

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: BUCHANAN WEST CONCEPTUAL MASTER PLAN BRENTWOOD  
TOWN CENTRE**

**RECOMMENDATIONS:**

1. THAT Council endorse the preliminary concepts and vision for the Buchanan West Conceptual Master Plan in the Brentwood Town Centre, as a basis for receiving input, as outlined in this report.
2. THAT Council authorize staff to undertake a public consultation process to receive public input on the preliminary concepts and vision for the Buchanan West Conceptual Master Plan in the Brentwood Town Centre, as outlined in this report.

**REPORT**

The Planning and Development Committee, at its meeting held on 2022 December 13, received and adopted the attached report proposing redevelopment of the Buchanan West Site. This report is seeking Council endorsement of the preliminary concepts and vision for the Buchanan West Conceptual Master Plan in the Brentwood Town Centre as a basis for receiving community input.

Copied to: Chief Administrative Officer Deputy CAO/CFO GM Corporate Services GM Engineering GM Parks, Recreation, Culture GM Planning and Development Fire Chief O.I.C. RCMP Chief Librarian City Solicitor
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Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor J. Keithley  
Vice Chair

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2022 December 07

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**FILE:** 49500 20

**SUBJECT:** BUCHANAN WEST CONCEPTUAL MASTER PLAN  
BRENTWOOD TOWN CENTRE

**PURPOSE:** To seek Committee and Council endorsement of the preliminary concepts and vision for the Buchanan West Conceptual Master Plan in the Brentwood Town Centre, as a basis for receiving community input.

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1. **THAT** the Committee request that Council endorse the preliminary concepts and vision for the Buchanan West Conceptual Master Plan in the Brentwood Town Centre, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee and Council authorize staff to undertake a public consultation process to receive public input on the preliminary concepts and vision for the Buchanan West Conceptual Master Plan in the Brentwood Town Centre, as outlined in this report.

**REPORT****1.0 INTRODUCTION**

The Brentwood Town Centre is one of four designated Town Centres within Burnaby's *Official Community Plan* and is intended to continue to accommodate a significant portion of the city's population and job growth. Higher density development forms and locations for commercial services and community amenities are characteristic of development in Burnaby's Town Centres. This approach to focusing development in the Town Centres has allowed for the creation of a broad spectrum of housing types, including adaptable housing (20%), inclusionary non-market rental (20% of market units), market rental housing and strata housing through new growth, and has also enabled the preservation of a significant portion of the City's land base for park and open space (approximately 25%), as well as for agricultural and industrial purposes. At the same time, this approach has contributed to Regional Planning objectives, established by Metro Vancouver in the *Regional Growth Strategy*, that are of benefit both locally and more broadly. From a regional viewpoint, Burnaby's Town Centre framework has helped maximize the use of transit, encourage more trips by walking and cycling, reduce east-west traffic movements through the City, provide the opportunity for people to live, work and access services within their community, and reduce development pressure on open space and agricultural lands in the region.

The foundation for the City’s community plans, including the plan for the Brentwood Town Centre, arises from a wide range of processes and community consultation efforts that have been undertaken in Burnaby over many decades. While development plans for the Brentwood Town Centre area were initially established in the late 1960s, a consolidated comprehensive plan for the Brentwood Town Centre was adopted in 1996. The Brentwood Town Centre Development Plan is organized on the basis of a transit-oriented high-density mixed-use, high-vitality central core, with surrounding high and medium-density supporting development. The development of a complete community was envisioned, enabling people to live, work and recreate within the area, with the goal of providing an inclusive and diverse community to benefit all.

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 Street 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 large public open spaces, such as Willingdon Heights Park. Under the Brentwood Community Plan, the site is also identified to include a future, locally scaled public open space. 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 streets, 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.

