



Item .....
Meeting ..... February 27, 2023

## COUNCIL REPORT

**TO:** CHIEF ADMINISTRATIVE OFFICER February 16, 2023

**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT:** **REZONING REFERENCE #19-35**  
**Buchanan West Conceptual Master Plan**  
**Brentwood Town Centre Development Plan**

**ADDRESS:** 4265 Lougheed Highway (see *attached* Sketches #1 and #2)

**LEGAL:** Lot "B" Except Part in Plan BCP2559 District Lot 119 Group 1 New Westminster District Plan 11285

**FROM:** C4 Service Commercial District

**TO:** 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 "Buchanan West Concept Book" prepared by Chris Dikeakos Architects Inc.)

**APPLICANT:** First Capital Asset Management LP  
85 Hanna Ave., Suite 400  
Toronto, Ontario, M6K 3S3  
Attn: Joshua Butcher

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on March 28, 2023.

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### 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 February 27, 2023, and to a Public Hearing on March 28, 2023 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.

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4. **THAT** a copy of this report be sent to the property owners of 4129, 4141, 4199, 4201, 4219 Loughheed Highway, and 1934 Gilmore Avenue.

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

### **1.0 REZONING PURPOSE**

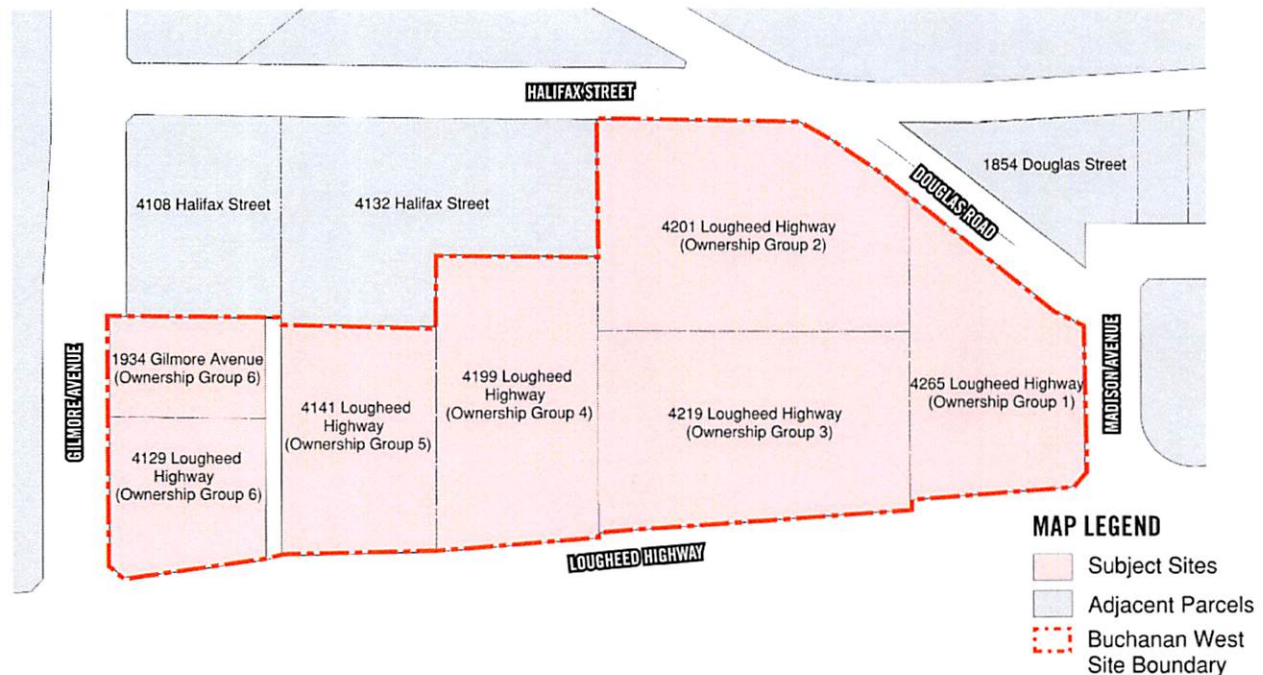
The purpose of the proposed rezoning bylaw amendment is to establish a Conceptual Master Plan and Design Guidelines for the Buchanan West Site, in order to guide further site specific rezoning applications for the future construction of high-density strata, rental, commercial retail, office, and hospitality development over time. 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 (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), Climate Action Framework (2020), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

### **3.0 BACKGROUND**

- 3.1 On September 16, 2019, 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 January 23, 2023, Council received a second report of the Planning and Development Department to seek the endorsement of the preliminary concepts and vision for the Buchanan West Site, as a basis for receiving community input. A summary of this input has been outlined in Section 6.0 of this report.
- 3.3 The Buchanan West Site is approximately 10.68 acres (465,146 sq. ft.) in size and is comprised of seven individual parcels (see **Figure #1** below). One of the parcels (1934 Gilmore Avenue) is vacant, one parcel (4201 Loughheed Highway) is occupied by a hotel, and the remaining parcels (4129, 4141, 4199, 4219, and 4265 Loughheed Highway) are occupied by older low-rise commercial buildings. The applicant for the Conceptual Master Plan and associated Community Plan Amendment, First Capital, is the owner of 4265 Loughheed Highway. The remaining parcels within the subject site are currently held by separate owners, with the exception of 1934 Gilmore Avenue and 4129 Loughheed Highway, which are under common ownership.



**Figure #1 – Buchanan West Site Boundary and Existing Parcelization**

- 3.4 The subject site forms part of the western gateway to the Brentwood Town Centre Plan, and is generally bounded by Lougheed Highway to the south, Gilmore Avenue to the west, Halifax Street to the north, and Madison Avenue/Douglas Road to the east. The defining features of the site are its proximity to major transportation infrastructure, including Gilmore SkyTrain Station and Lougheed Highway, as well as its adjacency to both high-density mixed-use development and near by large public open spaces, such as Willingdon Heights Park. Under the Brentwood Community Plan, the site is also identified to include a locally scaled public open space. To the north of the site are various high-density multi-family developments constructed between 2005 and 2020, with the Pacific Heritage Cemetery and Willingdon Heights Park beyond. To the east, across Madison Avenue/Douglas Road, is the high-density mixed-use Madison Centre, as well as a car dealership and a tile distribution centre. To the south, across Lougheed Highway, is the emerging Gilmore Place Master Plan Site (Rezoning Reference #14-21), the initial phases of which are currently under construction, as well as Gilmore SkyTrain Station. To the west, across Gilmore Avenue, is the Horne Payne BC Hydro sub-station, as well as various low-density industrial uses.
- 3.5 The Brentwood Town Centre 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 (see *attached* Sketch #2). The Plan identifies 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 Plan designates the sites located at the northeast corner of Lougheed Highway and Gilmore Avenue for high-density residential development, and the sites located mid-block on the north side of Lougheed Highway through to Madison Avenue, for commercial uses. Park and public use/public school open space was also envisioned approximately mid-block along Gilmore Avenue, between Lougheed Highway and Halifax Street. Subsequently, through a

combination of master plans and community plan amendments, surrounding sites in the Town Centre have been designated and developed for high-density mixed-use in order to deliver on the intent of the Brentwood Town Centre Plan with a more sustainable, integrated, and contemporary planning approach. In keeping with those processes, the remaining development sites on this block north of Lougheed Highway, are being brought forward in this Plan amendment to designate them for high-density mixed-use.

Given its strategic location within the Brentwood Town Centre, this site's redevelopment presents a significant opportunity to create not only transit-oriented development, but a vibrant and walkable mixed-use neighbourhood that is seamlessly integrated within the broader urban fabric of the Town Centre via a rational network of connections and open spaces, as well complimentary land uses that help deliver the necessary housing and local services for the Brentwood community. It is recognized that redevelopment of this key site requires a concept and vision that delivers exceptional urban design and public amenity for the Brentwood Town Centre, as well as the desired employment opportunities, housing, and services in a sustainable and community focused approach. 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 neighbourhood, 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**

Given the scale and existing ownership structure of the subject site, the intent of the master planning work is to establish a coherent framework for the site that will help guide development overtime by individual property owners and developers. As such, the proposed Conceptual Master Plan would provide necessary details on the future road network, subdivision pattern, zoning and land uses, site access, open space requirements and site servicing. The Conceptual Master Plan will also include a high-level form and massing feasibility analysis to understand how the individual sites could potentially develop within the proposed framework. The proposed Conceptual Master Plan and its description contained within this report has been refined as a result of consultation with the public. 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.

