

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **REZ #18-24 – 4161 DAWSON STREET – TOWER 4, GILMORE PLACE PHASE 2 – HIGH DENSITY MULTIPLE FAMILY RESIDENTIAL WITH COMMERCIAL**
PURPOSE: To seek Council approval to forward REZ #18-24 to First and Second Reading at a future Council meeting.

REFERENCES

Address: 4161 Dawson Street
Legal: PID: 032-220-359
Lot 2 District Lot 119 Group 1 New Westminster District Plan
EPP98447
Applicant: Onni Gilmore Holdings Corporation Inc.
200 – 1010 Seymour Street,
Vancouver, BC V6B 3M6
Attention: Shaan Desai
Current Zoning: CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 and C3f General Commercial Districts, P1 Neighbourhood Institutional 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)
Proposed Zoning: Amended CD Comprehensive Development District (based on C3 General Commercial District, RM5s Multiple Family Residential District, RM5r Multiple Family Rental District, Brentwood Town Centre Development Plan, and the Gilmore Station Area Master Plan as guidelines and in accordance with the development plan entitled “Gilmore Place Phase 2 Tower 04” prepared by Arcadis)

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #18-24 be prepared and advanced to First and Second Reading at a future Council meeting;

THAT the predecessor Rezoning Bylaw, Amendment Bylaw No. 14, 2019, Bylaw No. 14030, be abandoned contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw;

THAT a Housing Agreement be authorized according to the terms outlined in Section 3.5 of the report titled REZ #18-24 – 4161 Dawson Street – Tower 4, Gilmore Place Phase 2 – High Density Multiple Family Residential with Commercial dated February 25, 2025, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw; and

THAT the items listed in **Attachment 3** to the report be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #18-24.

EXECUTIVE SUMMARY

The purpose of this rezoning application is for the construction of a high-rise residential building (Gilmore Place Tower 4), with ground level commercial, underground parking, and public open space in accordance with the Gilmore Place Master Plan. The development also includes the commercial podiums and parking for Residential Towers 5 and 6 and the inclusionary rental for all three residential buildings, comprising Phase 2 of the Gilmore Place Master Plan. The proposed development concept supersedes a previous concept for Tower 4, which envisioned a high-rise office tower. The purpose of this report is to provide Council with information on the revised proposal and to recommend that the Rezoning Bylaw be brought forward for First and Second Reading at a future date of Council.

1.0 POLICY SECTION

The proposed rezoning application is consistent with the following policies and plans adopted by Council:

- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998),
- Brentwood Town Centre Development Plan (1996),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy (2021), and
- Rental Use Zoning Policy (2020).

2.0 BACKGROUND

2.1 The subject development site is located along Dawson Street within Phase 2 of the Gilmore Place Master Plan (see **Figure 2**), and is designated for High Density Mixed Use within the Brentwood Town Centre Development Plan and Town Centre uses within the Official Community Plan (see **Attachment 1: Sketch #1 and Sketch #2**). The subject site is comprised of one lot, which is partially excavated.

- 2.2 On July 23, 2018 Council granted Final Adoption to Rezoning Reference #14-21 (Bylaw No. 13598), which established the Gilmore Station Master Plan for the phased mixed-use redevelopment of the Gilmore Station Area, as well as four additional rezonings for three residential towers (REZ #15-55, #15-56 and #15-57) and a commercial podium and underground parking (REZ #15-54), together comprising Phase 1 of the Master Plan. The Master Plan site is now commonly referred to as the Gilmore Place Master Plan.

- 2.3 On October 1, 2018 Council received an initial rezoning report, which proposed to rezone the subject property to Amended CD Comprehensive Development District (based on C3 and C3f General Commercial Districts, RM5s Multiple Family Residential District, and Brentwood Town Centre Development Plan as guidelines) for the purposes of constructing an office building, commercial podiums and public open space over underground parking, followed on December 3, 2018 with two reports for two high-rise apartment buildings (REZ #18-25 and #18-26), together comprising Phase 2 of the Gilmore Place Master Plan. The Bylaws for these three rezonings received Third Reading on July 10, 2023. It is noted that the subject rezoning is required to advance to Final Adoption as a prerequisite condition of Final Adoption of the rezoning bylaws for T5 (REZ #18-25) and T6 (REZ #18-26). The Phase 2 site was designed as one integrated development with the underground parking, commercial podium, office building and open spaces to proceed to construction first. Due to the advanced nature of REZ #18-25 and #18-26 (the residential buildings), and in anticipation of the Rental Use Zoning Policy, Council agreed to accept the inclusionary rental requirement generated by Phase 2, to be delivered in Phase 3 (REZ #19-66).