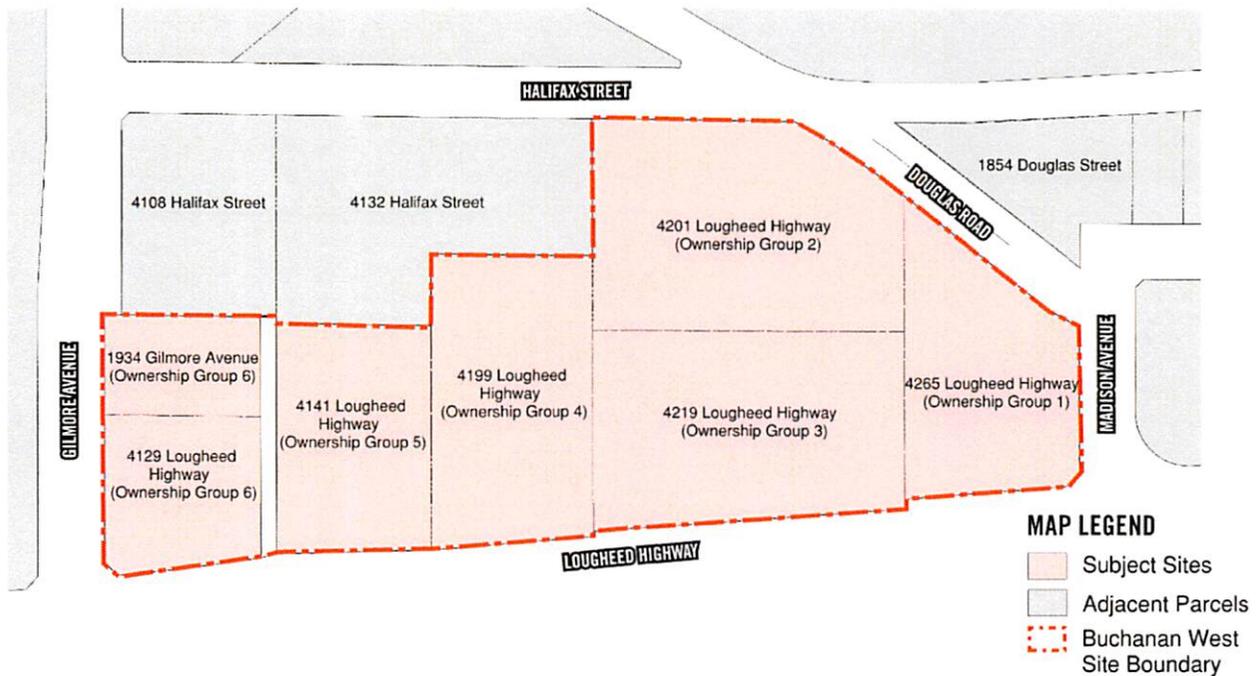
This report provides an overview of the area’s context in relation to the broader Brentwood Town Centre, including a summary of the preliminary concepts, visions and guiding principles for its future redevelopment. The purpose of this report is to seek Committee and Council endorsement of the concepts and visions for the redevelopment of the subject site, as the basis for initiating a community consultation process. The feedback received from this consultation is intended to inform the concepts and visions to be introduced within a conceptual master plan, land use framework and related Plan amendments for the subject site. With Council adoption of the recommendations of this report, the proposed consultation process would be initiated. The advancement of the concepts, vision and opportunities for the area will also seek Council’s consideration of amendments to the prevailing land use framework of the adopted Brentwood Town Centre Plan. The proposed Plan amendments are to be included in the community consultation process.

## **2.0 SITE CONTEXT AND BACKGROUND INFORMATION**

### **2.1 Site Context**

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 Lougheed Highway) is occupied by a hotel, and the remaining parcels (4129, 4141, 4199, 4219, and 4265 Lougheed 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 Lougheed Highway. The remaining parcels within the subject site are currently held by separate owners, with the exception of 1934 Gilmore Avenue and 4129 Lougheed Highway, which are under common ownership.