### **4.2 Vision and Design Principles**

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

The broader vision for the Buchanan West Site is: *To create an integrated and vibrant mixed-use and walkable neighbourhood that helps complete and anchor the northwest quadrant of the Brentwood Town Centre.*

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

1. **Building Community:** the combination of vibrant commercial uses, a diverse mix of housing types and tenures, and new pedestrian oriented public open spaces will contribute towards an architecturally sensitive and socially inclusive community that is integrated within the broader neighbourhood.
2. **Integrated Development:** 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 the new Town Centre Street Standards through and surrounding the site.
3. **Animated Public Realm:** 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.

From these overarching design principles, six “big moves” have been developed for the project:

1. Connect to the emerging street network for all modes;
2. Facilitate two buildings per site in order to suitably accommodate projected densities;
3. Orientate buildings to frame and engage their bounding streets;
4. Establish a community heart with public space at the crossroads;
5. Create an east-west mid-block linear pedestrian link; and,
6. Create a series of north-south mid-block pedestrian links to improve access to Lougheed Highway and the Gilmore SkyTrain station beyond.

These design principles and “big moves” are intended to serve as a basis to evaluate the final land use, building form, and movement network proposed for the area. The site will be a complete community within the Brentwood Town Centre. The synthesis of land use, architecture, and public realm 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.

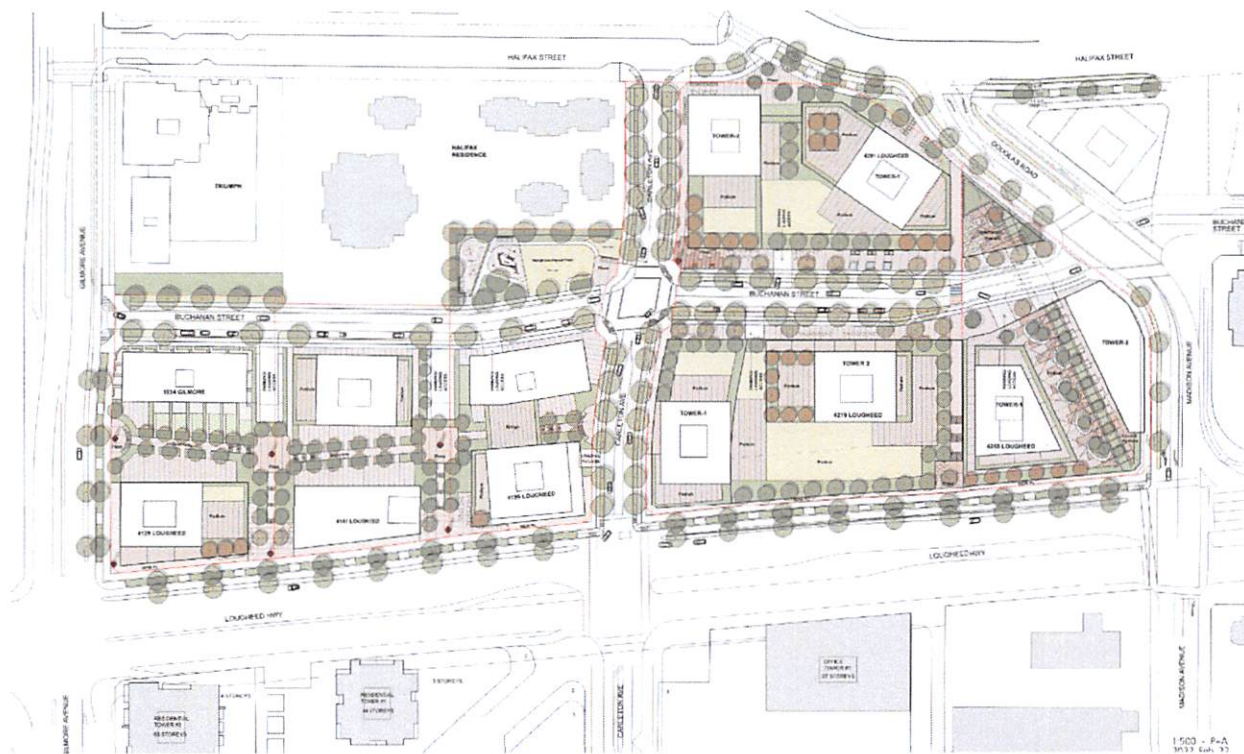
#### 4.3 Composite Site Plan

The overall concept for the site is to see its eventual transition into a transit orientated, mixed-use neighbourhood. Given the existing lot ownership pattern, the area is envisioned to be developed overtime as individual site owners advance redevelopment applications for their respective development sites. As such, the proposed development framework allows for a flexible phasing approach, ensuring each development site can advance independently, while ensuring a cohesive



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form and character for the area. As shown in **Figure #2**, upon completion, the approximately 10.68 acres (465,146 sq. ft.) area is envisioned to accommodate up to 12 mixed-use residential and commercial towers, a new centrally located neighbourhood park, two new streets linking Buchanan Street to Gilmore Avenue, and Lougheed Highway to Halifax Street, as well a range of public realm and infrastructure upgrades, including the achievement of the Town Centre Street Standards along the development frontages. The proposed development framework incorporates a broad range of land uses, including opportunities for residential strata utilizing RM5s density, non-market and market rental uses utilizing RM5r density, commercial uses including retail, office, and hotel uses utilizing C3 density, as well as additional market rental also utilizing C3 density on a 49% (rental) to 51% (commercial) ratio. At full build out, the concept is estimated to provide upwards of 6,000 homes catering to a range of household types and income levels, as well as the potential for thousands of jobs in the retail, hospitality, and knowledge based industries.

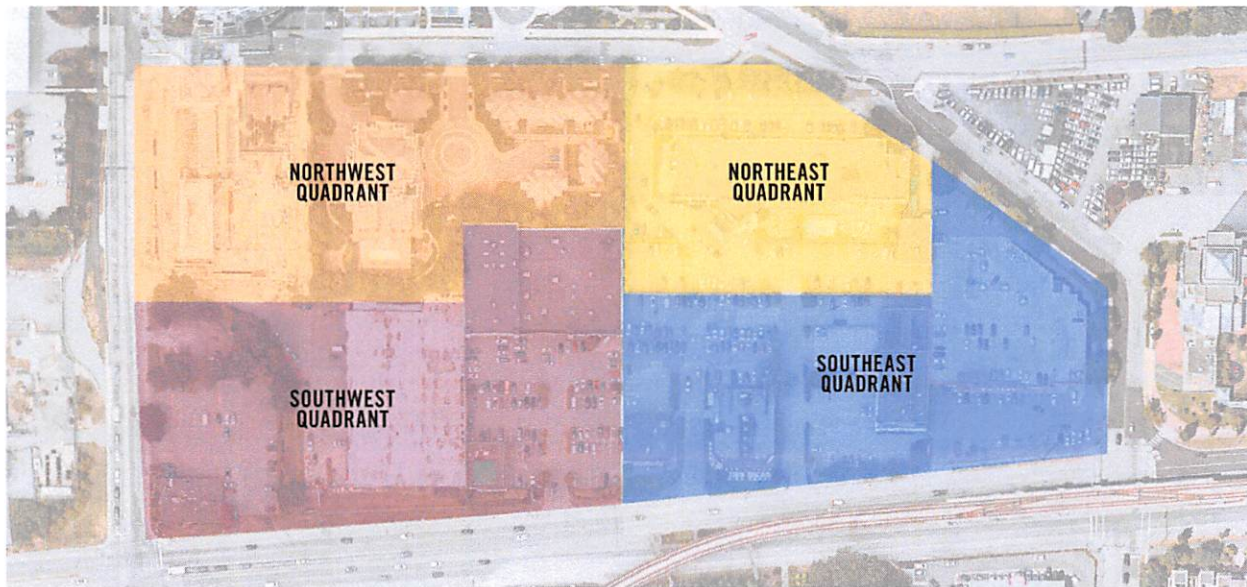


**Figure #2 – Composite Site Plan**

A high-level form and massing feasibility analysis was undertaken to understand how the individual sites could potentially redevelop under the proposed framework. It is noted that the framework allows for each development parcel to achieve its maximum permitted potential density, while creating a varied and interesting skyline that is integrated and respectful of existing and planned development in the area. Further analysis and design work will be undertaken as part of subsequent site specific rezoning's to refine and shape tower and podium placements, with a view to ensuring appropriate tower separations and minimizing impacts on view corridors, while most importantly framing the adjacent streets and public realm to provide a comfortable sense of enclosure and outlook. The goal is ultimately to create timeless and elegant public spaces and architecture that work in concert with surrounding development, while creating a strong sense of identity and place for the site.



