and have a construction contract in place, prior to issuance of an occupancy permit for a Phase II building. Therefore, until these conditions have been met, no further market residential will be approved in future phases of Gilmore Place.

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22.....Page 8

The City is in receipt of a rezoning application for an inclusionary rental high-rise residential tower in Phase III (Rezoning Reference #19-66), an initial report for which will be included on the 2020 February 10th Council Agenda. It is noted that the subject site is appropriately sized and designated under the Brentwood Town Centre Plan to accommodate the total cumulative densities being proposed and is therefore supported by staff.

- 6.3 All necessary services to serve the site will be obtained through the commercial rezoning application (Rezoning Reference #18-24).
- 6.4 Dedications from Lougheed Highway, Gilmore Avenue and Dawson Street related to the Gilmore Place development were obtained as part of the commercial rezoning application (Rezoning Reference #15-54) and a small dedication for a Kiss and Ride on Dawson Street is being obtained as part of the commercial rezoning application (Rezoning Reference #18-24).
- 6.5 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 Gilmore 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 Evo, Modo, and ZipCar, with the minimum availability of 1 vehicle for every 100 units being required. In accordance with the Zoning By-law, 100% of the residential parking is required to be equipped with Level 2 AC Electric Vehicle (EV) charging. 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.
- 6.6 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 50m² (538.21 sq.ft.). Smaller one bedroom units in this 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.
- 6.7 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 137,715 sq.ft. for the subject rezoning (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

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22.....Page 9

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.

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. 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.

6.8 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 the achievement of a green building design with a Leadership in Energy and Environmental Design (LEED) Silver rating or equivalent;
- 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 Place development and are not to be used for commercial purposes;
- Section 219 Covenant ensuring that each unit has exclusive use to a two bicycle locker;
- Section 219 Covenant withholding occupancy of Phase II until such time that a building permit has been issued and construction contracts executed for the rental requirement within Phase III,

To: City Manager
From: Director Planning and Building
Re: Rezoning Reference #18-26
2020 January 22..... Page 10

- Section 219 Covenant ensuring that residential EV electricity rates are charged to residents on a cost recovery basis; and,
 - Section 219 Covenant restricting the use of guest rooms.
- 6.9 A suitable Stormwater Management Plan will be required in conjunction with the commercial rezoning (Rezoning Reference #18-24).
- 6.10 A suitable Sediment Control System Plan will be required in conjunction with the commercial rezoning (Rezoning Reference #18-24).
- 6.11 A Section 219 Covenant indicating that project surface driveway access will not be restricted by gates will be required in conjunction with the commercial rezoning (Rezoning Reference #18-24).
- 6.12 A Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities will be required in conjunction with the commercial rezoning (Rezoning Reference #18-24).
- 6.13 A Section 219 Covenant ensuring that the water table will not be drawn down during and after development will be required in conjunction with the commercial rezoning (Rezoning Reference #18-24).
- 6.14 The submission of a sustainability report detailing the initiatives for the development to meet its environmental commitments within the Gilmore Place Master Plan.
- 6.15 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 6.16 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 6.17 Bicycle storage spaces and surface parking racks for residents and visitors of the development.
- 6.18 Application for a site profile application is required given the site's past commercial and industrial use.
- 6.19
- 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 \$1072.00 per apartment unit
 - d) Regional Transportation Development Cost Charge

7.0 DEVELOPMENT PROPOSAL

7.1 Site Area

Total Gross Site Area	-	52,442.4 m ² (564,485 sq.ft.)
Total Dedication Area	-	3,646.6 m ² (39,252 sq.ft.)
Road Closure Area	-	1,827.3 m ² (19,669 sq.ft.)
Total Net Site Area	-	48,795.8 m ² (525,234 sq.ft.)
Phase II Site Area	-	10,146 m ² (109,211 sq.ft.) (Subject to detailed survey)