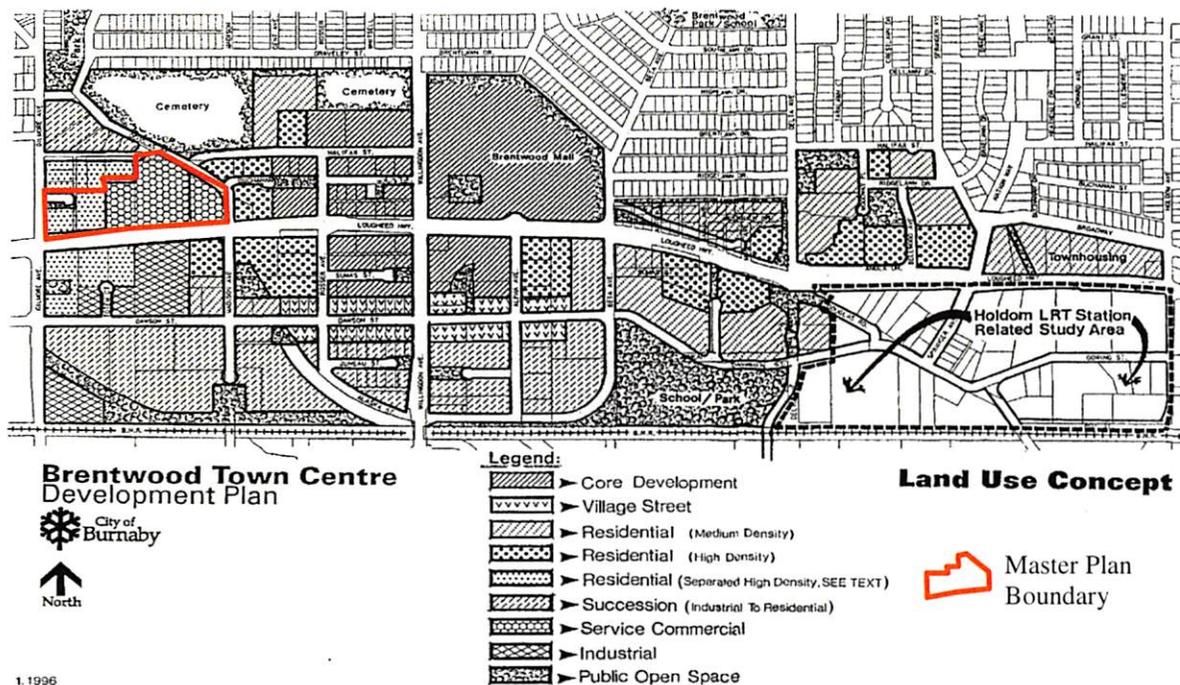


**Figure #1 – Buchanan West Site Boundary and Existing Parcelization**

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.

**2.2 Brentwood Town Centre Development Plan Context**

The Brentwood Town Centre Development Plan, adopted by Council in 1996, provides a land use concept (as shown in **Figure #2**) 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 intended the Town Centre to be highly transit oriented, taking advantage of the area’s three SkyTrain Stations (Gilmore, Brentwood, and Holdom).



**Figure #2 – Brentwood Town Centre Land Use Framework 1996**

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 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 Development Plan with a more sustainable, integrated, and contemporary planning approach. As part of those processes, it was identified that the remaining development sites in this block, north of Lougheed Highway, 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. Considering the adjacent land use designations, and the intent for the area in the adopted 1996 Brentwood Town Centre Plan to create a highly transit oriented, high-density mixed-use neighbourhood, it is felt that a master plan predicated on this mixed-use intent is supportable and should form the basis for more detailed and advanced work leading to a conceptual framework for the area’s redevelopment to capitalize on its strategic location.

### 2.3 Master Plan Approach

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. The framework will 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. City staff, the applicant, and their consultants, have been exploring concepts for the site,

and are working through the City’s review process to develop the key concepts, which will assist in the visioning and eventual transformation of this area, over time, into a new, distinct mixed-use neighbourhood.

Given this site’s strategic location, in close proximity to major transportation infrastructure, as well as adjacency to both high-density mixed use development and large public open spaces, future redevelopment of the area presents a special opportunity to create a diverse, transit-connected, mixed-use neighbourhood with a focus on creating community, as well as employment opportunities and commercial services. Re-conceptualizing the subject site requires a concept and vision that demonstrates leadership in economic, environmental and social sustainability, and delivers exceptional urban design and public realm, with meaningful amenity contributions to the broader Brentwood Town Centre area. More significantly still, a contemporary approach to planning, including a robust community and public engagement process, is required.

The achievement of an appropriate response to these concepts, vision, and opportunities will result in the preparation of a conceptual master plan for the site, and Committee and Council consideration of amendments to the prevailing land use framework of the current Brentwood Town Centre Plan. The resulting Plan amendments are proposed to be reviewed through the community and public consultation process, which will provide feedback on the overall vision and direction for the area and respond to City-wide, community, and local objectives.

### **3.0 PROPOSED AMENDMENTS FOR THE SUBJECT SITE**

There is an opportunity to establish a concept for the subject site that fulfills its intent under the Brentwood Town Centre Plan to become a vibrant and diverse mixed-use, transit oriented neighbourhood. This intent is represented in the preliminary concepts, vision, and design principles below. These early ideas are proposed to be further guided, developed, and refined through community and public consultation processes, which will lead to the development of a conceptual master plan and related Plan amendments.

#### **3.1 Redevelopment Opportunity**

The opportunity provided by the redevelopment of the Buchanan West Site is to transform this underutilized commercial area into a new mixed-use neighbourhood within the Town Centre, that maximizes its strategic location adjacent to major transportation infrastructure, emerging commercial and residential hubs, and significant public open spaces.

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 Street 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 residential, commercial, and open space uses come together to support a vibrant pedestrian neighbourhood within the Town Centre.