- 2.4 Due to the current market demand for commercial office towers in the Brentwood area, and the desire to deliver non-market rental units earlier in the project, the applicant has requested that Tower 4 revert to a high-rise residential tower with ground oriented commercial, as originally anticipated by the Gilmore Place Master Plan, and that the inclusionary rental requirement generated by Phase 2 be delivered with the current phase of construction, thus de-coupling Phase 2 and Phase 3 rezoning applications while delivering non-market housing sooner. To achieve the revised development concept, it is proposed that a new Bylaw be brought forward for Council consideration as part of the active rezoning application for Tower 4 (REZ #18-24), and that the predecessor Rezoning Bylaw, Amendment Bylaw No. 14030 be abandoned contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw. To support the revised development plan, it is proposed that the subject property be rezoned to Amended CD Comprehensive Development District (based on the C3 General Commercial District, RM5s Multiple Family Residential District, RM5r Multiple Family Rental District, Brentwood Town Centre Development Plan, and the Gilmore Station Area Master Plan as guidelines) for the purposes of constructing a high-rise strata and rental apartment building with ground oriented commercial uses, as well as the commercial podiums for T5 and T6, and the public open space and underground parking provisions for Phase 2.

It is noted that the proposed height of Tower 4 exceeds the height originally envisioned in the Master Plan (up to 50 storeys), to the extent necessary to provide the number of inclusionary non-market rental units required under the Rental Use Zoning Policy. Given that this Tower 4 site specific rezoning further amends the current Master Plan zoning on the site, and noting the desire to expedite the delivery of non-market rental units, it is proposed that the Master Plan and associated Master Density Allocation Covenant be amended with the next applicable development application for the master plan site to recognize the required non-market rental uses and the associated amendments to density and building height across the site. Other than the proposed height of Tower 4, the development plan remains consistent with the adopted Master Plan. Minor adjustments to the Density Allocation Covenant as it pertains to maximum residential density of the Phase 2 lands will be required through the subject application to increase the permitted gross floor area to the extent necessary to accommodate the required inclusionary non-market rental units. The Phase 3 rezoning application (REZ #19-66) will be amended or resubmitted at a future date with a revised concept for Council consideration.

- 2.5 The applicant has now submitted a revised plan of development suitable for First and Second Reading of the Rezoning Bylaw.

3.0 GENERAL INFORMATION

3.1 The development proposal for Tower 4, as shown in **Figure 1**, is for a 65-storey high-rise residential strata and non-market rental building over a 2-storey commercial podium. The subject development proposal includes 509 residential strata units and 250 non-market rental units in T4, as well as the two 2-storey commercial podiums within Tower 5 (REZ #18-25) and Tower 6 (REZ #18-26) respectively, and 7 levels of underground parking to serve all of Phase 2. Pedestrian access is provided directly from Dawson Street, the future Carleton Drive (north-south street linking Dawson Street to Lougheed Highway), and via publicly accessible plazas, walks, passages, and corridors to Lougheed Highway, Gilmore Avenue and the Gilmore SkyTrain Station. Vehicular access will be provided via easements through the Phase 1 underground parking area, as well as via Dawson Street and the future Carleton Drive. A more detailed summary of the proposed development, including density, floor area, residential unit mix, amenity space, and parking and loading, is provided in **Attachment 2 – Development Statistics**.