7.2 Density

Permitted Total Residential FAR (Phase II)	-	8.5 FAR
Proposed Residential G.F.A (Phase II)	-	86,221.3 m ² (928,078.4 sq.ft.)
Proposed Residential G.F.A. (Tower 6)	-	39,981.6 m ² (430,358.7 sq.ft.)
Residential Amenity Space (Phase II)	-	(27,349.3 sq.ft. of residential amenity space exempted from Phase II FAR calculations)

7.3 Height (all above grade)

Tower 5 Residential	-	43 storeys
<u>Phase I Commercial</u>	-	<u>2 storeys</u>
Total	-	45 storeys

7.4 Residential Unit Mix

<u>Unit Type</u>	<u>Unit Size</u>
67 Studio	498 – 514 sq.ft.
67 1 Bedroom P11e	538 – 577 sq.ft.
76 1 Bedroom + Den	760 sq.ft.
80 1 Bedroom + Den (Adaptable)	760 sq.ft.
69 2 Bedroom	753 – 844 sq.ft.
15 2 Bedroom (Adaptable)	753 – 844 sq.ft.
78 2 Bedroom + Den	753 – 944 sq.ft.
4 2 Bedroom + Den (Adaptable)	753 – 944 sq.ft.
13 3 Bedroom	904 – 1,062 sq.ft.
11 3 Bedroom (Adaptable)	904 – 1,062 sq.ft.

TOTAL: 480 Units

To: City Manager
 From: Director Planning and Building
 Re: Rezoning Reference #18-26
 2020 January 22..... Page 12

7.5 Parking

Vehicle Parking	<u>Required</u>	<u>Provided Spaces</u>
480 Strata Units @ 1.1 spaces/unit	- 528 (Inclusive of 48 visitor spaces, and 7 handicapped parking stalls)	528
Car Wash Stalls	- 5	5
Residential Loading	- 2	2
 Bicycle Parking	 <u>Required</u>	 <u>Provided Spaces</u>
Resident - 2/unit @ 480 units	- 960 lockers	960 lockers
Visitor - 0.2/unit @ 480 units	- 96 spaces	96 spaces

7.6 Communal Facilities
 (Excluded from FAR Calculations)

The combined communal amenity facilities for the two residential buildings within Phase II include individual amenity lobbies and mail rooms located at the ground floor level along Dawson Street and 'Carlton Avenue', 2 lounges, outdoor pool, community garden, party room, four guest suites, indoor and outdoor children's play areas, kitchen facilities, outdoor dog run, pet wash area and extensive outdoor leisure and landscaped area. The amenity area amounts to 2,540.8 m² (27,349.3 sq.ft.), which is less than the total permitted exemption of 5% (46,404 sq.ft.) of Gross Floor Area.