Figure #3 – Existing Land Use Designations

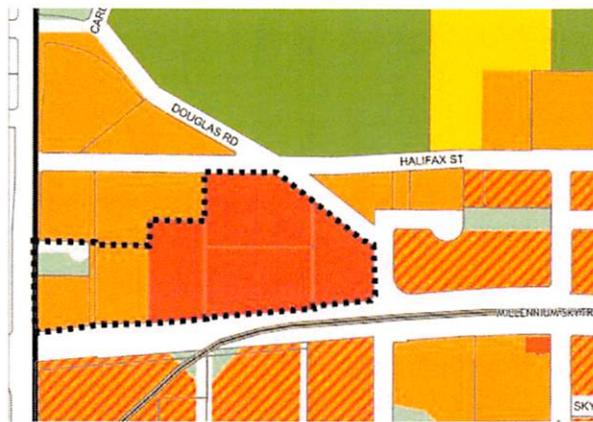


Figure #4 – Proposed Community Plan Amendment



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



Community Plan Amendment Boundary



To achieve these goals, the site is proposed to be developed in a compact urban form, reflective of surrounding contextual high-density land use designations and similar building forms. This would be represented by buildings that are high-rise in form, frame and directly engage the street, are sensitive to adjacent land uses, transit oriented, resilient and sustainable, and are linked to local social, commercial and recreational services and amenities. At their core, the concepts and visions for the site’s redevelopment envision a distinct place within the Town Centre, achieved through pedestrian focused streets, dynamic architecture, and exceptional public realm design that is engaging, inclusive and accessible, where employment and living coexist and benefit one another in the same area. **Figure #3** above shows the existing land use designations, while **Figure #4** above identifies the proposed amendment to the Plan. The proposed plan amendment 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 1934 Gilmore Avenue, 4129, 4141 Lougheed Highway, 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 Plan Amendment would ensure a consistent commercial street frontage along Lougheed Highway, between Gilmore Avenue and Madison Avenue.

### 3.2 Preliminary Vision and Design Principles for the Buchanan West Site

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 overtime.

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 a new signature public open space 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.

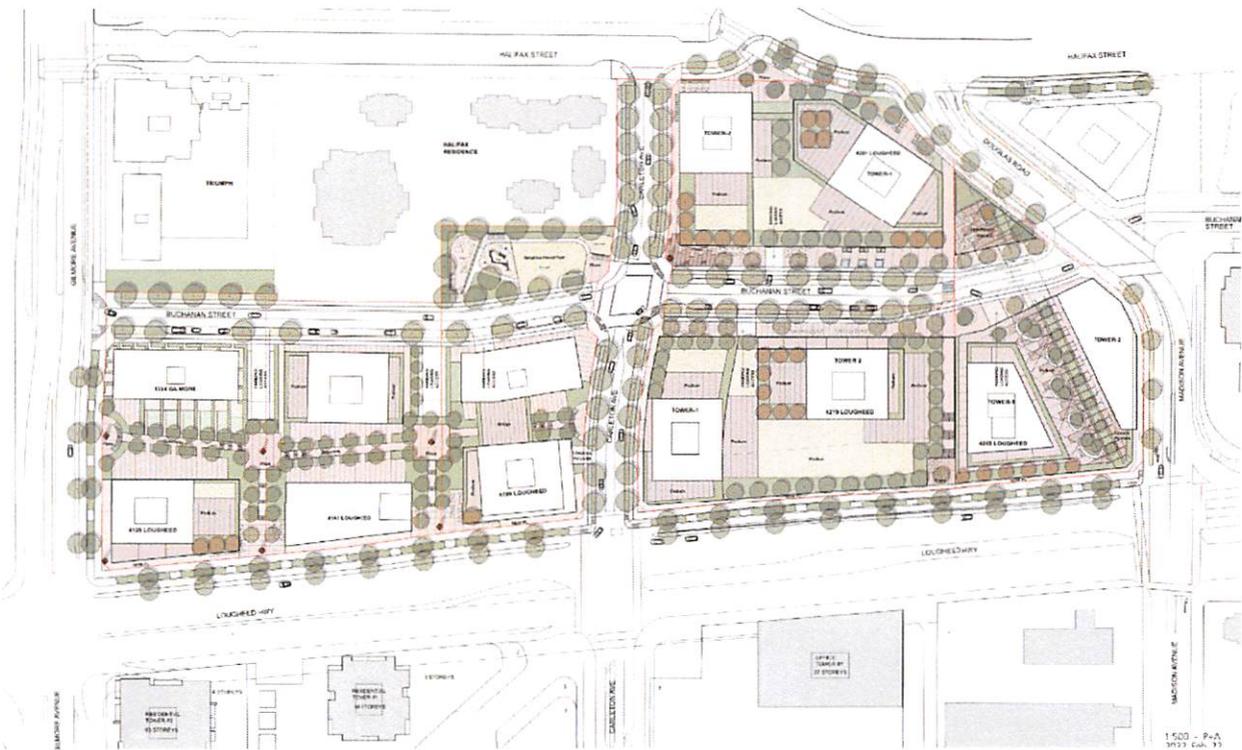
From these overarching design principles, six “big moves” have been developed for the project:

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, leading to a comprehensive concept plan. The site is intended to 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.

### 3.3 Site Concept

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 form and character for the area. As shown in **Figure #5**, 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 Loughheed 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 age cohorts and income levels, as well as the potential for thousands of jobs in the retail, hospitality, and knowledge based industries.

