



Item
Meeting 2022 May 30

COUNCIL REPORT

TO: CHIEF ADMINISTRATIVE OFFICER 2022 May 25

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: REZONING REFERENCE #19-19
Brentwood West Conceptual Master Plan
Brentwood Town Centre Development Plan

ADDRESS: 4430, 4488 Halifax Street and 1801 Willingdon Avenue
(see *attached* Sketches #1 and #2)

LEGAL: Lot 1 District Lot 119 Group 1 New Westminster District Plan BCP29826
Lot 2 District Lot 119 Group 1 New Westminster District Plan 81971
Lot 57 District Lot 119 Group 1 New Westminster District Plan 41060

FROM: CD Comprehensive Development District (based on C2 Community Commercial District, C3 General Commercial District, and the Brentwood Town Centre Development Plan as guidelines)

TO: Amended CD Comprehensive Development District (based on C3 General Commercial District, RM5s Multiple Family Residential District, RM5r Multiple Family Residential District and the Brentwood Town Centre Development Plan as guidelines, and in accordance with the development plan entitled "Brentwood West Concept Book" prepared by Chris Dikeakos Architects Inc.)

APPLICANT: Chris Dikeakos Architects Inc.
1635 West Broadway
Vancouver, BC V6J 1W9
Attn: Chris Dikeakos

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2022 June 28.

RECOMMENDATIONS:

1. **THAT** the amendment to the Brentwood Town Centre Development Plan, as outlined in Section 5.0 of this report be approved, to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2022 May 30, and to a Public Hearing on 2022 June 28 at 5:00 p.m.

3. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development.
 - b. The submission of an Engineering Master Plan.
 - c. The submission of a Master Signage Plan.

4. **THAT** a copy of this report be sent to the property owners of 1925, 1967 Willingdon Avenue, and 4461 Lougheed Highway.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to establish a Conceptual Master Plan and Design Guidelines for the Brentwood West Site, in order to guide further site specific rezoning applications for the future construction of a high-density, multi-phased strata, rental, commercial retail and office development over four phases. No specific development is being proposed by the subject rezoning application.

2.0 POLICY FRAMEWORK

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Corporate Strategic Plan (2017), 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), Climate Action Framework (2020), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

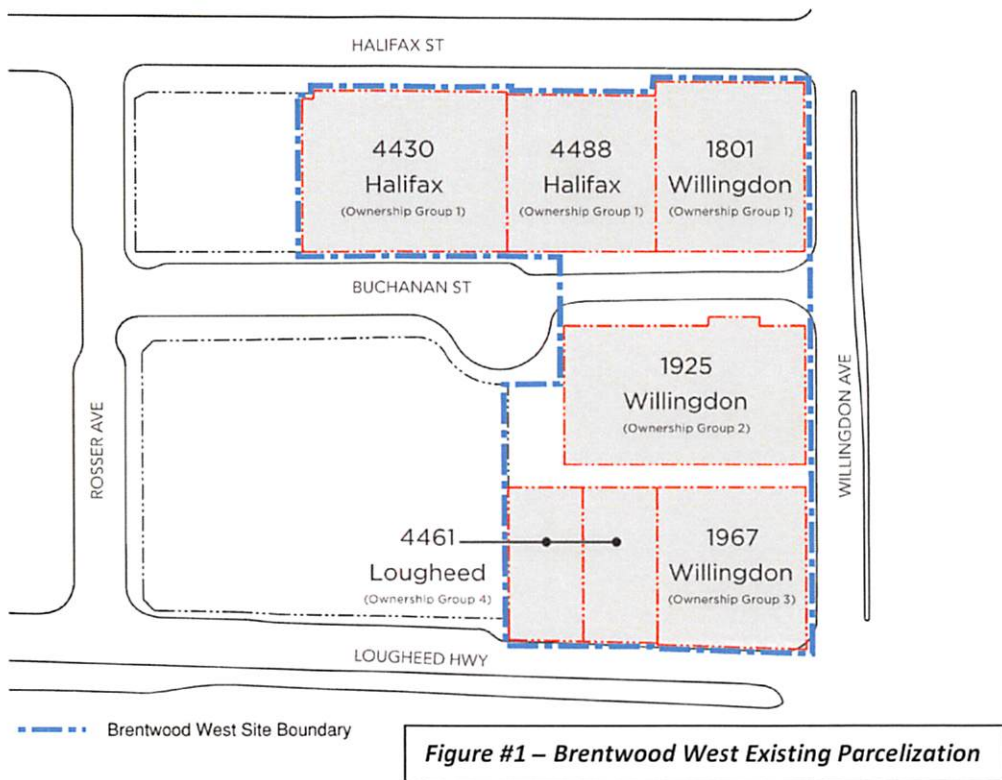
3.0 BACKGROUND

- 3.1 On 2019 June 10, Council received the report of the Planning and Development Department regarding the rezoning of the subject site and authorized the Department to work with the applicant toward the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.

- 3.2 On 2022 February 02, Council received a second report of the Planning and Development Department to seek the endorsement of the preliminary concepts and vision for the Brentwood West Site, as a basis for receiving community input.

- 3.3 The Brentwood West Site is approximately 3.27 acres (142,542 sq. ft.) in size and is comprised of seven individual parcels (see **Figure #1**). One of the parcels (4488 Halifax Street) is vacant, three parcels (4430 Halifax Street, and 1801, 1925 Willingdon Avenue) are occupied by older low-rise office buildings, two parcels (both addressed 4461 Lougheed Highway) are occupied by older low-rise retail uses, and one parcel (1967 Willingdon) is occupied by a gas station. The proponent for the Conceptual Master Plan

and associated Community Plan Amendment, Bosa Developments, is the owner of three parcels located at 4430, 4488 Halifax Street, and 1801 Willingdon Avenue. The remaining parcels within the site are currently held by three separate owners.



3.4 The subject area is located in the primary core of the Brentwood Town Centre Plan, at the northwest corner of Lougheed Highway and Willingdon Avenue. The defining features of the site are its proximity to the Brentwood SkyTrain Station, its adjacency to major destinations such as Brentwood Mall and the Solo District, and a future public open space identified along Buchanan Street. To the west of the site, is a high-density mixed-use development with an office building and residential building over a retail podium (Rezoning Reference #05-41) and a high-density seniors residential development (Rezoning Reference #70-61), with Rosser Street, and the high-density mixed-use Madison Centre beyond. To the north, across Halifax Street, is a low-rise office building developed under Rezoning Reference #01-33 and a high-density residential development, with a cemetery beyond. To the east, across Willingdon Avenue, is the first phase of the master planned, high-density mixed-use Brentwood Mall Site (Rezoning References #11-21, 12-44, 12-45, and 16-31). To the south, across Lougheed Highway, is the high-density mixed-use SOLO District master planned site (Rezoning Reference #06-47) with three of the four residential and office buildings over retail podiums complete, and the remaining one currently under construction.

3.5 The Brentwood Town Centre Development Plan provides a land use concept for the Town Centre, which is premised on the creation of a high-density mixed-use core surrounded by supporting high and medium-density residential development. The Plan

identified the Town Centre to be highly transit-oriented, taking advantage of the area's three SkyTrain Stations (Gilmore, Brentwood and Holdom). The Brentwood Town Centre Development Plan designated the subject sites, located in the northwest quadrant of the primary core, for high-density commercial development and noted the potential for some sites to redevelop into major office and/or residential development. A public open space was also envisioned along Buchanan Street at the intersection of Willingdon Avenue. Subsequently, through a combination of master plans and community plan amendments, surrounding sites have been designated and developed for high-density mixed-use. The City identified that the remaining sites in the northwest quadrant be brought forward in a future Plan amendment to designate them for high-density mixed-use, which would bring all of the sites in the quadrant into conformity with the surrounding core area.

Given the site's strategic location within the Brentwood Town Centre, this area's redevelopment presents an opportunity to create not only a transit-oriented development, but add to a growing integrated, vibrant, and walkable mixed-use community in the heart of the Brentwood Town Centre. It is recognized that redevelopment of this key area requires a concept and vision that delivers not only superior architectural expression, but acts as a model for employment growth, sustainability, urban design, and public amenity for the Brentwood Town Centre. To assist in realizing this vision, a team involving City staff, the applicant and their various consultants have worked to develop the key concepts intended to guide the area's transformation over time. Considering the adjacent land use designations, and the original intent for the area in the adopted 1996 Brentwood Town Centre Plan to create a highly transit-oriented, high-density mixed-use core, a master plan predicated on this mixed-use intent is considered supportable and forms the basis for a Community Plan Amendment.

3.6 After considerable design development and public consultation, the applicant has now submitted a Conceptual Master Plan for presentation to a Public Hearing.