Figure 1: Land Use and Tenure of Phase 2 Gilmore Place

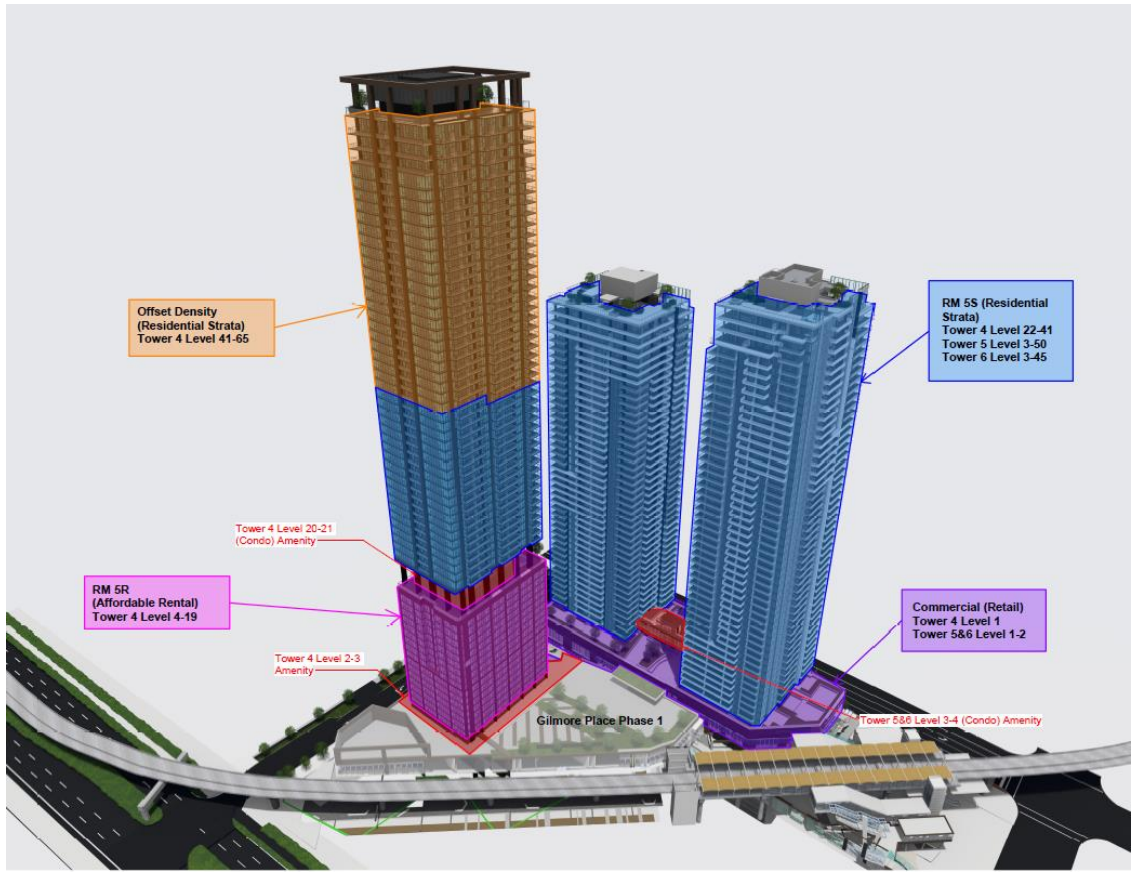
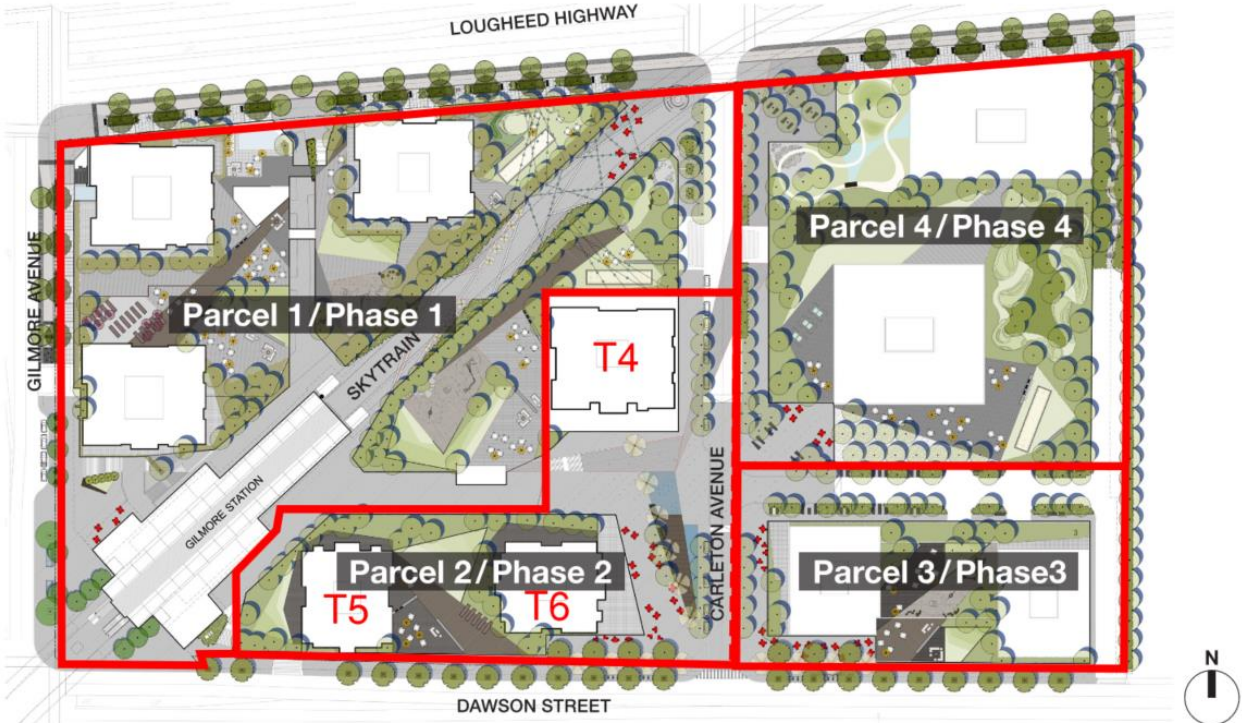