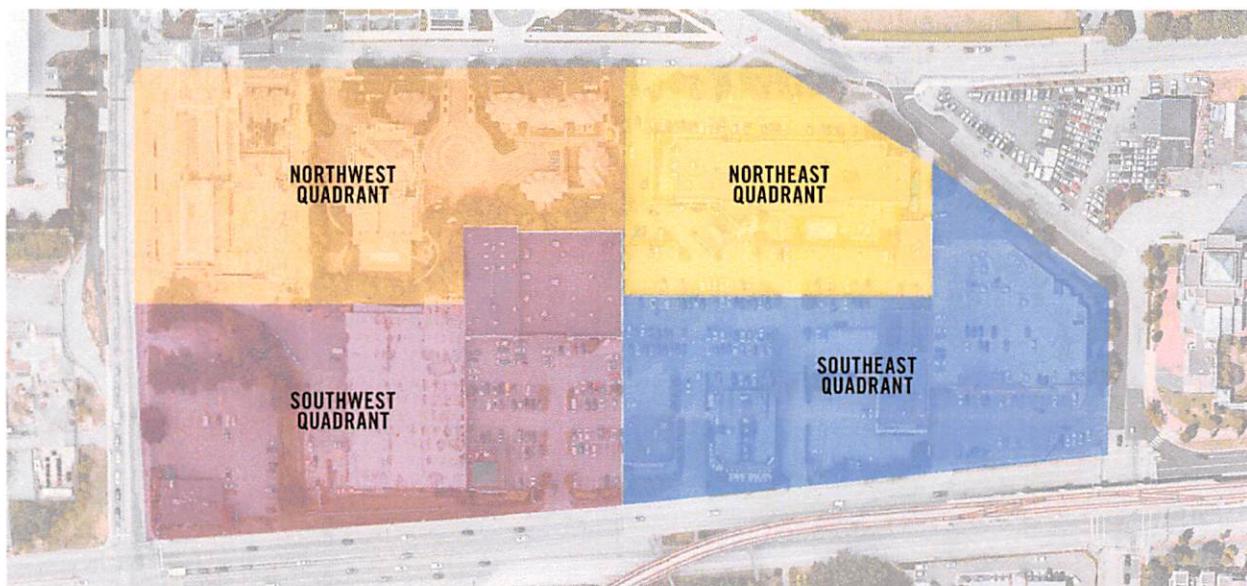


**Figure #5 – Conceptual site plan for the Buchanan West Master Plan Site**

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.

Perhaps the most 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 #6**. 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.



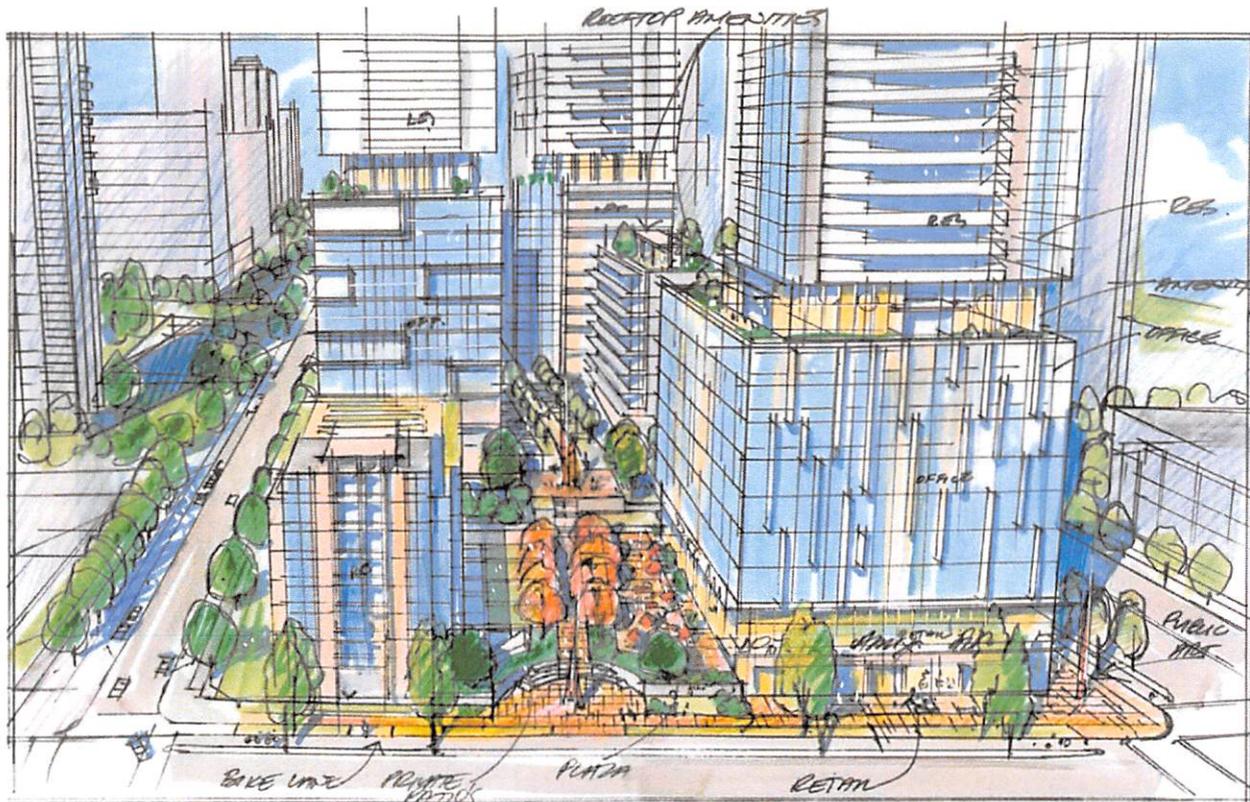
**Figure #6 – The proposed internal streets break up the existing block to create four quadrants**