4.0 PROPOSED DEVELOPMENT CONCEPT

4.1 Scope of Rezoning

As noted in the initial rezoning report dated 2019 June 10, the applicant was seeking approval of a Conceptual Master Plan for the Brentwood West Site, and a detailed Comprehensive Development Plan for Phase 1. Since that time, the applicant has requested to separate the Phase 1 application from the Master Plan in order to provide clarity to each stage of the development process.

As such, the proposed Conceptual Master Plan would establish the general built form, permitted uses, maximum building heights, signage guidelines, proposed subdivision and phasing plan, as well as open space requirements for the Brentwood West Site. There are no specific development rights being sought through the subject rezoning application. Further site-specific rezoning applications would be brought forward for Council consideration at a future date in order to permit the detailed form of development. As noted above, the Brentwood West Site is comprised

of four separate ownership groups. Therefore, it is anticipated that future site-specific rezoning applications for Phases 3 and 4 outlined below, would be brought forward by separate applicants.

4.2 Vision and Design Tenets

As part of the planning approach to the proposed subject area, a preliminary vision and set of urban design tenets have been established to help inform and guide redevelopment over time.

The broader vision for the Brentwood West Site is: *To create a vibrant, pedestrian and transit-oriented, mixed-use community in the heart of the Town Centre, focused on creating economic growth and community.*

The realization of the vision is proposed to be guided by the following design tenets:

1. **Community:** the combination of vibrant commercial uses, a diverse mix of housing types and tenures, and a new signature public open space will contribute towards an architecturally sensitive and socially inclusive community that is integrated within the broader neighbourhood.
2. **Connected:** the site will be connected to the broader Brentwood Town Centre and beyond by a robust mobility network with connections to transit and active mobility routes. The relationship between pedestrians, cyclists, and private vehicles will be made safer and more intuitive with the implementation of Town Centre Street Standards through and surrounding the site.
3. **Experience:** the interplay between engaging architecture, vibrant commercial uses, and animated public spaces will create an exciting, memorable, and distinct place within the Town Centre that seamlessly fits into the overall urban fabric, contributing to a cohesive town centre core area.

These design tenets are intended to serve as a basis to evaluate the final land use, design, and building form proposed for the area. The site will be a complete community within the Brentwood Town Centre. The synthesis of land use, architecture, and landscape expression will result in a contemporary and functional pedestrian and transit-oriented development that will act as a vibrant and welcoming node within the Brentwood Town Centre. The focus will be the inter-relationship of commercial and residential uses, and public space to complement the surrounding Brentwood Town Centre.

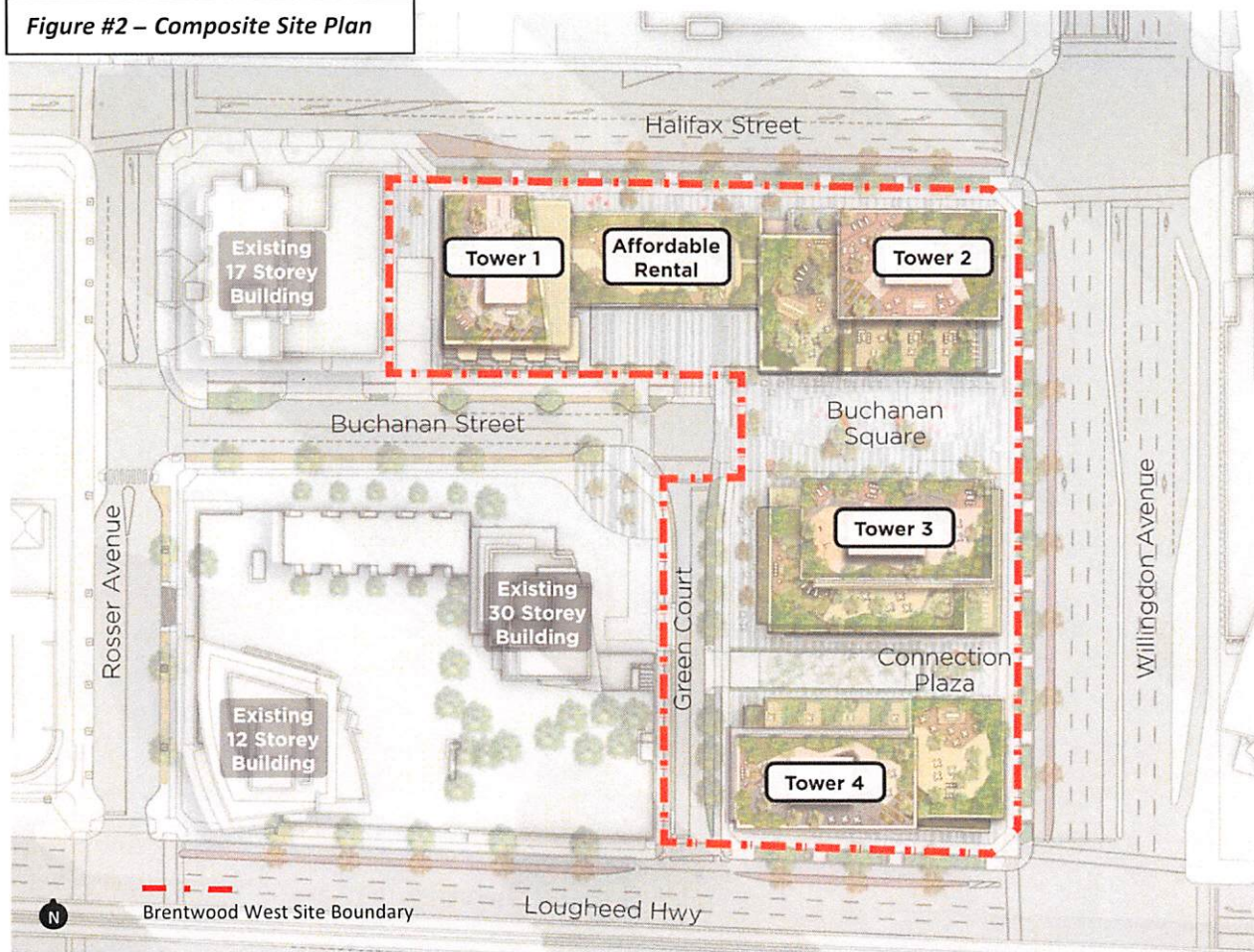
4.3 Composite Site Plan

The overall concept for the site is to see its eventual transition from an underutilized commercial and service area in the heart of the Brentwood Town Centre, into an activity hub that maximizes its strategic location in proximity to the Brentwood SkyTrain Station and major commercial and residential nodes. As shown in **Figure #2**, upon completion, the approximately 3.27 acres (142,542 sq. ft.) site is envisioned to accommodate four mixed-use residential and commercial towers, two new public open spaces, a new street linking Buchanan Street to Lougheed

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 6

Highway, and a range of public realm and infrastructure upgrades, including the achievement of the Town Centre Street Standards along the development frontages. At full build out, the concept is estimated to provide upwards of 1,600 jobs, and 1,400 well sited homes catering to a range of age cohorts and income levels, including over 200 non-market rental units. The following is a brief overview of the proposed development.

Figure #2 – Composite Site Plan



4.4 Land Use

A broad range of land uses are contemplated for the site including residential strata utilizing RM5s density, non-market and market rental uses utilizing RM5r density, commercial uses including retail and office utilizing C3 density, as well as additional market rental also utilizing C3 density on a 49% (rental) to 51% (commercial) ratio. Retail uses are located at the base of all buildings to activate the public realm, maximize service delivery, and reinforce the network of retail streets within the Town Centre, with office, hospitality, and/or residential uses above. The concept provides a wide spectrum of housing types, which will appeal to Burnaby's varied demographic makeup. In accordance with City policy, approximately 200 non-market rental units are projected across the site. Special attention has been given to ensuring non-market rental housing is located optimally, providing good access to open spaces, shopping and services, as well as close proximity to regional transit and cycling networks. As a driver of the site's concept,

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 7

locally run, smaller scale retail uses are intended to serve the local community, while office uses are intended to provide opportunities for business growth, enabling incubator and start-up businesses to expand within the site and remain in Burnaby for the long term. Further opportunities for hospitality and food and beverage uses are encouraged to support Brentwood as a destination within the region. Buildings will be designed to be flexible, adaptable and programmable for various uses, including childcare, youth-oriented activities, and seniors' centres.