A defining feature of the site concept is the proposed street network, which introduces new east-west and north-south multi-modal connections to break up the existing block into four quadrants, or sub-areas as shown in **Figure #3**. The following is a brief overview of the proposed concept for the southwest, southeast, and northeast quadrants of the Master Plan site. It is noted that the northwest quadrant comprises two existing high-density multiple-family residential developments, which are considered, but not directly included as part of this master planning work.



**Figure #3 – The proposed internal streets break up the existing block to create four quadrants**

#### *4.3.1 Southwest Quadrant*

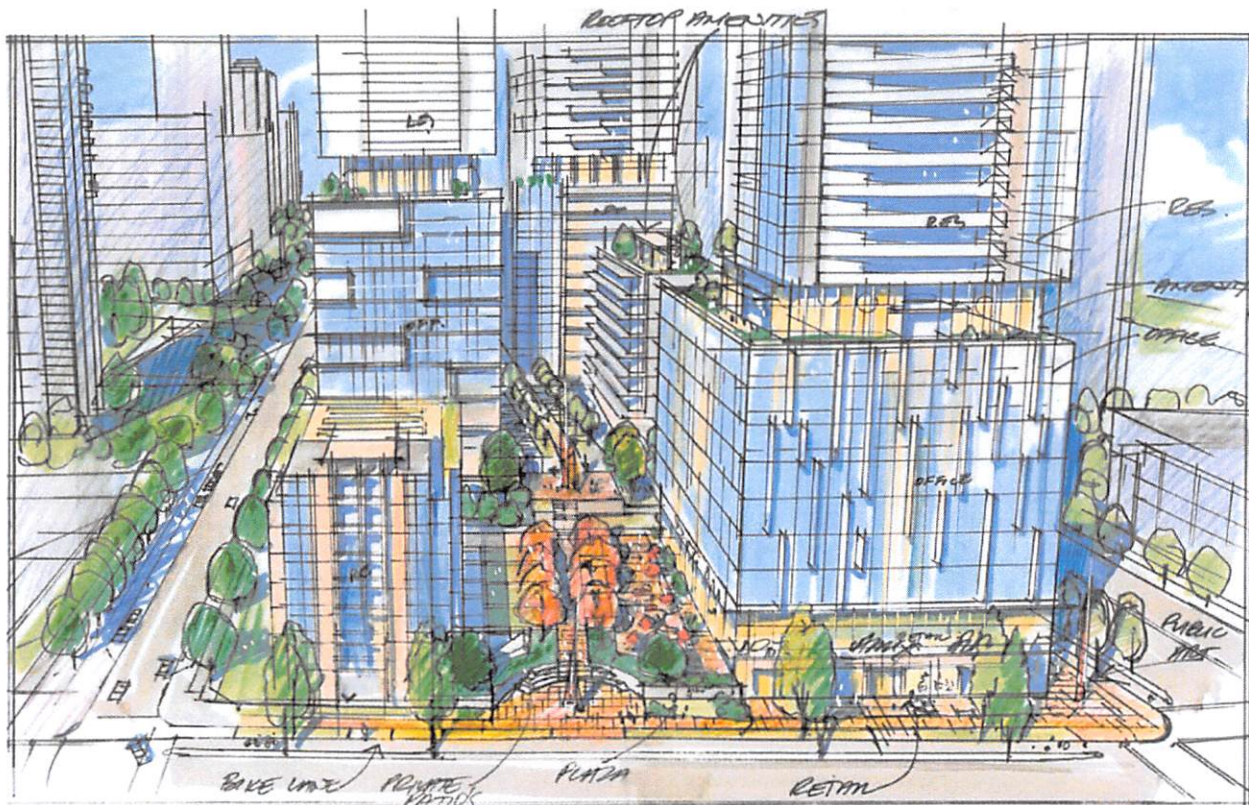
The southwest quadrant of the Conceptual Master Plan is generally defined by Gilmore Avenue to the west, Lougheed Highway to the south, the proposed extension of Carleton Avenue to the east, and the proposed Buchanan Street extension to the north, with portions of 4199 Lougheed Highway, and 1934 Gilmore Avenue located on the north side of the proposed Buchanan extension. This quadrant is intended to play a significant role in delivering a sense of arrival and gateway into the Town Centre from the west along with the emerging Gilmore Place development to the south. The quadrant comprises three individual development sites, the first at 4199 Lougheed Highway, the second at 4141 Lougheed Highway, and the third, which comprises both 1934 Gilmore Avenue and 4129 Lougheed Highway. As noted above, each development site is suitably sized to accommodate two mixed-use high-rise buildings. The final height, orientation, and use of the towers and podiums will be determined through detailed design work as part of a subsequent site specific rezoning process. Notwithstanding, the Lougheed edge is envisioned to include a commercial podium, providing active retail and service uses at grade, with opportunities for office, hospitality, and residential uses above. The Buchanan edge is envisioned to be more residential in character, although complimentary local scale retail and service uses could also be considered. The Gilmore and Carleton edges are envisioned to be primarily commercial in nature, while providing a sensitive transition up to the calmer, more pedestrian focused Buchanan edge.

Dedications will be required along Gilmore Avenue and Lougheed Highway in order to construct the Town Centre Standards including separated sidewalks, cycle paths, street trees and rainwater management amenities. A dedication from 4199 Lougheed Highway will also be required in order to



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accommodate a portion of the proposed Carleton Avenue extension, as well as underground services. As no underground services are contemplated along the proposed Buchanan extension, the street is proposed to be accommodated within a statutory right-of-way to allow for underground parking beneath the street, as well as opportunities for introducing special landscape treatments to create an intimate pedestrian experience, and to permit cantilevering of podiums and/or towers over the sidewalk to enhance the streetscape and allow for optimal building separation. A lane closure is also identified in the southwest quadrant, with the area to be consolidated with the adjacent development sites. Vehicular access to development sites in the southwest quadrant will be accommodated from Buchanan, with limited access contemplated from Carleton for loading.