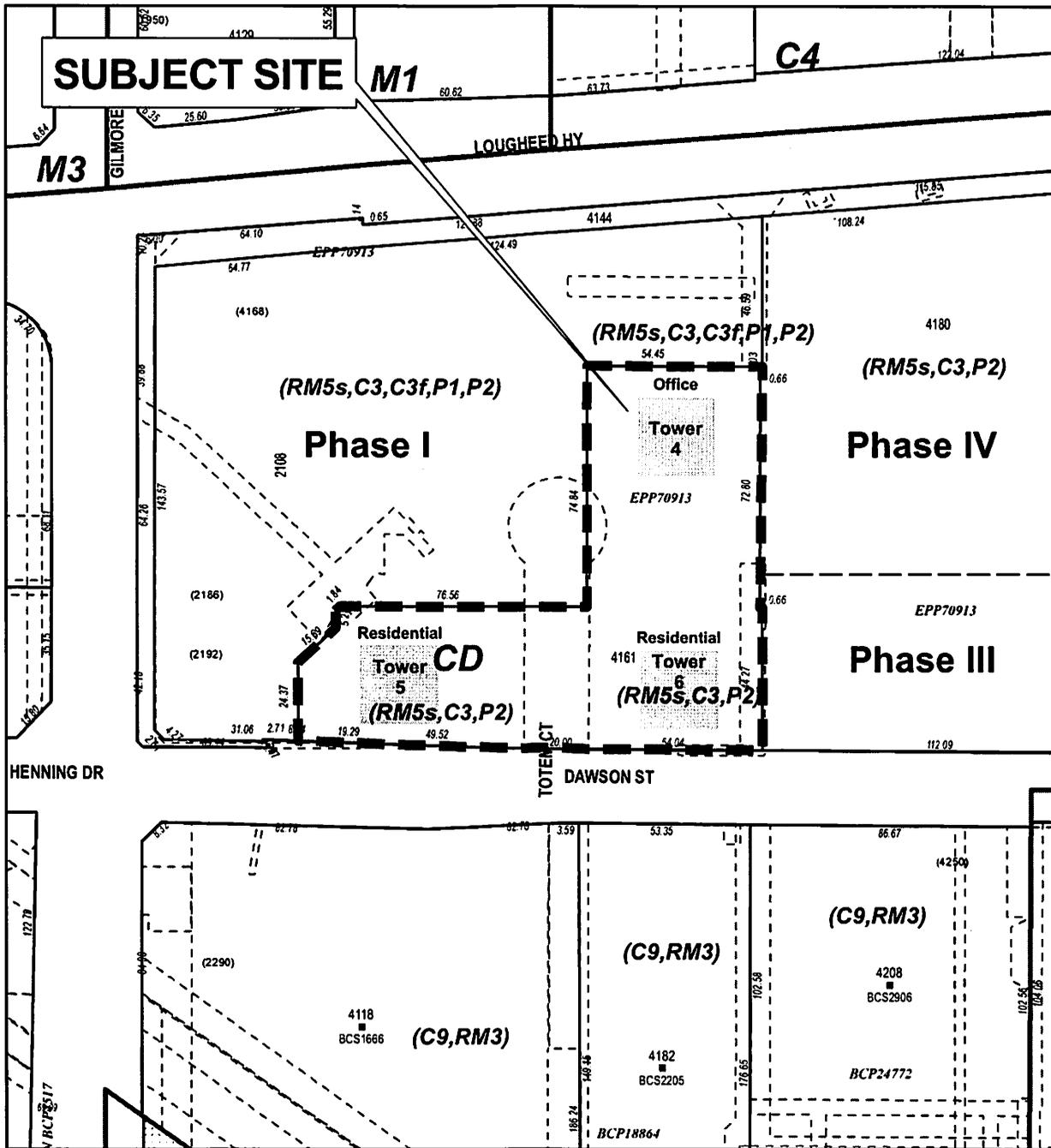

 E.W. Kozak, Director
 PLANNING AND BUILDING

IW:tn
Attachments

cc: Director Finance
 City Solicitor
 City Clerk

SCHEDULE A
REZONING 18-26

ADDRESS	LEGAL DESCRIPTION	PID
4120 Lougheed Hwy.	Block 8 Except: Firstly: Parcel A (Reference Plan 11251); Secondly: Part By-Law Plan 52808; Thirdly: Part Now Road On Statutory Right Of Way Plan 4957; DL 119, Group 1, NWD Plan 206	003-206-840
4170 Lougheed Hwy.	Lot C, DL 119, Group 1, NWD Plan 69931	001-942-352
4180 Lougheed Hwy.	Lot 80, DL 119, Group 1, NWD Plan 66959	002-125-072
4161 Dawson St.	Lot B, DL 119, Group 1, NWD Plan 69931	001-942-344
4171 Dawson St.	Lot A, DL 119, Group 1, NWD Plan 69931	001-942-310