4.5 Built Form

A massing concept has been developed for the overall site that allows for each development parcel to achieve its maximum permitted potential density, while creating a varied and interesting skyline. Tower 4 is envisioned to be the tallest tower within this block, with a potential height of up to 64 storeys, helping to reinforce the emerging node and focal point at the heart of the Town Centre. The three other towers proposed for the site range in height between 39 to 54 storeys. A six storey non-market rental podium is also proposed fronting Halifax Street. The massing concept has been sensitively crafted to ensure integration into the broader urban fabric. In particular, consideration has been given to how the towers impact the developments and neighborhoods to the north of Brentwood, by locating the tallest tower at the southern end of the site in order to minimize shadowing impacts. The proposed tower and podium placements also seek to minimize impacts on view corridors, while most importantly framing the adjacent streets and public realm, providing a comfortable sense of enclosure and overlook. In addition to the locally scaled retail proposed at street level throughout the site, townhouses are proposed along Buchanan Street to help provide activation and a human scale at street level along this predominantly residential street. The specific massing and architectural design of the buildings will be established through subsequent site specific rezoning's as part of the Suitable Plan of Development submissions. The goal for this block is to create timeless and elegant architecture that works in concert with surrounding development, while creating a strong sense of identify and place for the site.

4.6 Public Realm

The public realm is to provide a variety of active and contemplative spaces for daytime, nighttime, and multi-season use, in all weather conditions and accessible to all. Buchanan Square has long been envisioned by the Brentwood Town Centre Development Plan, and would be realized through this concept. A portion of Buchanan Street, between Green Court and Willingdon Avenue, would be closed to create a pedestrianized public square, activated by retail uses, and protected from traffic and noise to create an excellent environment and space for community gatherings, recreation and socialising. Connection Plaza, nestled between and framed by Towers 3 and 4 in the southern half of the site, would provide an important function for socialising, shopping and respite at a more intimate scale. Along Halifax Street, the towers and podiums will be set back to allow for retail uses to spill out and activate the street with café seating and product displays. Public Art will be provided with each phase of development, helping to further activate public spaces, and develop a strong sense of place and identity. Public Art will also play an important role in wayfinding within the Town Centre. While not part of the public realm, green roofs are envisioned on many of the podium and tower rooftops, providing

important ecological and green building benefits, as well as opportunities for activation and visual interest at various levels throughout the development.

4.7 Connectivity

In addition to onsite public realm improvements, the Town Centre Street Standards would be implemented along the site's frontages, helping to deliver an active and safe transportation network for all modes, abilities and ages. Green Court is proposed to be extended in order to provide multi-modal connections between Buchanan Street and Loughheed Highway, as well as help to relieve vehicular traffic on Rosser Avenue and Halifax Street. A subsequent transportation study as part of the Phase 3 site specific rezoning will provide further direction on the necessity and design requirements of this connection. This connection is extended north through Phase 1 for pedestrians on a statutory right-of-way. Together, the Town Centre Street Standards and Green Court extension along with the proposed onsite public realm improvements, results in a finely grained, highly accessible and connected, pedestrian focused movement network, with extremely legible north-south and east-west movement corridors.

The site's transition contributes to the realization of the overall vision for the neighbourhood, as contemplated under the Brentwood Town Centre Development Plan. Upon completion, the Brentwood West Site is envisioned to become a hub of activity with a variety of open air shopping experiences, cafes and restaurants, office and hotel space, and high-density rental (including non-market rental) and strata residential opportunities, designed around new public spaces. These changes will help strengthen a growing, high quality, integrated neighbourhood in the core of the Brentwood Town Centre that will be a seamless extension of existing surrounding neighbourhoods.

5.0 PROPOSED TOWN CENTRE PLAN AMENDMENT

As noted, The Brentwood Town Centre Development Plan designated the subject sites, located in the northwest quadrant of the primary core, for high-density commercial development and noted the potential for some sites to redevelop into major office and/or residential development. Subsequently, through a combination of master plans and Plan amendments, surrounding sites have been designated and developed for high-density mixed-use. Through these processes it was identified that the remaining sites in the northwest quadrant be brought forward in a future Plan amendment to designate them for high-density mixed-use, which would bring all of the sites in the quadrant into conformity with the surrounding core area. Currently, six of the properties within the Brentwood West Site are designated for high-density commercial development utilizing the C3 District guidelines (see **Figure #3**). The property at 4430 Halifax Street is the exception, and is designated for high-density mixed-use development utilizing RM5s, RM5r, and C3 Districts as guidelines.

A fundamental goal for the Brentwood West site is to achieve a balanced mix of residential, retail, open space and local employment uses. To achieve these goals, an amendment to the Brentwood Town Centre Development Plan is proposed as shown in **Figure #4**, which supports the commercial opportunities envisioned for the northwest quadrant in the 1996 Council adopted Brentwood Town Centre Plan, while also enabling the creation of a highly transit oriented, high-

density mixed-use core. The specific amendment being sought includes a re-designation of the high-density commercial properties to high-density mixed-use (based on RM5s, RM5r, and C3 District guidelines), as well as the extension of Green Court to Lougheed Highway.

Figure #3 – Existing Land Use Designations

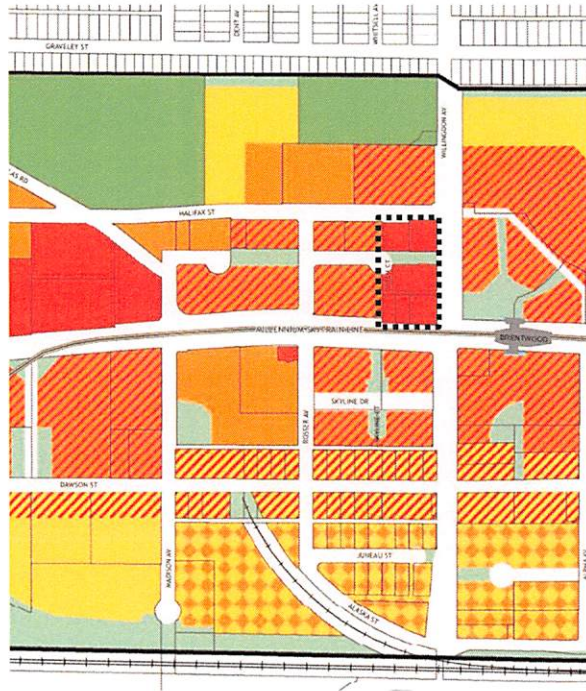
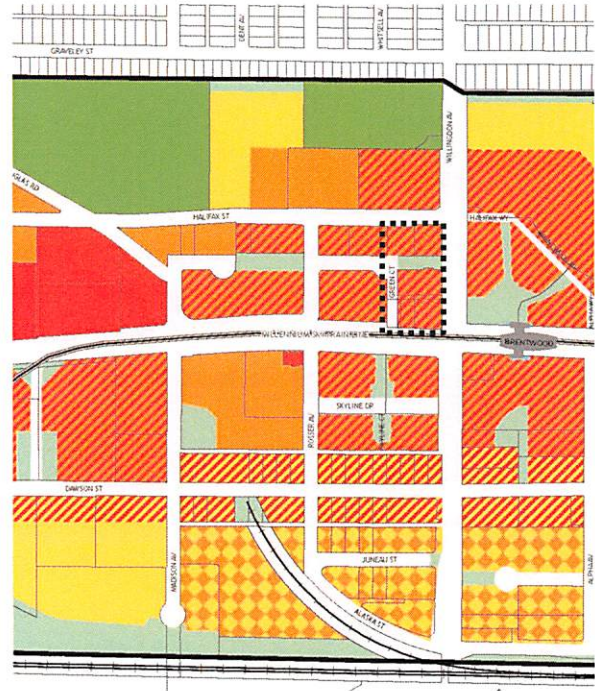


Figure #4 – Proposed Community Plan Amendment



General Land Use Designation Key

- | | |
|---|-----------------------------------|
| Medium Density Multiple Family Residential | Commercial |
| High Density Multiple Family Residential | Institutional |
| Medium Density Mixed Use | Business Centre |
| High Density Mixed Use | Park and Public Use/Public School |
| Medium or High Density Multi-Family Residential | Cemetery |
| High Density Multiple Family Residential - Brentwood Succession | |



Community Plan Amendment Boundary

In terms of the governing allowable density, a maximum RM5s residential floor area ratio of 5.0 FAR (inclusive of a 1.6 FAR density bonus), 1.1 FAR density offset, RM5r rental residential floor area of 2.2 FAR, and a C3 commercial floor area of 6.0 FAR would be applicable to the site, for a total of 14.3 FAR.