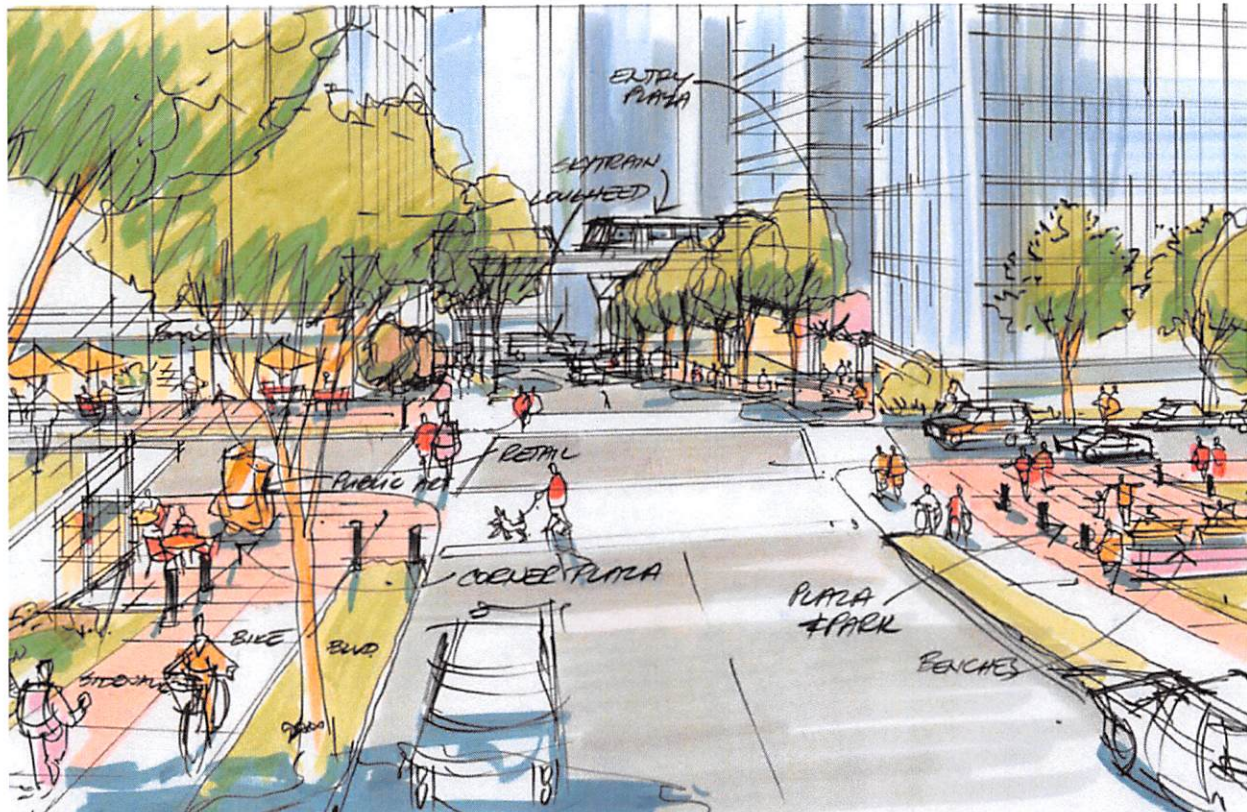


**Figure #4 – Artistic concept sketch of the Buchanan West Site as viewed from Gilmore Avenue**

A number of significant landscape and public realm features are planned within the southwest quadrant, including a new centrally located neighbourhood park and various pedestrian connections, as partially shown in **Figure #4**. The neighbourhood park is intended to be an inclusive space, complete with generous landscaping, seating, weather protection and opportunities for recreation. The final location of the park will be refined through further design exploration as part of the site specific rezoning application for 4199 Lougheed Highway, in order to ensure an optimally sited space that benefits from maximum exposure in the community, solar access, and is integrated with adjacent development to encourage active park edges and consistent overlook throughout all times of the day. Further, the potential to raise the intersection at Carleton Avenue and Buchanan Street to sidewalk level is being explored for the potential to close this intersection to traffic for community events and celebrations connected with the future neighbourhood park. North-south pedestrian corridors are proposed in order to provide more direct access between Buchanan and Lougheed, and the SkyTrain station beyond as shown in **Figure #5**. The potential for a mid-block east-west pedestrian connection has also been identified in order to provide opportunities for a series of



courtyards that are insulated from vehicular traffic and activated with commercial and amenity uses. The feasibility of the east-west mid-block pedestrian connection will be assessed further as part of the site specific rezoning design work. Other notable landscape and public realm elements within the southwest quadrant include a generous green buffer, north of the proposed Buchanan extension on 1934 Gilmore, as well as a retaining wall that is likely required along the northern property line of 4141 and 4199 Lougheed Highway due to the substantial grade change. The expectation is that a high quality retaining wall be constructed, offering a high standard of aesthetic value, including the potential for public art integration.



**Figure #5 – Artistic concept sketch of the future Buchanan Street and Carleton Avenue intersection**

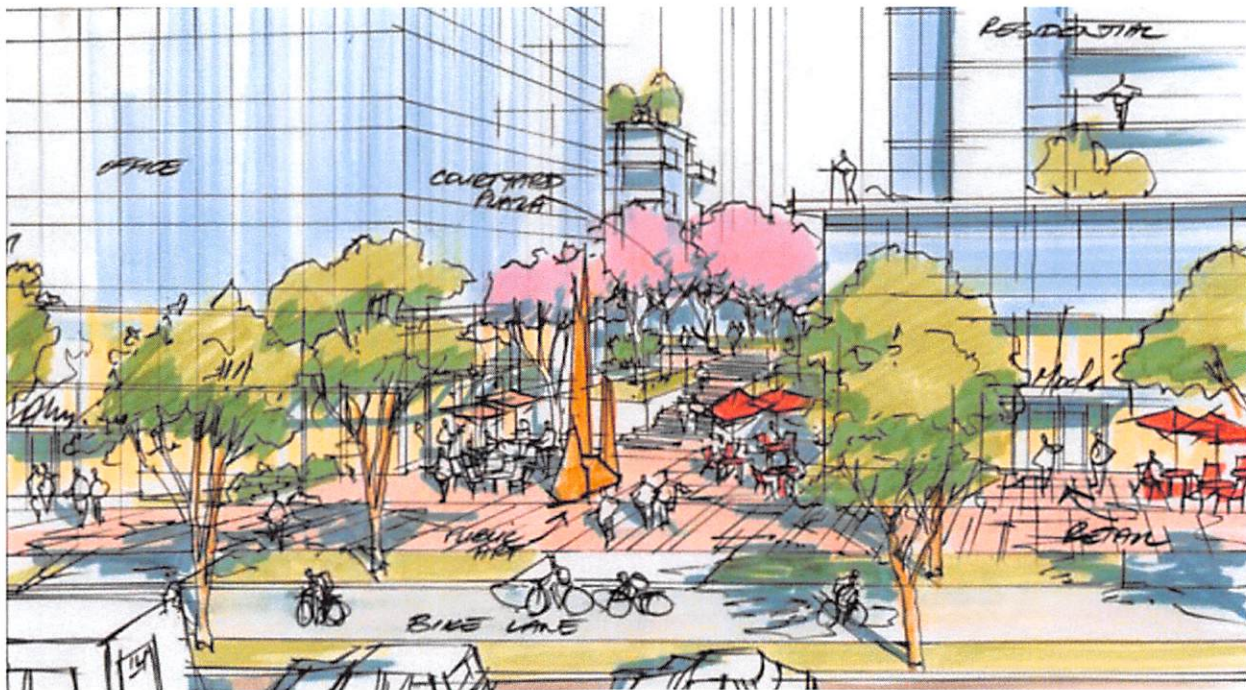
#### 4.3.2 Southeast Quadrant

The southeast quadrant of the Conceptual Master Plan is generally defined by the proposed Carleton Avenue extension to the west, Lougheed Highway to the south, Madison Avenue to the east, and the proposed Buchanan Street extension to the north, with a triangular portion of 4219 Lougheed Highway located on the north side of the proposed Buchanan extension. This quadrant is intended to provide significant commercial opportunities and seamless integration with the existing and proposed streets and developments to the east and south. The quadrant comprises two individual development sites at 4219 Lougheed Highway and 4265 Lougheed Highway. Notably, 4265 Lougheed Highway is bifurcated by the Thornton Tunnel, an underground CN railway, which influences the form of development for the parcel. Each development site is identified for two mixed-use high-rise buildings. The Lougheed, Carleton, Buchanan, and Madison edges are all envisioned to have a predominant commercial character, with active retail uses at grade, and opportunities for office, hospitality, and residential uses above. The Buchanan edge will be differentiated by smaller



commercial retail units that will contribute to a local high-street experience, with similar uses also proposed on the north side of the street, including a retail pavilion on the northern portion of 4265 Lougheed Highway. The final height, orientation, and use of the towers and podiums will be determined through detailed design work as part of a subsequent site specific rezoning process.

Dedications will be required along Lougheed Highway, Buchanan Street, and Madison Avenue in order to construct the Town Centre Standards including separated sidewalks, cycle paths, street trees and rainwater management amenities. A dedication from 4219 Lougheed Highway will also be required in order to accommodate a portion of the proposed Carleton Avenue extension, as well as underground services. As no underground services are contemplated along the proposed Buchanan extension, the street is proposed to be accommodated within a statutory right-of-way to allow for underground parking beneath the street. Site access for vehicles will be accommodated from Buchanan, with limited access contemplated from Carleton Avenue and Madison Avenue for loading.



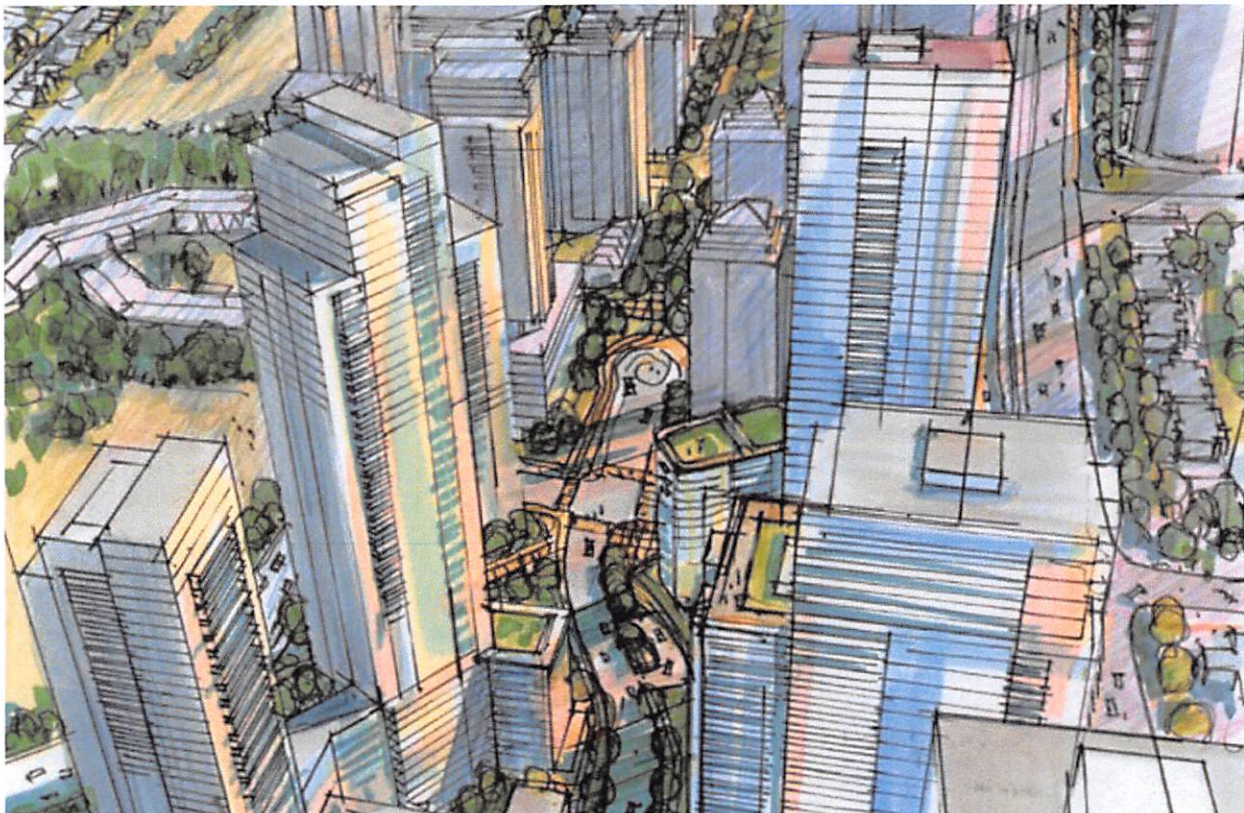
**Figure #6 – Artistic concept sketch of the north-south pedestrian connection**