### 3.3.1 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 residential focused Buchanan edge.

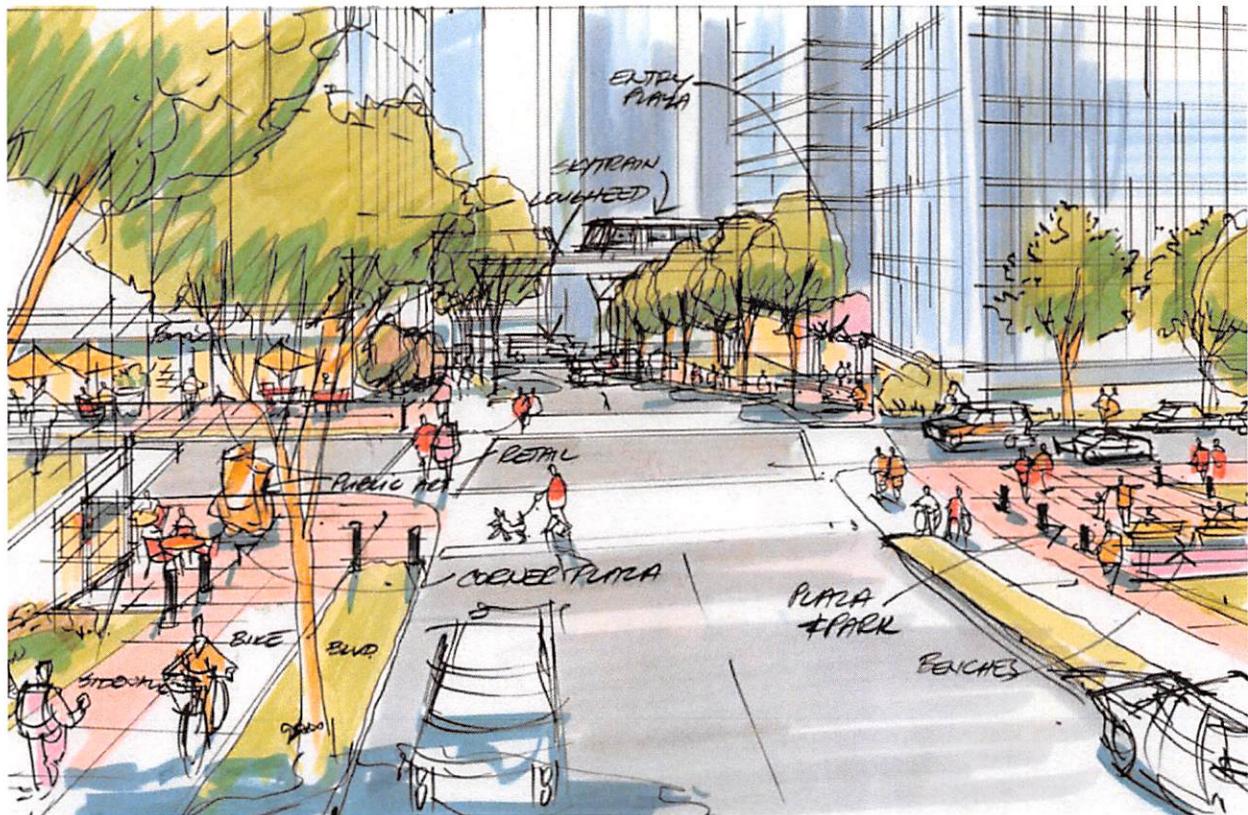
Dedications will be required along Gilmore Avenue and Lougheed Highway in order to construct the Town Centre Standards including separated sidewalks, cycle paths, street trees and rainwater management amenities. A dedication from 4199 Lougheed Highway will also be required in order to accommodate a portion 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 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 #7 – 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 #7**. 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 both the public consultation process, and 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, great solar access, and is integrated with adjacent development to encourage active park edges and consistent overlook throughout all times of the day. 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 #8**. 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.