6.0 PUBLIC CONSULTATION

Based on the aforementioned Master Plan Concept and proposed Plan amendment, a report was advanced to the regular meeting of Council on 2022 February 02 outlining a proposed public consultation process to obtain input in advance of the completion of the Conceptual Master Plan. The completed public consultation process included a virtual open house held on 2022 March 09 between 5:30 p.m. and 7:00 p.m., as well as various meetings with property owners and stakeholders. In advance of the virtual open house, approximately 11,000 information postcards summarizing the proposed concept were mailed to residents and property owners in the area generally bound by Graveley Street to the north, Madison Avenue/Douglas Road to the west, Dawson Street to the south and Beta Avenue to the east, as well as made available at City Hall,

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 10

and posted on the project webpage. The information card included an invitation to attend the virtual open house and a link to the project webpage. A project webpage, hosted on the City's website, was created (<https://www.burnaby.ca/our-city/projects/brentwood-west-master-plan>) where interested parties could obtain further information on the virtual open house, view the preliminary vision and concepts, Council adopted reports regarding the site's redevelopment, and the open house presentation boards, as well as utilize a project email address to submit feedback on the redevelopment proposal. To invite interested parties outside of the circulation boundary, advertisements for the virtual open house were also posted in the Burnaby Now and on the City of Burnaby main webpage. For those that were unable to attend the virtual open house, staff were also available at the Planning Department to provide detailed information on the concept and proposed Plan amendment.

In total, 133 registrants signed up for the virtual open house. Feedback on a variety of topics was received and summarized into the three themes outlined in the breakout rooms:

1. Land Use & Form
2. Connectivity
3. Public Realm

Land Use & Form – Comments were generally supportive, recognizing the need for high-density housing and employment uses in the core of the Town Centre and near transit. Specific comments noted the need for non-market rental housing, accessible housing for people of all ages and abilities, and a broad mix of locally scaled retail uses. Comments were also received on the need for a sensitive transition from lower scaled adjacent development, as well as minimizing shadowing and providing sufficient street level activation and surveillance to encourage a safe community throughout all times of the day. The Master Plan addresses these points by providing opportunities for a broad mix of housing options, including non-market rental units in accordance with the Rental Use Zoning Policy, market rental, and strata units, which will include a range of single occupant units through to family sized units, with adaptable units suitable for those with mobility challenges. The retail strategy for the site is to provide smaller scaled retail units at the base of buildings to encourage locally run business to serve the community, while office uses are intended to provide opportunities for business growth, enabling incubator and start-up businesses to expand within the site and remain in Burnaby for the long term. The fine grained retail experience, along with strategically located residential lobbies, will ensure the surrounding streets and public spaces are well activated and have sufficient surveillance at all times of the day. Finally, while the detailed massing of the proposed towers is yet to be finalized, the intent is to ensure integration into the broader urban fabric and maximize outlook and access to natural light. This will be achieved by developing well proportioned, slim buildings that are strategically located with the greatest height delivered at the corner of Lougheed Highway and Willingdon Avenue.

Connectivity – Comments were supportive of improved transit integration given the site's strategic location, but cautioned focusing solely on transit and not providing the necessary pedestrian and cycling linkages, or appropriate vehicular access points to mitigate potential traffic impacts. The Master Plan addresses this concern by proposing new pedestrian, cycling and vehicular connections through the site, as well as upgrades to the Town Centre Standards on

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 11

all frontages with extensive pedestrian and cycling linkages as outlined in Connecting Burnaby, Burnaby's Transportation Plan, and in the Climate Action Framework. Clearly legible vehicle access points are proposed, supported by a comprehensive transportation study. The extension of Green Court will also provide new multi-modal connections, alternative emergency service access, and help relieve traffic congestion on adjacent streets. Staff noted that TransLink is commencing work on the Brentwood SkyTrain Station to double its capacity in anticipation of additional trains.

Public Realm – Comments were very supportive of an expanded open space network within the area, with some comments noting the need for these public spaces to be universally accessible, well connected, and provided with appropriate weather protection so that they can be enjoyed by the greatest number of patrons. There was also interest in a Dog Park within the neighbourhood. The Master Plan addresses these points by ensuring that the proposed public open spaces are located on the ground level and can be accessed by people of all abilities. They will be connected to the broader town centre by sidewalks and cycle paths that are universally accessible. Weather protection will be explored further as part of the site specific rezoning applications, however, the intent is to provide partially weather protected public spaces to allow for public use and enjoyment throughout the year. While the size and location of the site is not necessarily conducive to accommodating a public dog park, special consideration will be given to the design of the public and private landscape for dogs, and a dog park will be one of the programmatic elements considered for proximate neighbourhood parks when they are designed and re-designed.

The feedback received at the open houses indicated general public support for the concepts and vision for the proposed Brentwood West Master Plan. Following the initial public input process, City staff took the feedback obtained via the open house and continued to work with the applicant and their consultants to refine the concepts and vision for the proposed Brentwood West Master Plan to be brought forward to Public Hearing.

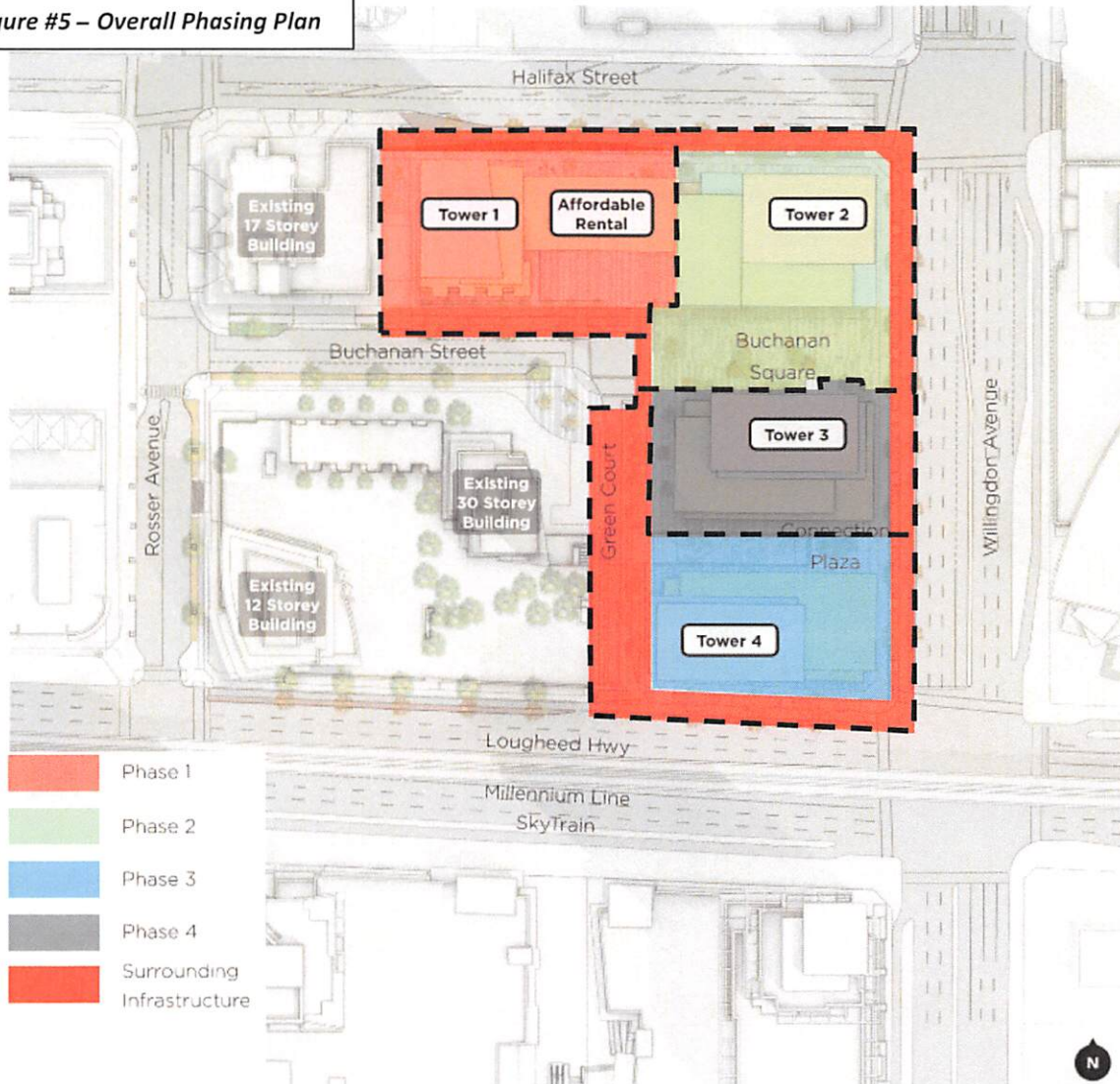
To complete the public input process, the Master Plan is located on the City's project webpage for public viewing. Consistent with the City's Public Hearing process, the Master Plan will also be made available for viewing at the Planning Department.