The site constraints and proposed land uses play an integral role in shaping the landscape and public realm concept for the southeast quadrant. The presence of the Thornton Tunnel constrains the location of tower placements on 4265 Lougheed Highway, and presents an opportunity for a sizeable public open space that is grade separated from traffic on Lougheed, and is engaged with active retail uses on its east and west edges. A generous setback is also proposed on the south side of Buchanan to help support a high-street experience with room for seating and product displays. In addition, a north-south pathway as shown in **Figure #6** above is proposed along the eastern property line of 4219 Lougheed Highway to help improve pedestrian permeability within the block and provide more direct walking routes between Halifax Street, Lougheed Highway, and the SkyTrain station beyond.



#### 4.3.3 Northeast Quadrant

The northeast quadrant of the Conceptual Master Plan is defined by the proposed extension of Carleton Avenue to the west, Halifax Street to the north, Douglas Road to the east, and the proposed Buchanan Street extension to the south. As shown in **Figure #7**, this quadrant is intended to deliver significant hospitality and local retail opportunities, while providing a sensitive transition to the residential and open space uses to the north. The quadrant comprises a single large development site at 4201 Lougheed Highway, which is currently improved with a hotel. The development site is suitably sized to accommodate two mixed-use high-rise buildings, one of which is anticipated to include a replacement hotel. The Buchanan edge is envisioned to complement the south side of the street, providing smaller commercial retail units to help reinforce a local high-street experience within the bounding block of Buchanan. The Douglas and Carleton edges will begin to transition from a commercial character to a residential character towards Halifax Street, with the Halifax Street edge envisioned to be exclusively residential in character in order to provide an appropriate interface with the residential and open space uses to the north. While this site may incorporate some office uses within the towers, the focus will be on residential and hospitality uses. The final height, orientation, and use of the towers and podiums will be determined through detailed design work as part of a subsequent site specific rezoning process.



**Figure #7 – Artistic concept sketch of the proposed Buchanan Street**

Dedications will be required along Douglas Road in order to construct a new intersection alignment at Douglas Road and Halifax Street, as well as to achieve the Town Centre Standards including separated sidewalks, cycle paths, street trees and rainwater management amenities. Dedications will also be required along the western property line of 4201 Lougheed Highway for the proposed

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Carleton Avenue extension. A statutory right-of-way of way will be required along the site's southern edge in order to accommodate a significant portion of the proposed Buchanan extension. As noted above, modifications to the Douglas Road and Halifax Street intersection is also contemplated in order to accommodate the Town Centre Standards and improve vehicular and pedestrian safety. Site access for vehicles will be accommodated from Buchanan, with limited access contemplated from Carleton.

The public realm concept for the northeast quadrant is highly integrated with both the proposed land use concept, as well as the public realm envisioned within the southeast quadrant. A substantial setback is planned along the Buchanan edge to allow for retail uses to spill out and activate the street with product displays and desirable south facing patio seating. A north-south pedestrian connection and mid-block cross walk are proposed along the site's eastern property line to complete the connection from Halifax Street through to Lougheed Highway. In addition, smaller pocket parks and plazas are envisioned along the Douglas and Halifax edges, taking advantage of the road geometry to provide moments of pause, respite, and social opportunities within the neighbourhood.

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 Buchanan 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 and connections. These changes will help create a new, high quality, connected community in the Brentwood Town Centre that will be a seamless extension of existing and emerging surrounding neighbourhoods.

## **5.0 PROPOSED TOWN CENTRE PLAN AMENDMENT**

As noted, The Brentwood Town Centre Development Plan designates the sites located at the northeast corner of Lougheed Highway and Gilmore Avenue for high-density residential development, and the sites located mid-block on the north side of Lougheed Highway through to Madison Avenue, for service commercial uses. A public open space was also envisioned approximately mid-block along Gilmore Avenue, between Lougheed Highway and Halifax Street. 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 this block be brought forward in a future Plan amendment to designate them for high-density mixed-use, in keeping with the approach taken at Gilmore Place, on the south side of Lougheed Highway. Currently, two of the properties (4129 and 4141 Lougheed Highway) within the Buchanan West Site are designated for high-density residential development utilizing the RM5s and RM5r Districts as guidelines (see **Figure #8**), one property (1934 Gilmore Avenue) is designated for park and public use, and the remaining four properties (4199, 4201, 4219, 4265 Lougheed Highway) are designated for commercial development utilizing C3 District guidelines.

Fundamental goals for the Buchanan West Site are the facilitation of necessary transit, road, pedestrian and cycling linkages within the Town Centre, including the improvement of Lougheed Highway, Gilmore Avenue, Halifax Street, and Madison Avenue/Douglas Road to their Town Centre standards, the realization of new north-south and east-west streets to create a finer grained movement network within the area, and the creation of a neighbourhood public space that is centrally located within this community. However, the most significant goal of the Buchanan West Conceptual Master Plan is the realization of a truly pedestrian oriented neighbourhood where a diverse mixture of



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residential, commercial, and open space uses come together to support a vibrant pedestrian neighbourhood within the Town Centre. To achieve these goals, an amendment to the Brentwood Town Centre Development Plan is proposed as shown in **Figure #9**, which supports both the residential and commercial opportunities envisioned for this block in the 1996 Council adopted Brentwood Town Centre Plan, but delivered in a more sustainable and compelling way that reflects contemporary approaches to community building for transit orientated development sites located within Burnaby's Town Centres. The specific amendment being sought includes a re-designation of the high-density residential properties at 4129, 4141 Loughheed Highway, the park and public use designated property at 1934 Gilmore Avenue, as well as the commercial service designated properties at 4199, 4201, 4219, 4265 Loughheed Highway, to high-density mixed-use, utilizing RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, and C3 General Commercial Districts as guidelines. The proposed Plan Amendment would ensure a consistent commercial street frontage along Loughheed Highway, between Gilmore Avenue and Madison Avenue. The desired park and public use would be relocated more centrally within the neighbourhood, to 4199 Loughheed Highway.