PLANNING & BUILDING DEPARTMENT



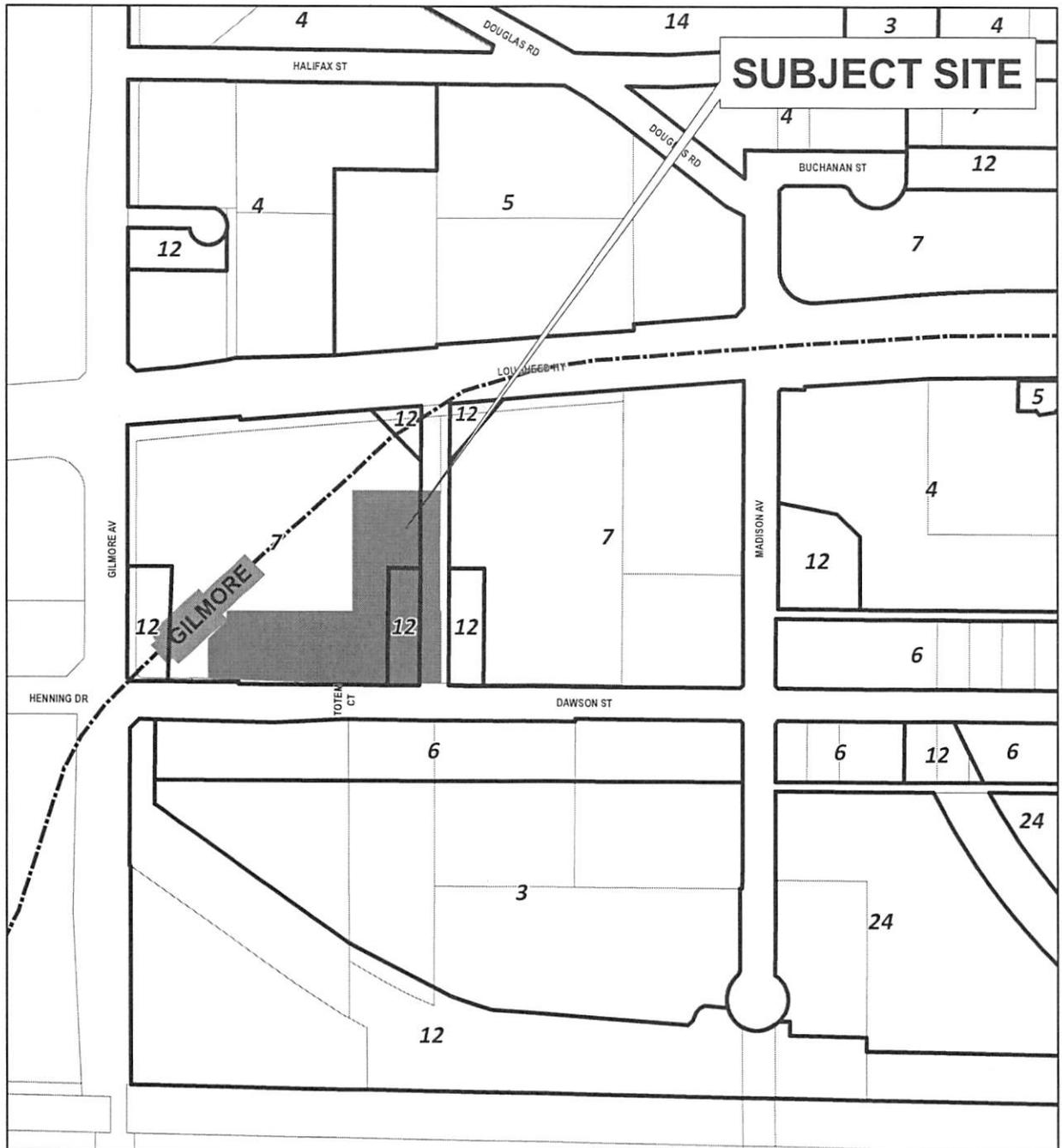
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REZONING REFERENCE #18-26
4161 DAWSON STREET
TOWER 6 (PHASE II)

 Subject Site



- 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 -



Planning and Building Dept
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Brentwood Plan