7.0 GENERAL COMMENTS

7.1 Phasing and Servicing

The site is envisioned to be developed over four phases, as shown in **Figure #5**, each having a unique identity and relationship within the site, beginning with Tower 1 and the non-market rental podium, continuing with Tower 2, and finishing with Towers 3 and 4 in future phases. The size, location, and orientation of the phases are influenced by such factors as vehicular access, parking capacity, desired massing, site servicing requirements, and critically by land ownership patterns. It is anticipated that each phase would be brought forward as a single, or related grouping of site specific rezoning applications. It is noted that the plan allows for a flexible phasing approach should there be an impetus to advance development in a different order. The following provides a breakdown of the anticipated phases of development.

Figure #5 – Overall Phasing Plan



Phase 1 is located in the northwest corner of the site and encompasses the Bosa owned properties at 4430 and a portion of 4488 Halifax Street. The Phase 1 concept includes a single residential condominium tower up to 54 storeys, inclusive of a commercial retail and townhouse base, with an adjoining six-storey non-market rental podium. Local scale commercial retail units are envisioned along the Halifax Street frontage, with a generous setback to encourage the retail uses to spill out and activate the street. An intimate scaled retail arcade is proposed underneath the non-market rental podium, providing a direct connection from the Halifax Street retail frontage to a landscaped passenger drop off and collection area, and Buchanan Street beyond. Along Buchanan Street, a residential character is envisioned, characterized by multi-level townhomes and residential lobbies to match the south side of the street. The six-storey podium is intended to provide the requisite amount of non-market rental housing for both Phases 1 and 2. Frontage upgrades would be completed along Halifax Street and Buchanan Street in accordance with City’s Town Centre Street Standards. An underground parkade will encompass the entirety of Phase 1 with a driveway access provided from Buchanan Street.

Phase 2 is located in the northeast corner of the site and encompasses the remainder of Bosa's existing properties at 1801 Willingdon Avenue and a portion of 4488 Halifax Street. The intended form of development would be for a single, signature mixed-use high-rise tower up to 42 storeys, with market rental uses over an office podium and commercial retail base. The defining feature of Phase 2 is the closure of a portion of Buchanan Street and the creation of a pedestrianized public square. The square is intended to be a vibrant and inclusive space, complete with generous landscaping, seating, weather protection and opportunities for recreation and performances. Local scaled retail uses such as cafes and restaurants will activate the edges of the square and continue along the Willingdon Avenue frontage and around onto Halifax Street. Frontage upgrades would be completed along Halifax Street and Willingdon Avenue in accordance with the City's Town Centre Street Standards. An underground parkade will encompass the entirety of Phase 2 with access provided via Phase 1. Phase 2 is intended to play a significant role in delivering a sense of arrival and gateway into the Town Centre from the north, inviting people into the heart of the development and the Town Centre beyond. It is noted that Phase 1 and 2 may be constructed concurrently depending on market factors and the expiration of existing lease agreements at the time of Phase 1 advancement.

Phase 3 is located in the southeast corner of the site, and encompasses the properties at 1967 Willingdon Avenue and 4461 Lougheed Highway, as well as a City lane to the north. The intended form of development would be for a single, signature mixed-use high-rise tower up to 64 storeys, with market strata, rental and non-market rental residential uses over an office/hotel podium and commercial retail base. A defining feature of Phase 3 is the potential extension of Green Court through to Lougheed Highway, providing a secondary point of multi-modal egress from and ingress to Buchanan Street, as well as generally contributing to a more rational and legible pedestrian focused street network. Retail uses would activate the edge of Green Court and continue around all frontages of the development, providing an engaging interface with the public realm. On the north side of Phase 3, an east-west pedestrian connection (Connection Plaza) is proposed to increase porosity within the block, along with a secondary, more intimately scaled public space that provides respite from the activity on Willingdon. Frontage upgrades would be completed along Lougheed Highway and Willingdon Avenue in accordance with City's Town Centre Street Standards, and Green Court would have a unique standard to match its smaller scale and intended mode split. An underground parkade will encompass the entirety of Phase 3 with access provided via Green Court.

Phase 4 is located in the centre of the Brentwood West Site, and comprises a single lot at 1925 Willingdon Avenue. The intended form of development would be for a single mixed-use high-rise tower up to 39 storeys, with market strata, rental and non-market rental residential uses over an office/hotel podium and commercial retail base. Retail uses would extend around all frontages of the development, providing an active and engaging interface with the abutting public spaces and streets. Final frontage upgrades would be completed along Willingdon Avenue and Green Court in accordance with their respective street standards. An underground parkade will encompass the entirety of Phase 4 with access provided via Green Court or Phase 3. It is noted that Phase 3 and 4 would ideally be constructed concurrently, but this would require consolidation of development sites and/or coordination between various property owners.

Each phase of the concept would be developed with a cohesive architectural and landscape vernacular, helping to reinforce the distinct identity of the development, while relating to adjacent and planned development. It is envisioned that the first phase of development and its adjacent service provisions would be completed within a 5-year period. The exact timing of development will be influenced by market conditions.

7.2 Site Densities

Site densities are determined based on gross site area. The Brentwood West Site is approximately 3.27 acres (142,542 sq. ft.) in size, subject to legal survey. Under the proposed Plan amendment, the site would be designated for high-density multiple-family residential utilizing the RM5s and RM5r Multiple Family Residential Districts, and commercial utilizing the C3 General Commercial District as guidelines.

Zoning District	Site Area (m2)	Maximum FAR	Maximum Bonus FAR	Maximum Bonus GFA	Maximum GFA (m2)
RM5s District	13,242.59	3.4	1.6	21,188.14	66,212.95
RM5r District	13,242.59	2.2	N/A	N/A	29,133.70
RM5s Offset	13,242.59	1.1	N/A	N/A	14,566.85
C3 District	13,242.59	6.0	N/A	N/A	79,455.54
Total		14.3	1.6	21,188.14	189,369.04

Table #1 - Permitted Density Maximum across the Brentwood West Site

The maximum residential density permitted across the Brentwood West Site would be up to 8.3 FAR, and maximum commercial density permitted would be up to 6.0 FAR, for a total of 14.3 FAR as outlined in **Table #1** above, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council. As noted above, the Brentwood West Site is anticipated to be developed in phases by different applicants, given the existing lot ownership structure within the block. The maximum gross floor areas of each phase of development will be determined through the subsequent site-specific rezoning applications based on the gross site area of the individual phase and the high-density mixed-use use designation permitting up to 14.3 FAR.

7.3 Inclusionary Rental

In accordance with the Rental Use Zoning Policy, Stream 2 Inclusionary Rental is applicable to the subject development. The Master Plan concept includes the equivalent of 20% of the proposed market units delivered through the RM5s District (excluding offset) as non-market rental housing, with the potential to provide additional rental housing in accordance with the Rental Use Zoning Policy. The pursuance of non-market rental housing (at or below 80% of CMHC median rates for the Burnaby north rental survey area) in order to help meet the City's

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 15

housing affordability objectives provides access to the 1.1 FAR offset density available under the RM5s District. Sufficient density for the inclusionary units would be derived from the addition of the RM5r Multiple Family Residential District. Under the adopted policy, the RMr density that is surplus to the 20% rental housing obligation is at the discretion of Council. If granted, the units derived from this density would be provided at a 1:1 ratio of market rental units to non-market rental units (at CMHC market median rates). This arrangement would be secured through a Section 219 Covenant and Housing Agreement.

7.4 Density Bonusing

Given the site's Town Centre location, up to 1.6 FAR density bonus is available as indicated within the Zoning Bylaw. As part of each site specific rezoning, the Realty and Lands Division will forward a separate report, prior to Third Reading, detailing the value of the bonus density for Council's consideration and approval.

7.5 Design Guidelines

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

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

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

7.6 Sustainability

The Master Plan concept is rooted in a sustainable development approach. At its core, the concept proposes the transition of an underutilized commercial site into an engaging high-density

mixed-use community, organized around public spaces, with multi-modal connections to transit and the broader town centre. Below is a summary of the sustainability goals which would be achieved as part of the area’s proposed redevelopment:

- **Economic Sustainability Goals:** The concept is to create a vibrant commercial area that spills into the public realm; provides a wide range of job opportunities close to home, including initial construction related employment and long-term retail and office employment. As a driver of the site’s concept, locally run, smaller scale retail uses are intended to serve the local community, while office uses are intended to provide opportunities for business growth, enabling incubator and start-up businesses to expand within the site and remain in Burnaby for the long term.
- **Social Sustainability Goals:** The public realm is to provide a variety of active and contemplative spaces for daytime, nighttime, and multi-season use, in all weather conditions and accessible to all. Buildings are to be flexible, adaptable and programmable for various uses, including childcare, youth-oriented activities, and seniors’ centres. Residential units are intended to suit a range of incomes and age cohorts, offering a diversity of housing forms and tenures, including adaptable units, and market and non-market rental housing in accordance with adopted housing policy. New pedestrian, cyclist, and transit linkages that increase walkability, accessibility, livability, and safety are also proposed as a major component of the public realm.
- **Environmental Sustainability Goals:** The concept is based on the development of a higher-density, transit-integrated community in which key goals are to: promote green buildings; reduce waste and water consumption, increase energy efficiency and minimize impacts to local streams and watercourses. Buildings within the Brentwood West Site will be required to comply with the Step Code standards applicable at the time of site specific rezoning, as established by the City’s Green Building Policy requirements. Strategies to reduce green house gas (GHG) emissions will be explored at each phase of development in order to help meet the City’s Climate Action targets of 45% reductions by 2030, 75% reductions by 2040, and carbon neutrality by 2050. Reduced parking supported by transportation demand management measures will also be explored as part of the site specific rezoning applications.