**Figure #8 – Existing Land Use Designations**

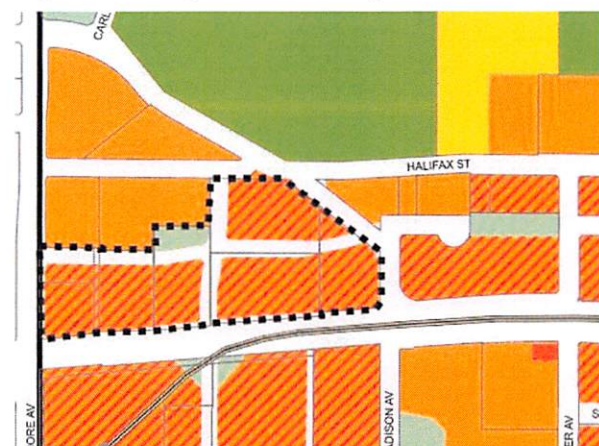


**General Land Use Designation Key**

- Medium Density Multiple Family Residential
- High Density Multiple Family Residential
- Medium Density Mixed Use
- High Density Mixed Use
- Medium or High Density Multi-Family Residential
- High Density Multiple Family Residential - Brentwood Succession

- Commercial
- Institutional
- Business Centre
- Park and Public Use/Public School
- Cemetery

**Figure #9 – Proposed Community Plan Amendment**



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 RM5s 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 January 23, 2023 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 an open house held on February 09, 2023 between 5:30 p.m. and 8:30 p.m. at the Willingdon Heights Community Centre, as well as various

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meetings with property owners and stakeholders. In advance of the open house, approximately 2,900 information postcards summarizing the proposed concept were mailed to residents and property owners in the area generally bound by Graveley Street to the north, Ingleton Avenue to the west, Dawson Street to the south and Willingdon Avenue to the east, as well as made available at City Hall, and posted on the project webpage. The information card included an invitation to attend the open house and a link to the project webpage. A project webpage, hosted on the City's website, was created ([www.Burnaby.ca/YourVoice-BuchananWest](http://www.Burnaby.ca/YourVoice-BuchananWest)) where interested parties could obtain further information on the 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 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 open house, staff were also available at the Planning Department to provide detailed information on the concept and proposed Plan amendment.

In total, approximately 110 participants attended open house, or reached out directly to staff with feedback. Feedback on a variety of topics was received and is summarized into the following four themes:

1. Land Use & Form
2. Connectivity
3. Public Realm
4. Public Services and Amenities

*Land Use & Form* – Comments were generally supportive of the proposals, recognizing the need for high-density housing and employment uses in the Town Centre and near transit. Key recurring comments noted the need for non-market housing, locally scaled retail uses, and replacement of existing hospitality uses. Staff also heard some concerns about the potential scale of development and its impact on existing surrounding development, recognizing the need for a sensitive transition, 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 both larger retail spaces along Lougheed Highway, as well as smaller scaled retail units along the future Buchanan Street extension in order to help encourage a high street experience with opportunities for locally run business to serve the community. Above the retail levels, office uses are envisioned 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. Hospitality uses are also encouraged, recognising the important role tourism and business travel plays in supporting the local economy. 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 and density of the future development sites will be determined through a subsequent site specific rezoning process, 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 offset to allow for natural light penetration. Commercial density will also be encouraged in a podium form to reduce overall building heights and ensure tower heights



are consistent with other similar high-density, mixed-use development sites. It is further noted that while the proposed Master Plan density framework and supporting Community Plan Amendment would allow for a floor area ratio of up to 14.3, based on prior experience of similar sites, it is anticipated that the majority of sites will not utilize all of the available density, resulting in a smaller form of development.

*Connectivity* – Comments were supportive of improved access to transit, but also noted the importance of providing the necessary pedestrian and cycling linkages, and appropriate vehicular access points to mitigate potential traffic impacts on the existing network. Comments were also received on the existing Douglas Road and Halifax Street intersection, and specifically the desire to see a new alignment that improves site lines and intersection spacing. The Master Plan addresses this concern by proposing new pedestrian, cycling and vehicular connections, as well as upgrades to the Town Centre Standards on 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, which are supported by a transportation study. The extension of Carleton Avenue and Buchanan Street will also provide new multi-modal connections, alternative emergency service access, and help relieve traffic congestion on adjacent streets, such as Lougheed Highway. Significantly, both the Carleton Avenue and Buchanan Street extensions would be pedestrian orientated streets, with wide sidewalks, reduced vehicular lanes, and pedestrian crossings at strategic locations. Through the detailed design work for the Buchanan extension, a curb free design and an enhanced landscape buffer between the sidewalk and vehicle travel lanes will be explored. Staff noted that further transportation assessments would be required as part of the subsequent site specific rezoning processes in order to refine the street and movement networks, as well as to provide recommendations on parking supply and alternative modes of transportation that reduce private vehicle dependence and ownership. In regard to the Douglas Road and Halifax Street intersection, staff noted that the intersection will be upgraded in the future as part of an adjacent site specific rezoning application, in order to improve site lines and intersection spacing.

*Public Realm* – Comments were very supportive of an expanded open space network within the area, with some comments noting the need for the public spaces to be accessible to all, well connected, and provided with appropriate weather protection so that they can be enjoyed throughout the year. The Master Plan addresses these points by proposing a range of public open spaces catering to a variety of activities, including designating a neighbourhood park in the centre of the site for recreation and respite, as well as more intimate, weather protected urban public spaces that are lined with active retail uses. The plan proposes public open spaces that are generally located on the ground level so that they can be accessed by people of all abilities, either via the proposed pathways and connections, or via a network of elevators, which would be detailed as part of the site specific rezoning work. The proposed open spaces will be connected to the broader town centre by a network of sidewalks and cycle paths, ensuring safe and direct access for residents outside of the immediate neighbourhood. 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.

*Public Services and Amenities* – Comments noted the need for additional school and community centre capacity in the Brentwood Town Centre to accommodate the projected growth in population. While the subject site is not being considered for a public school, Staff note that the City works closely with the Burnaby School District to project future population growth and its relationship to school enrolment and the provision of new public school facilities. The development of schools is a

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Provincial and School District responsibility. However, it is recognized by both the City and the School District that a new school is required in the Brentwood area to accommodate future demand, and conversations are ongoing about other potential sites within the Brentwood area that are better suited to accommodating a new school. In regards to the development of community facilities, Staff noted that the City is actively pursuing both a new community centre within the Brentwood Town Centre in partnership with Grosvenor, as well as a new community centre in Confederation Park, which will complement the existing swimming pool, library, and seniors centre.

The feedback received at the open house indicated general public support for the concepts and vision for the proposed Buchanan 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 Buchanan 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 Buchanan West Site is envisioned to be developed over multiple phases by different applicants due to both the size of the site and current ownership structure. Due to the fractured ownership of the master plan area, no specific phasing order is identified in the plan or is required in order to achieve build out of the site. The plan allows for a flexible phasing approach, facilitating development as and when land owners/applicants bring forward a site specific rezoning application. Each phase will be responsible to provide the necessary road and servicing improvements in order to support the development. In some cases, depending on the order in which the sites come forward for redevelopment, temporary road and advanced servicing conditions may be required until adjacent sites redevelop. Currently the plan envisions six different phases based on the current ownership structure. However, lot consolidations are supportable should they be pursued, which would reduce the anticipated number of development sites and phases. The expectation is that each phase of the plan would be developed with a cohesive, yet unique architectural and landscape vernacular, helping to reinforce a distinct identity for the neighbourhood, while relating to adjacent and planned development.

To date, the City has received one site specific rezoning application for the property at 4141 Lougheed Highway (Rezoning Reference #22-06), which would likely form the first phase of development within the Buchanan West Site. It is noted that advancement of the site specific rezoning application is subject to Council approval of the required Community Plan Amendment, which would occur at the time of Second Reading of the subject rezoning. Should Rezoning Reference #22-06 proceed in the typical timeframe, it is envisioned that the development and its adjacent service provisions would be completed within a 4-5 year period.



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## 7.2 Site Densities

Site densities are determined based on gross site area. The Buchanan West Site is approximately 10.68 acres (465,146 sq. ft.) in size, subject to legal survey and is comprised of seven individual parcels. Under the proposed Plan amendment, each development parcel within the site would be designated for high-density multiple-family residential utilizing the RM5s and RM5r Multiple Family Residential Districts, as well as high-density commercial utilizing the C3 General Commercial District as guidelines.

The maximum residential density permitted on each development parcel within the Buchanan 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**, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council. As noted above, the Buchanan 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 area of each phase of development will be determined through the subsequent site-specific rezoning applications based on the gross site area of the individual development parcels and the high-density mixed-use use designation permitting up to 14.3 FAR.

Zoning District	Site Area (m2)	Maximum FAR	Maximum Bonus FAR	Maximum Bonus GFA (m2)	Maximum GFA (m2)
RM5s District	43,213.48	5.0	1.6	69,141.57	216,067.40
RM5r District	43,213.48	2.2	N/A	N/A	95,069.66
RM5s Offset	43,213.48	1.1	N/A	N/A	47,534.83
C3 District	43,213.48	6.0	N/A	N/A	259,280.88
<b>Total</b>		<b>14.3</b>	<b>1.6</b>	<b>69,141.57</b>	<b>617,952.76</b>

**Table #1 - Permitted Density Maximum across the Buchanan West Site**

## 7.3 Inclusionary and Voluntary Rental

In accordance with the Rental Use Zoning Policy, Stream 2 Inclusionary Rental is applicable to each development site within the Buchanan West Site. The Master Plan concept accounts for 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 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. Subject to Council approval, applicants can also

utilize up to 49% of the C3 District zoning for market rental uses when the full density compliment of the RM5s District is provided.