Figure 2: Gilmore Place Master Plan Phasing



- 3.2 Within Phase 2, Carleton Plaza will provide an open air, but weather protected public gathering space at the heart of the Gilmore Place development. The proposed plaza straddles 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 Carleton Plaza is also connected by a grand staircase to second level commercial and retail uses in Phase 1. Movement to the second and third commercial levels is also accommodated by several escalator and elevator banks to ensure universal access and inclusion. Both Carleton Plaza and Carleton Drive (naming to be confirmed) will be developer constructed and maintained, with public access protected through a Section 219 Covenant and Statutory Right of Way agreement.
- 3.3 Density is determined based on the gross site area and the permitted Floor Area Ratio (FAR). The maximum permitted density for the Master Plan is outlined in **Table 1**. The proposed density for Tower 4 of Phase 2 is outlined in **Table 2**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 2** as a result of design refinements or detailed surveys, subject to the proposed Density (FAR) not being exceeded.

Table 1: Permitted Master Plan density and remaining density available after density allocated to Phase 1

Master Plan Site Area (subject to survey): 52,442.40 m²		
	Permitted GFA (m²)	Remaining GFA (m²) following Phase 1
RM5s	262,212	124,798.96
C3	314,654.40	291,063.81
Total GFA (m²)*	576,866.40	415,862.77

** As previously noted, the Gilmore Place Master Plan did not include RMr rental density or density offset across the site and is not reflected in the Master Density Allocation Covenant for the Master Plan. While the Master Plan will be amended to account for RM5s Density Offset and RM5r density across the balance of the Master Plan site with the next applicable rezoning application, it is necessary to amend the Master Density Allocation Covenant through the subject application to increase the permitted residential gross floor area for Phase 2 to the extent necessary to incorporate the proportionate RM5s Density Offset, and RM5r density for the Phase 2 lands.*

Table 2: Proposed Phase 2 Tower 4 density, based on subject site area

Zoning: CD (RM5s, RM5r, C3)		
Site Size (subject to survey): 10,200.00 m ²		
	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM5s Base Density	0.79	100
GFA (m ²)	8,099.71	
RM5s Bonus Density	0.14	18
GFA (m ²)	1,472.67	
RM5s Suppl. Base Density	0.43	55
GFA (m ²)	4,418.02	
RM5s Suppl. Bonus Density	0.43	55
GFA (m ²)	4,418.02	
RM5s Density Offset FAR	2.23	281
GFA (m ²)	22,699.26	
RM5r FAR	1.67	250
GFA (m ²)	17,082.35	
C3 Commercial FAR	0.65	-
GFA (m ²)	6,598.67	
Total Density	6.35	759
Total GFA (m²)	64,788.72	

3.4 As noted in **Table 2**, the applicant is proposing to use the amenity density provisions in the Zoning Bylaw. The Master Plan establishes that the RM5s base and bonus residential density for each phase is to be calculated as 68% base density and 32% bonus density. Based on this calculation, the applicant achieves an additional 5,890.70 m² of bonused gross floor area (GFA) included in the development proposal, subject to survey and any minor design refinements. The Real Estate Division of the Lands and Facilities Department will initiate discussions with the applicant on the amenity bonus value. A separate report

detailing the value of the density bonus will be brought forward to Council for consideration and approval.

Based on the City’s current approach, the applicant has two alternative options to the standard amenity bonus negotiation and payment procedure. In Option 1, the applicant may negotiate the density bonus value prior to Final Adoption but defer payment of the density bonus amount to issuance of Preliminary Plan Approval, subject to (1) payment to the City, on a quarterly basis, of interest in respect of the unpaid density bonus amount at the rate of 2% over the posted RBC Prime rate beginning on the date of Final Adoption of the rezoning bylaw, and (2) the registration of a Section 219 Covenant restricting issuance of Preliminary Plan Approval and a building permit and further subdivision of the development site until payment in full of the density bonus amount. As the subject site is part of a master planned site, there is an Option 2 that allows the applicant to defer negotiation and payment of the density bonus value to Preliminary Plan Approval, subject to the registration of a Section 219 Covenant restricting marketing of the market strata units, issuance of Preliminary Plan Approval and a building permit, and further subdivision of the development site, until payment in full of the density bonus amount.