7.7 *Parking, Loading, and Active Transportation*

Utilising the targets in the City’s Transportation Plan and in support of the goals in the Climate Action Framework, the applicant’s consultants have prepared a Transportation Impact Assessment for review by the City, which provides information on estimated vehicle volumes, as well as anticipated upgrades to the surrounding transportation network. Additional transportation studies will be prepared as part of each phase of development to further refine the required upgrades to the surrounding transportation infrastructure, as well as determine the optimal level of parking and loading for each development, which will be supported by a package of

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 17

transportation demand management measures that encourage sustainable forms of transportation and minimize the construction of excess carbon intensive infrastructure and excavation.

7.8 Site Servicing

An Engineering Master Plan will be required to be completed as part of the Master Plan process. However, all required services will be obtained as part of each phase’s site-specific rezoning application. At the time of each rezoning, the General Manager Engineering will assess the need for any required services to the site, including, but not necessarily limited to:

- construction of Lougheed Highway, Willingdon Avenue, Buchanan Street, and Halifax Street to their final Town Centre Street Standards;
- construction of Green Court to a custom standard; and,
- storm, sanitary sewer and water main upgrades as required.

7.9 Road Dedications

To support the foregoing servicing requirements, road dedications are required on Lougheed Highway, Willingdon Avenue, Halifax Street, and Green Court. Frontage dedications will be determined and taken in conjunction with each phase of development.

7.10 Road Closures

In order to create a landmark tower at the northwest corner of Lougheed Highway and Willingdon Avenue, the preeminent intersection within the Town Centre, it is proposed that in addition to exceptional architecture and urban form, the existing portion of Green Court be closed and integrated into Phase 3. The additional density contributed to Phase 3 through this road closure, would enable the development of a tower that is in keeping with the scale and prominence of existing signature towers on the northeast and southwest corners of the Lougheed Highway and Willingdon Avenue intersection. The City would obtain a volumetric statutory right-of-way over Green Court to ensure public access. The Master Plan concept also envisions the closure of the existing City lane on the south side of 1925 Willingdon Avenue. The Realty and Lands Division of the Department of Lands and Facilities will forward a separate report detailing the value of the proposed land sales for Council’s consideration and approval prior to the Phase 3 rezoning application receiving Third Reading. The report will be prepared once the Realty and Lands Division has concluded negotiations with the applicant.

7.11 Adaptable Housing

Each phase of development is required to provide a minimum of 20% of total number of single-level residential units as accessible suites, in line with the Council-adopted Adaptable Housing policy. Accessible parking stalls in accordance with Zoning Bylaw Requirements will also be required. Residential accessible parking stalls would be protected by a Section 219 Covenant as common property to be administered by the strata corporation or rental management company.

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 18

7.12 Geotechnical Analysis

A Geotechnical and Groundwater Study will be required in conjunction with each phase of development to ensure that the site can be used safely in line with its intended uses, and that the site's excavation will not draw down the water table or cause impact to adjacent properties and road rights-of-way.

7.13 Easements, Covenants and Statutory Rights-of-Way

Necessary easements, covenants and statutory rights-of-way for the site are to be provided with each phase of development.

7.14 Acoustical Analysis

An Acoustical Study will be required in conjunction with each phase of development due to the proximity of the site to the Millennium Line SkyTrain Guideway, Lougheed Highway, and Willingdon Avenue showing that the proposed development would meet the Council-adopted noise criteria.

7.15 Tree Bylaw

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

7.16 Stormwater Management

A Stormwater Management Plan will be required in conjunction with each phase of development. A suitable engineered design to the approval of the General Manager Engineering will be required for the on-site stormwater management system, the deposit of sufficient monies to guarantee the provision, as well as a Section 219 Covenant to guarantee its provision and continuing operation will be required through each phase of development.

7.17 Site Disclosure Statement

Given the current commercial and industrial uses located on the site, a site disclosure statement and resolution of any resultant conditions is required as part of each site specific rezoning application.

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 19

7.18 Master Signage Plan and Comprehensive Sign Plans

A Master Signage Plan is required identifying maximum sign numbers, locations, and sizes per frontage. The Master Sign Plan will allow for variances to the Burnaby Sign Bylaw in regard to the permitted size, number and types of signage on any given frontage. Comprehensive Sign Plans further detailing sign numbers, locations, sizes and attachment details of proposed signage will be required as part of each site specific rezoning application.

7.19 Development Cost Charges

Development Cost Charges including the Burnaby School Site Acquisition Charge, Parkland Acquisition Charge, Regional Transportation Charge, a contribution towards the proposed pedestrian and cycling overpasses within the Brentwood Town Centre across the CN/BNSF Rail Lines, and GVS&DD Sewerage Charge will be required in conjunction with each site-specific rezoning application.

8.0 CONCLUSION

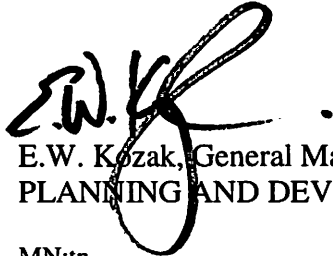
The subject rezoning amendment proposes a Conceptual Master Plan and Design Guidelines for the Brentwood West Site at the northwest corner of Lougheed Highway and Willingdon Avenue. As one of the key sites within the Brentwood Town Centre Development Plan, since its adoption in 1996, the Plan has identified the site for high-density commercial development and noted the potential for some sites to redevelop into major office and/or residential development. Given the site's strategic location, this area's redevelopment presents an opportunity to create not only a transit-oriented development, but an integrated, vibrant, and walkable mixed-use community. The concept, established through the Brentwood West Master Plan, realizes this intent by proposing a complete, mixed-use community, helping to reinforce the emerging node and focal point at the heart of the Town Centre. The development concept is supported by a dynamic public realm, which includes a new signature public space, Buchanan Square, as well as new multi-modal linkages connecting the site to the Brentwood SkyTrain Station and broader Brentwood Town Centre. The public realm is framed by the surrounding built form, which is proposed to comprise four mixed-use buildings ranging in height from 39 storeys to 64 storeys, and a 6-storey non-market rental podium. To accommodate the proposed high-density mixed-use development, an amendment to the Brentwood Town Centre Development Plan is required. The specific amendment being sought includes a re-designation of the high-density commercial properties to high-density mixed-use (based on RM5s, RM5r, and C3 District guidelines), as well as the extension of Green Court to Lougheed Highway. The proposed redevelopment of the Brentwood West Site supports the commercial opportunities envisioned for the northwest quadrant in the 1996 Council adopted Brentwood Town Centre Development Plan, but in a mixed-use context. In that sense, the resulting forms of development (high-rise) are unchanged in the proposed amendment.

Overall, the proposed Master Plan exemplifies quality urban design and place making, focusing on a public realm first approach, with a built form concept that relates to the streets and open spaces, and delivers a highly livable development that reflects the high standards expected for

To: Chief Administrative Officer
From: General Manager Planning and Development
Re: REZ #19-19, Brentwood West Conceptual Master Plan
2022 May 25..... Page 20

future development in the City's Town Centre areas. The interplay of housing tenures, urban design, place making, architecture, and landscape architecture showcases a highly creative approach to development within the Brentwood Town Centre. The proposal is considered supportable by Staff and is recommended to advance to Public Hearing. Upon Council granting Second Reading to the subject rezoning application, the Brentwood Town Centre Development Plan would be amended to reflect the densities and land use designations presented in the current development proposal.

As the Master Plan concept is proposing only general development guidelines, no specific development is proposed for approval through the subject rezoning application. Subsequent site-specific rezoning applications require approval by Council for specific phases of development in line with the Master Plan, including the submission of subsequent proposals to a future Public Hearing.