#### 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 high-level architectural, landscape, and environmental guidelines for the overall site. The guidelines help ensure coordination 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
- Tower Footprints
- Site Grading
- Sidewalk and Pathway Standards
- Road and Pathway Cross Sections
- Landscape Treatment
- Site Lighting
- Public Art
- Universal Accessibility

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 area into an engaging high-density mixed-use neighbourhood, 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 and diverse commercial area that includes a locally scaled high-street, opportunities for large box retail, small to large office space, as well as hospitality uses. Realization of the plan would provide a wide range of job opportunities close to home, including initial construction related employment and long-term retail, office, and service employment. As a driver of the site's concept, locally run, smaller scale retail uses are intended to serve the immediate



area, 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 replacement and creation of new hotel and services uses is also envisioned to help support local tourism and business travel.

- *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 plan 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 Buchanan 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, 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 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 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*

The applicant's consultants have prepared a preliminary servicing plan and feasibility study for the area to help understand the necessary upgrades and services to support each development site. Due to the ownership pattern of the Buchanan West Site and the required phasing flexibility, a Master Engineering Plan is not required as part of the subject rezoning application. At the time of each site specific rezoning, the General Manager Engineering will assess the need for required services to serve each development site.

## 7.9 Road Dedications

To support servicing and access requirements for the future development sites, road dedications are required on Loughheed Highway, Gilmore Avenue, Halifax Street, Madison Avenue and Douglas Road, as well as to facilitate the future Carleton Avenue extension. Frontage dedications will be determined and taken in conjunction with each phase of development.

## 7.10 Road Closures

The Master Plan concept envisions the closure of the existing City lane on the west side of 4141 Loughheed Highway. Other minor road closures may be identified through the subsequent site specific rezoning processes, once the road designs are finalized. 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 Third Reading of the rezoning application through which the road closures would occur. 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 adaptable 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.

## 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 development parcels to the Millennium Line SkyTrain Guideway and Loughheed Highway, showing that the proposed developments would meet the Council-adopted noise criteria.

## 7.15 Tree Bylaw

It is anticipated that the future development parcels will be extensively excavated for the proposed development. As such, 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



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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 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.

#### *7.18 Comprehensive Sign Plans*

Recognizing that form of development is unresolved at this time and the need for a future Master Signage Plan in line with the plan adopted for the neighbouring Gilmore Place Site, it is anticipated that the Signage Bylaw will be varied through site specific CD rezoning's. As such, Comprehensive Sign Plans 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 Buchanan West Site, which is generally bounded by Lougheed Highway to the south, Gilmore Avenue to the west, Halifax Street to the north, and Madison Avenue/Douglas Road to the east. As a significant site at the western gateway of the Town Centre, and fronting onto Lougheed Highway, since its adoption in 1996, the Brentwood Town Centre Development Plan has identified the site for a mix of commercial and residential development opportunities. Given its location within the Town Centre, this site's redevelopment presents an opportunity to create not only a transit-oriented development, but a vibrant and walkable mixed-use neighbourhood that is seamlessly integrated within the broader urban fabric of the Town Centre via a rational network of streets, connections, and open spaces, as well as complimentary land uses that help deliver the necessary housing and local services for the Brentwood community. The concept established through the Buchanan West Master Plan realizes this intent by proposing a diverse, mixed-use community, helping to complete and anchor the northwest quadrant of Brentwood Town Centre. The development concept is supported by

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a dynamic public realm concept, which includes a new pedestrian oriented signature park at the centre of the neighbourhood, as well as new multi-modal linkages connecting the site to the Gilmore SkyTrain Station and broader Brentwood Town Centre. The public realm is framed by the surrounding built form, which is proposed to comprise up to 12 mixed-use buildings with retail at grade and opportunities for office, hospitality, and residential uses above. 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 residential properties at 4129, 4141 Lougheed Highway, the park and public use designated property at 1934 Gilmore Avenue, as well as the commercial service designated properties at 4199, 4201, 4219, 4265 Lougheed Highway, to high-density mixed-use, utilizing RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, and C3 General Commercial Districts as guidelines.. The proposed redevelopment of the Buchanan West Site supports the commercial and residential opportunities envisioned for the northwest quadrant in the 1996 Council adopted Brentwood Town Centre Development Plan, but delivered in a more sustainable and compelling way that reflects contemporary approaches to community building for transit orientated development sites located within Burnaby's Town Centres.

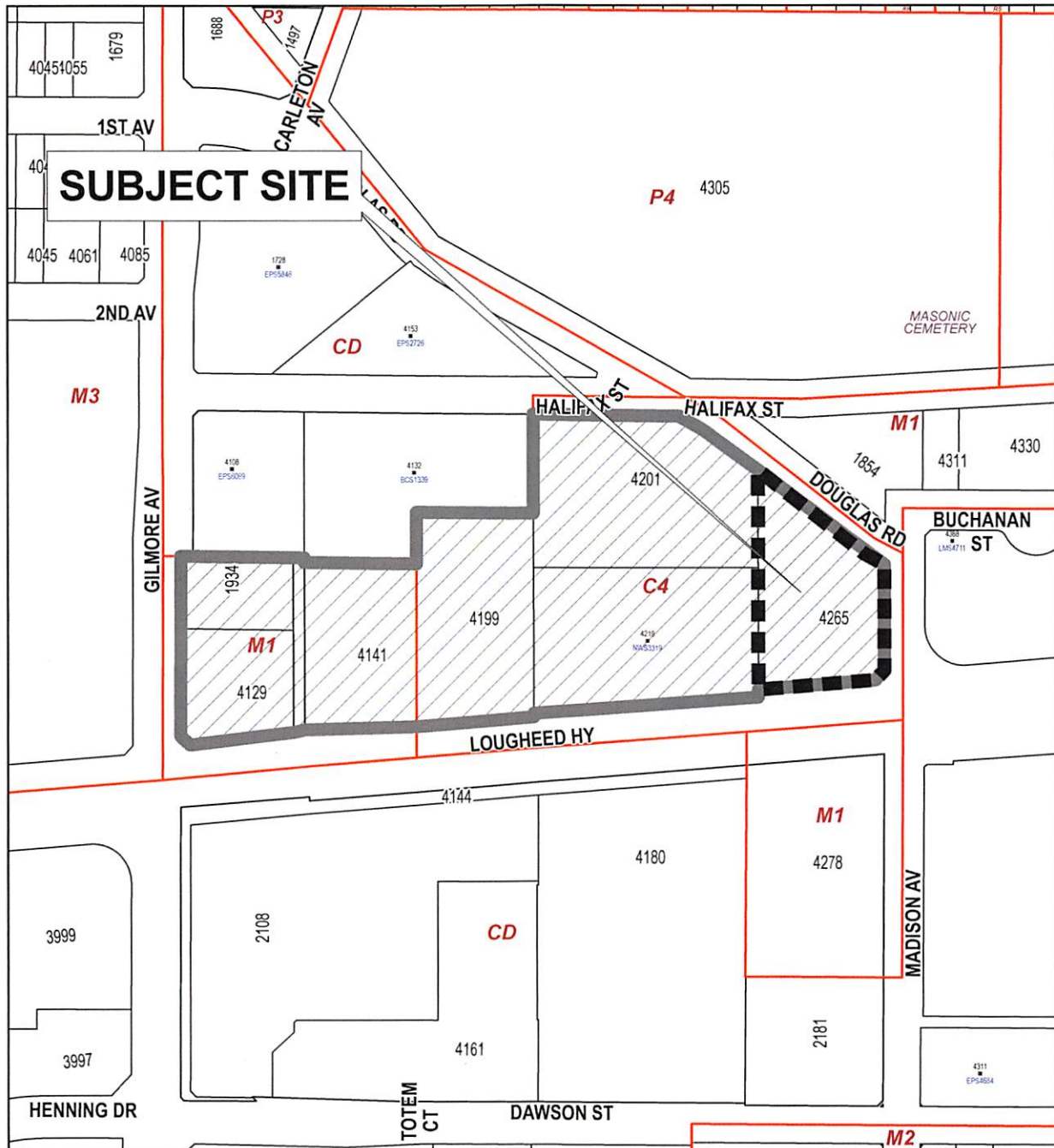
Overall, the proposed Conceptual Master Plan exemplifies quality urban design and place making, focusing on a public realm first approach, with a built form concept that relates to the streets and open spaces, and delivers a highly livable development that reflects the high standards expected for future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