In accordance with Council-adopted policy, 80% of the cash-in-lieu contributions will be applied to the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve.

- 3.5 In accordance with the Council adopted Rental Use Zoning Policy (RUZP), Stream 2 – Inclusionary Rental applies to the subject rezoning application. The subject application is providing the inclusionary rental requirement for all of Phase 2 (inclusive of the T5 and T6 residential buildings), which generates a requirement for 250 non-market rental units. To ensure affordability, the rents permitted to be charged for the required inclusionary rental units are to be set at 20% below Canada Mortgage and Housing Corporation (CMHC) median rents in compliance with the RUZP. The registration of a Housing Covenant and Housing Agreement will be required to protect and regulate affordability measures of the non-market rental units. The registration of a Section 219 Covenant will be required that restricts occupancy of Tower 5 and 6 until a certificate of occupancy has been issued in respect of the non-market rental units of Tower 4.

To assist with the provision of inclusionary rental housing, a density offset is available. It is noted that the subject application includes the density offset available for the entirety of Phase 2, since T5 and T6 do not utilize any density offset.

- 3.6 A residential parking ratio of 0.84 spaces per unit and commercial parking ratio of 1 space per 24.44 m² of commercial floor area is proposed. It is noted that 100% of the residential stalls and 45% of the non-residential stalls will be EV-Ready. The vehicle parking rates outlined above may be varied prior to the issuance of a Preliminary Plan Approval in line with the rates set out in this paragraph or the

then-current requirements in the Burnaby Zoning Bylaw, subject to any necessary changes to the transportation demand management (TDM) strategy for the site to be in line with Council adopted guidelines or standards. Bicycle parking provisions are outlined in **Attachment 2**. Further, the applicant is providing a comprehensive transportation demand management strategy for both rental and strata residents, which includes:

- a transit subsidy fund equal to \$2,850 per dwelling unit to reimburse a portion of transit pass fees for each dwelling unit;
- provision of \$1,500 in car share vehicle driving credits per dwelling unit;
- provision of ten parking spaces for car share vehicles on-site with Level 2 or higher charging level;
- provision of bicycle repair and maintenance stations on-site; and
- a Communications Strategy that provides the building owners, tenants and employees of the residential and commercial uses with an understanding of how to best use each of the alternative transportation options.

The final transportation demand management strategy measures may be varied prior to Final Reading in line with the then-current adopted City policy or bylaw regulations.

3.7 Transportation and servicing improvements include, but are not 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 an internal 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 at Carleton Drive and Dawson Street complete with left turn lanes and traffic signals; and
- construction of public plaza and pedestrian linkages complete with specialized paving, ornamental landscaping, public seating, pedestrian lighting and art.

3.8 The provision of public art is a prerequisite of this rezoning. In accordance with the City’s Public Art Policy, the applicant may satisfy the public art requirement through one of two options: Option 1 is to provide public art on the subject site, and Option 2 is to provide a cash-in-lieu contribution to public art. A final determination of which option applies will be made prior to Final Adoption of the rezoning, with all necessary covenants to ensure delivery of the artwork or payment of the cash in lieu contribution.

3.9 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3**. In part, the prerequisites include the necessary fees, financial securities, professional reports, legal and servicing agreements, easements, covenants, and

statutory rights of way to facilitate the servicing and development of the proposed site.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

As of November 30, 2023 the *Housing Statutes (Residential Development) Amendment Act, 2023* amended Section 464 of the *Local Government Act* to prohibit local governments from holding a Public Hearing for rezoning applications that are all or predominantly (greater than 50%) residential, where the proposed rezoning is consistent with the City’s Official Community Plan. As such, a Public Hearing is prohibited from being held for this rezoning application.

Public notice of the Rezoning Bylaw for REZ #18-24 will be completed prior to bringing forward the Rezoning Bylaw for First Reading, in accordance with section 467 of the *Local Government Act*, the City’s Public Notice Bylaw and Council policy. City staff will mail a notice to those properties that are within a 30 m radius of the subject site. A public notice will also be published on the City’s website, distributed as part of the City’s online newsletter, and a sign regarding the proposal will be posted on the site.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

- Attachment 1 – REZ #18-24: Sketch #1 and Sketch #2
- Attachment 2 – REZ #18-24: Development Statistics
- Attachment 3 – REZ #18-24: Rezoning Prerequisites

REPORT CONTRIBUTORS

This report was prepared by Ian Wasson, Senior Development Planner, and reviewed by Mark Norton, Manager Development, Jennifer Wong, Assistant City Solicitor, and Jesse Dill, Director Development.