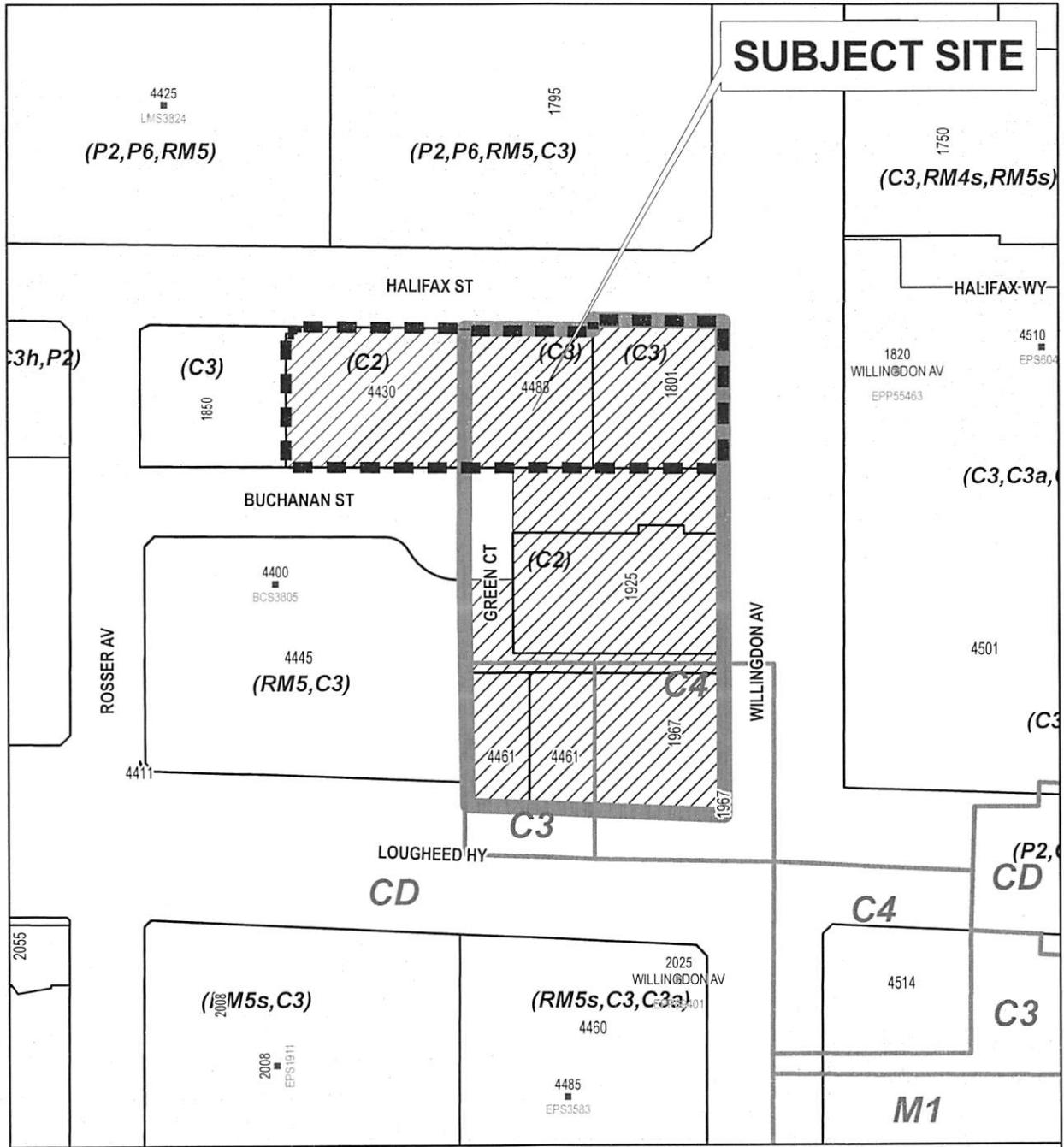


E.W. Kozak, General Manager
PLANNING AND DEVELOPMENT

MN:tn

Attachments

cc: Deputy Chief Administrative Officer and Chief Financial Officer City Solicitor
General Manager Parks, Recreation and Cultural Services City Clerk
General Manager Engineering



SUBJECT SITE



PLANNING AND DEVELOPMENT DEPARTMENT

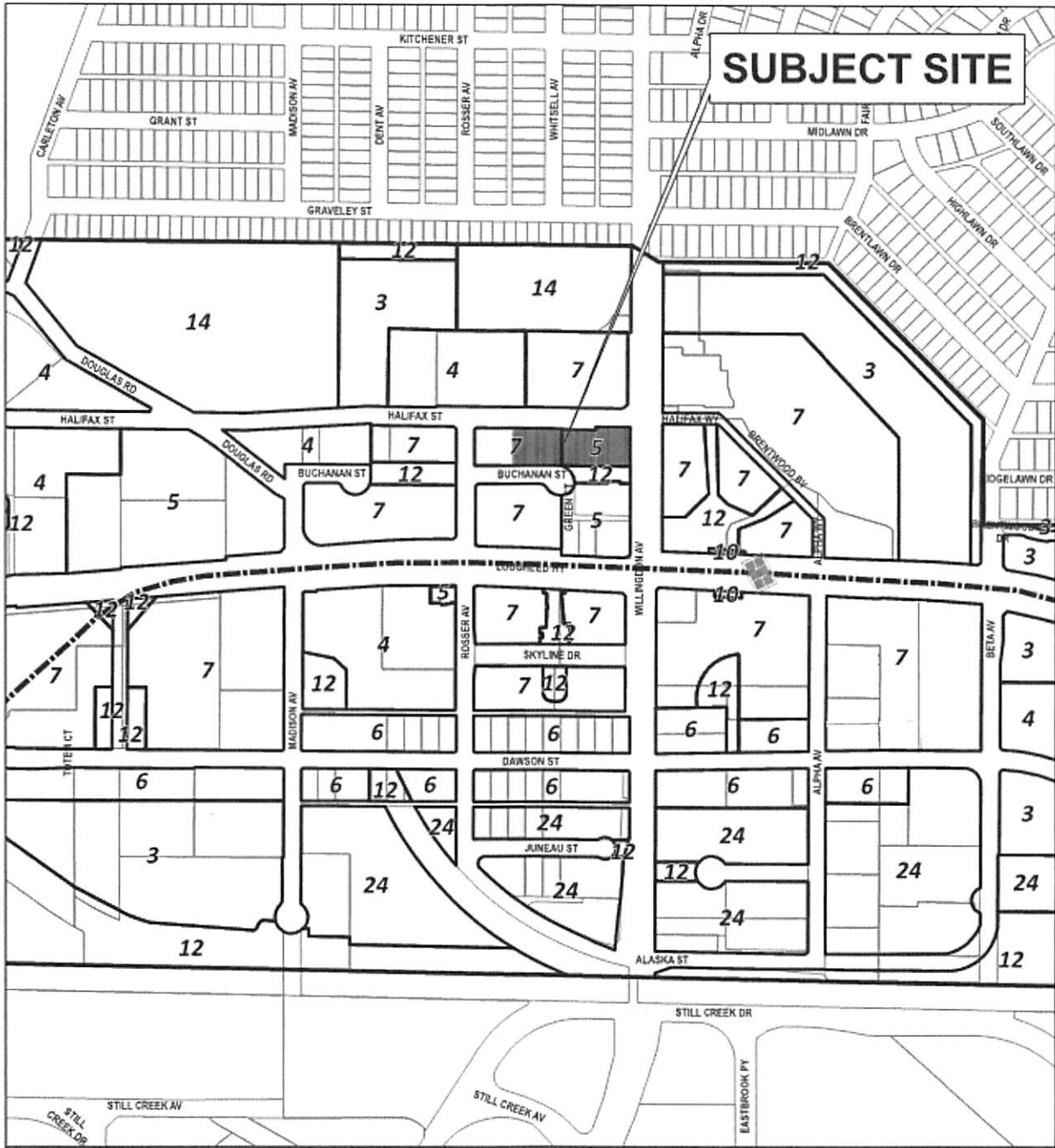
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MAR 7 2022

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JS

REZONING REFERENCE #19-19
1801 WILLINGDON AVENUE,
4430 AND 4488 HALIFAX STREET

-  Subject Site
-  Master Plan Study Area
-  Community Plan Amendment Boundary

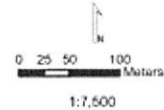


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|---|---|
| 3 Medium Density Multiple Family Residential | 8 Medium or High Density Multi Family Residential |
| 4 High Density Multiple Family Residential | 10 Institutional |
| 5 Commercial | 11 Business Centre |
| 6 Medium Density Mixed Use | 12 Park and Public Use/Public School |
| 7 High Density Mixed Use | 14 Cemetery |
| | 24 High Density Multiple Family Residential -
Brentwood Succession (RM4s) |