PLANNING AND DEVELOPMENT DEPARTMENT

Date:  
JAN 13 2023

scale:  
1:3,500

Drawn By:  
RW

# REZONING REFERENCE#19-35 4265 LOUGHEED HIGHWAY



Subject Site

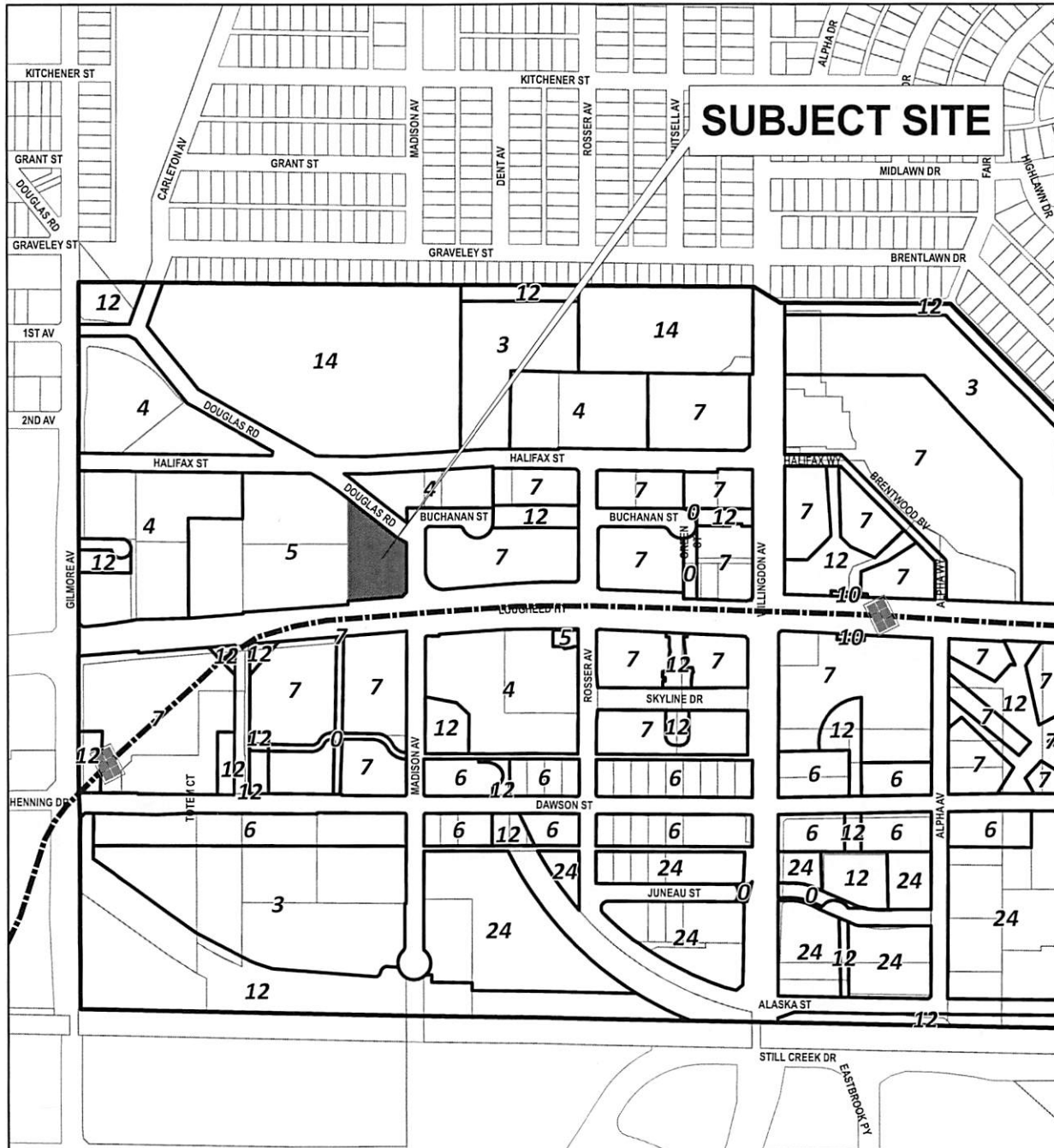


Master Plan Study Area



Community Plan  
Amendment Boundary

Sketch #1



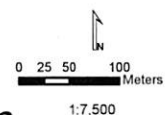
- 3 Medium Density Multiple Family Residential
- 4 High Density Multiple Family Residential
- 5 Commercial
- 6 Medium Density Mixed Use
- 7 High Density Mixed Use

- 8 Medium or High Density Multi Family Residential
- 10 Institutional
- 11 Business Centre
- 12 Park and Public Use/Public School
- 14 Cemetery
- 24 High Density Multiple Family Residential -  
Brentwood Succession (RM4s)



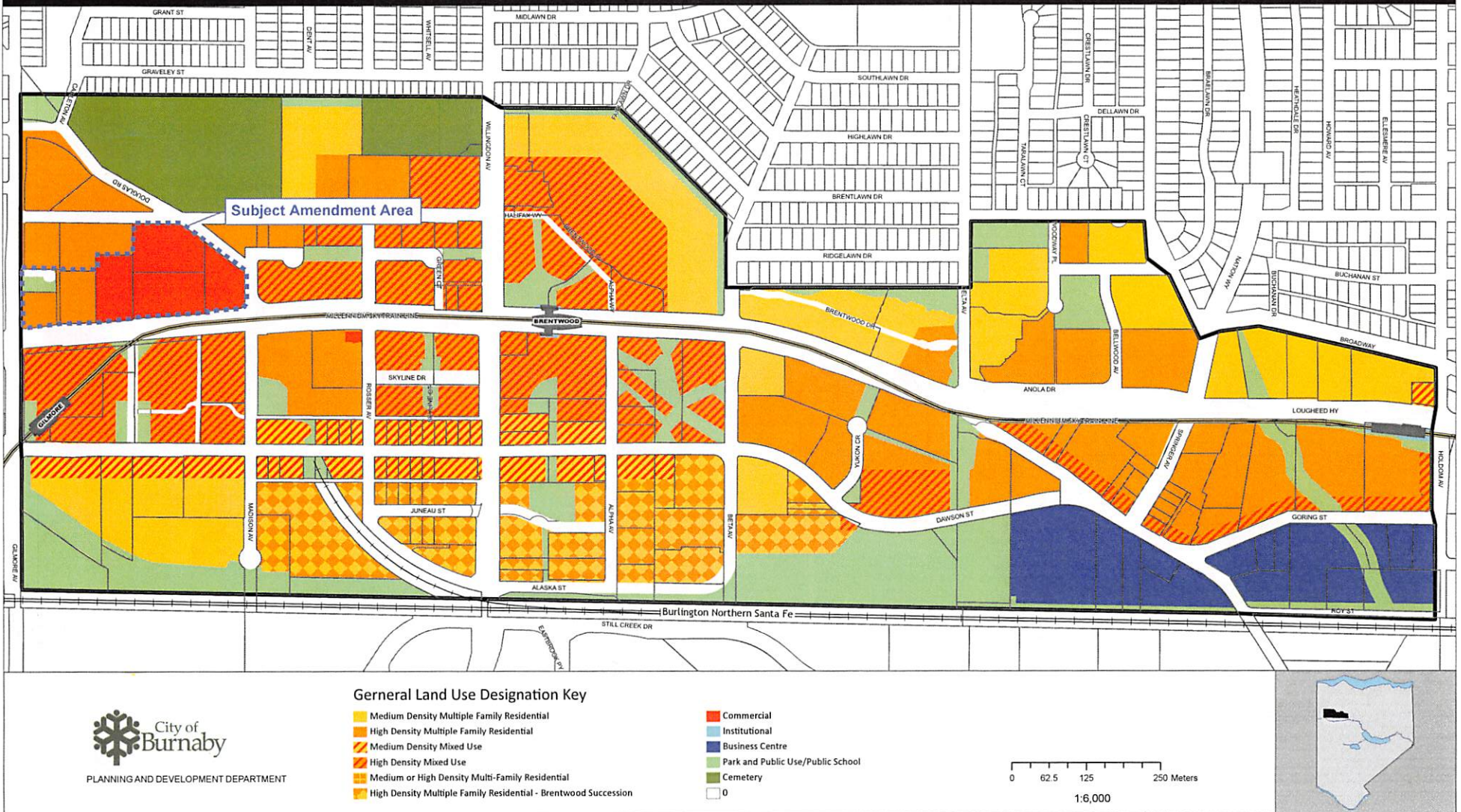
PLANNING AND DEVELOPMENT DEPARTMENT

## Brentwood Town Centre Plan





# Brentwood Town Centre Plan (Adopted)





# Brentwood Town Centre Plan (Proposed Amendment)