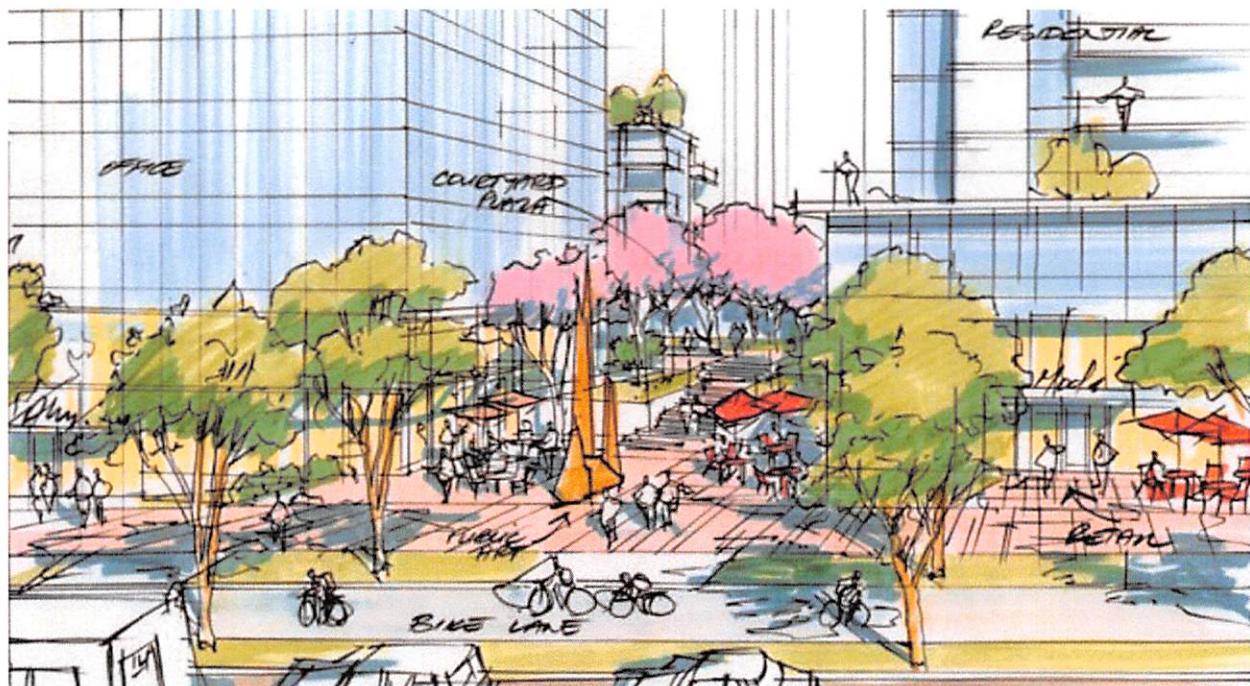
**Figure #8 – Artistic concept sketch of the future Buchanan Street and Carleton Avenue intersection**

### 3.3.2 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 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.



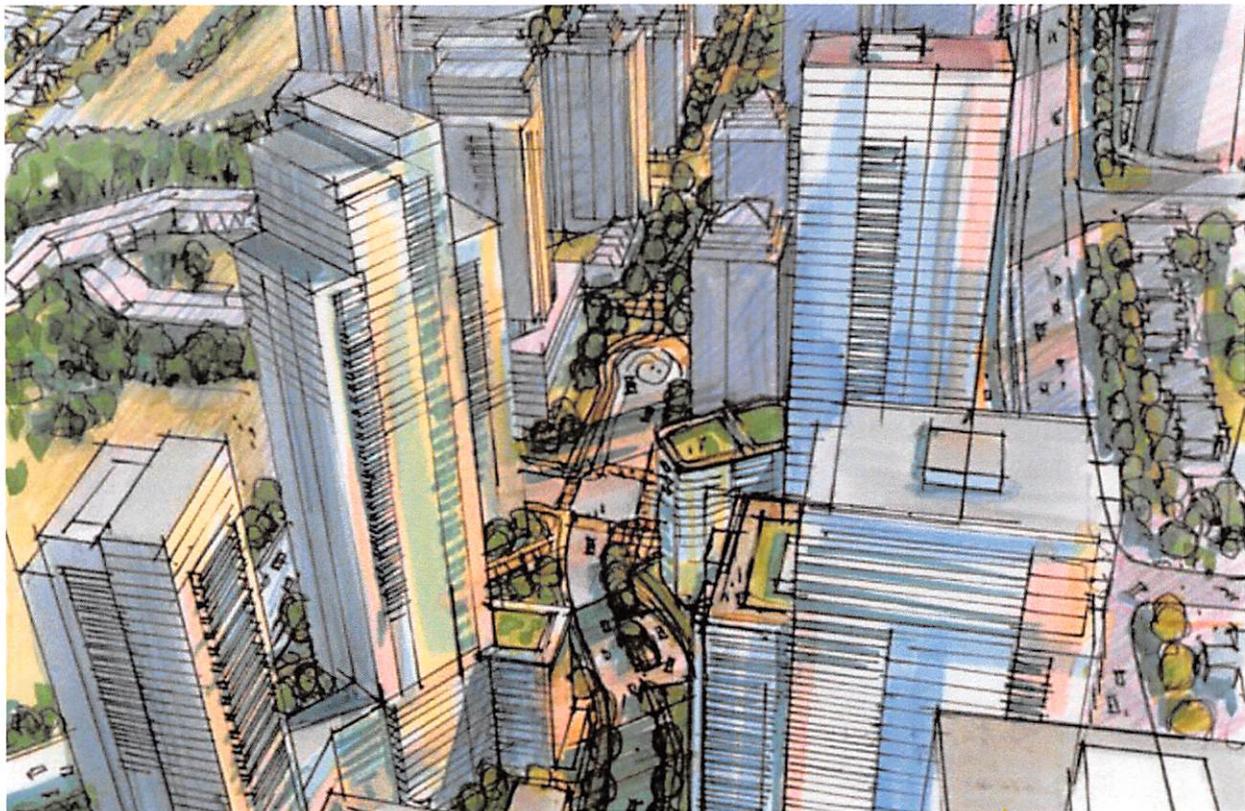
**Figure #9 – Artistic concept sketch of the north-south pedestrian connection**