City of Burnaby
PLANNING AND DEVELOPMENT DEPARTMENT

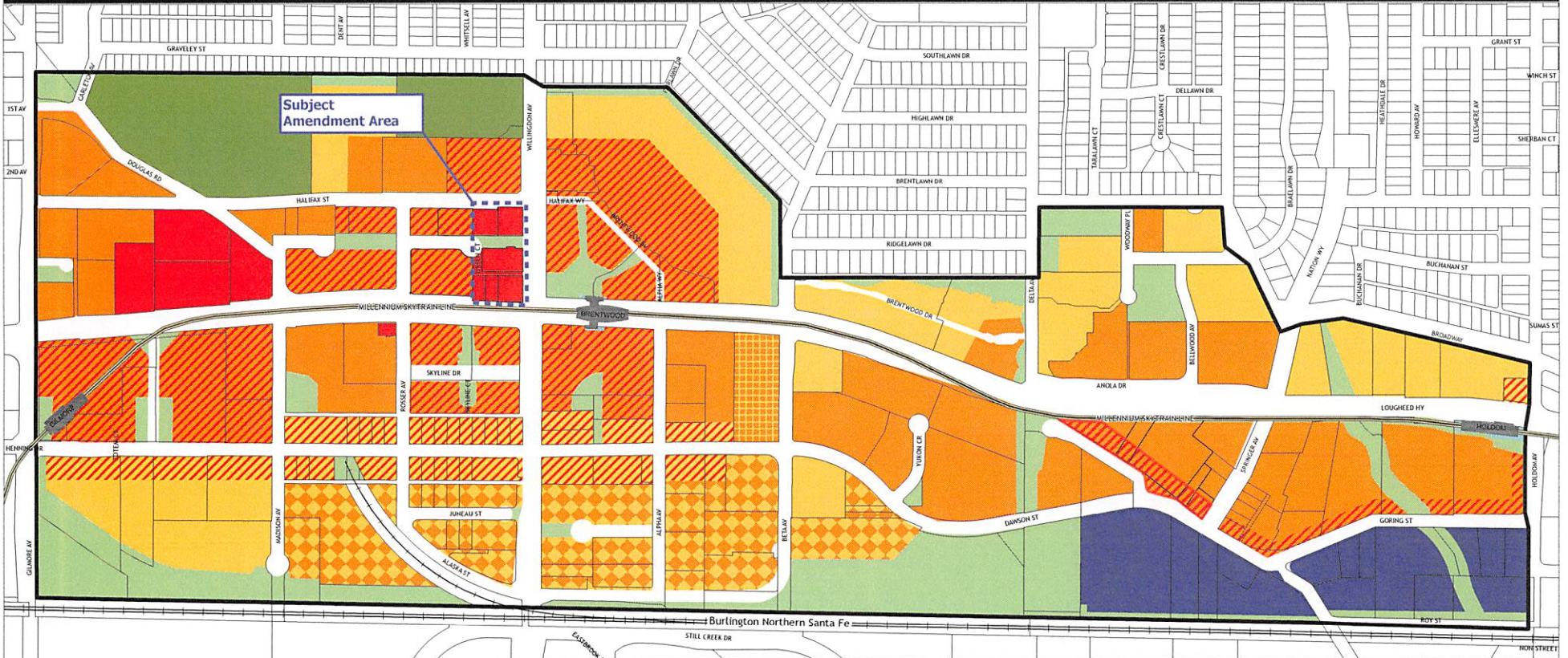
Brentwood Town Centre Plan



Printed March 7, 2022

Sketch #2

Brentwood Town Centre Plan (Adopted)

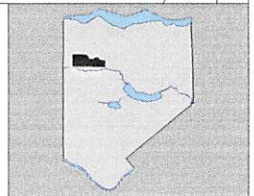
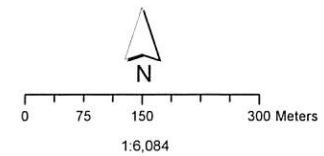


General Land Use Designation Key

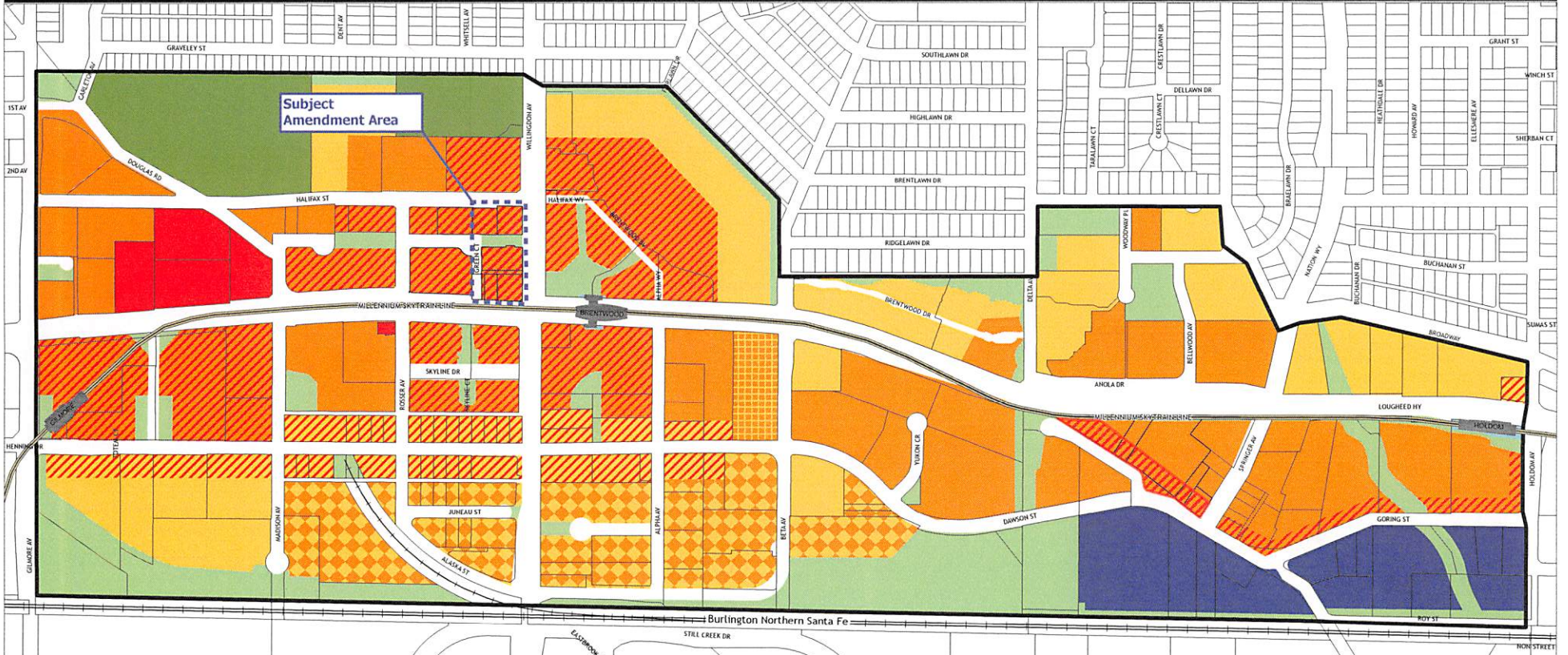
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|--|--|
| Medium Density Multiple Family Residential (RM2/RM3/RM4) | Commercial (C2/C3) |
| High Density Multiple Family Residential (RM5) | Institutional (P2) |
| Medium Density Mixed Use (C9 or RM3/C2) | Business Centre (B1/B2) |
| High Density Mixed Use (RM5/C3 or RM5/C2) | Park and Public Use/Public School (P3) |
| Medium or High Density Multi-Family Residential (RM3/RM4/RM5) | Cemetery (P4) |
| High Density Multiple Family Residential - Brentwood Succession (RM4s) | |



PLANNING & DEVELOPMENT DEPARTMENT



Brentwood Town Centre Plan (Proposed Amendment)



General Land Use Designation Key

- | | |
|--|--|
| Medium Density Multiple Family Residential (RM2/RM3/RM4) | Commercial (C2/C3) |
| High Density Multiple Family Residential (RM5) | Institutional (P2) |
| Medium Density Mixed Use (C9 or RM3/C2) | Business Centre (B1/B2) |
| High Density Mixed Use (RMS/C3 or RMS/C2) | Park and Public Use/Public School (P3) |
| Medium or High Density Multi-Family Residential (RM3/RM4/RM5) | Cemetery (P4) |
| High Density Multiple Family Residential - Brentwood Succession (RM4s) | |



PLANNING & DEVELOPMENT DEPARTMENT