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 #9** 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.

### 3.3.3 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 #10**, 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 #10** – Artistic concept sketch of the proposed Buchanan Street extension

Dedications will be required along Douglas Street in order to construct the Town Centre Standards including separated sidewalks, cycle paths, street trees and rainwater management amenities, as well as along the site’s western edge for the proposed 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. Minor modifications to the Douglas Road and Halifax Street intersections are 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.

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.

**3.4 Permitted Density**

Under the proposed area plan amendment to the Brentwood Town Centre Development Plan, the subject development parcels would be designated for high-density mixed-use utilizing the RM5s and RM5r Multiple Family Residential Districts, and C3 General Commercial as guidelines. The maximum density permitted per development site may be up to 14.30 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.

Zoning District	Permitted Density
RM5s	5.0
RM5r	2.2
RM5s Density Offset	1.1
C3 (commercial and market rental uses)	6.0
<b>Total</b>	<b>14.3</b>

*Table 1 – breakdown of maximum permitted density on each development site at Buchanan West*

**3.5 Sustainability**

In line with the City’s Economic Development, Social Sustainability, and Environmental Sustainability Strategies, a significant component of the Buchanan West Conceptual Master Plan is the delivery of

sustainability in a meaningful way. Below is a summary of the sustainability goals which would be sought as part of the area's proposed redevelopment:

- **Economic Sustainability Goals:** a broad range of commercial opportunities that will provide a wide variety of job opportunities close to home, including initial construction related employment and long term retail, office, and hospitality employment, will help support the goal of a strong and resilient local economy. As a driver of the site's concept, locally run, smaller scale retail uses are considered in order to serve the day to day needs of the local community, and enable and promote entrepreneurship within the community. Hospitality uses are envisioned to help support tourism and business trips within the area, and office uses are intended to support both large scale tenants, while also providing opportunities for business growth, enabling incubator and start-up businesses to expand within Brentwood 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 and emerging 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-orientated 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.

### **3.6 Community Benefits**

Several broad community benefits have also been identified as part of the site's transformation:

- Contribute to the emerging western gateway into the Brentwood Town Centre, with opportunities for signature architecture and an active mix of uses that seamlessly integrate with surrounding existing and proposed development.
- Deliver new and engaging public spaces, including a signature local park at the centre of this neighbourhood, which will provide active and contemplative spaces accessible to all throughout the year.

- Reinforce the Brentwood Town Centre as a focal point for services and employment growth at the nexus of Burnaby’s road and transit networks, with the potential for approximately 1,500,000 sq. ft. of commercial space, including significant office space for small and large scale businesses, new hotel rooms to replace and expand the existing compliment in the Town Centre, and new retail opportunities that cater to a wide range of tenants, from large established brands, to independent and locally run businesses.
- Focus the Brentwood Town Centre on an accessible pedestrian network and active mobility linkages connecting significant destinations to one another and to the transit network via new streets and connections.
- Improve the breadth of housing options available to Burnaby residents in the Town Centre by introducing the potential for over 6,000 new dwelling units that would include a mix of rental (market and non-market) and strata units, which would appeal to and accommodate a range of age cohorts and income levels.
- Contribute to the City’s amenity bonus program for the provision of priority amenities, such as a new Brentwood Community Centre, to benefit the Brentwood Town Centre and the northwest quadrant of the City.

#### **4.0 COMMUNITY AND PUBLIC CONSULTATION PROCESS AND NEXT STEPS**

##### **4.1 Proposed Amendment to the Brentwood Town Centre Plan**

An amendment as shown in **Figure #4**, for Committee and Council consideration, to the current adopted Brentwood Town Centre Plan is expected to arise from the further development of the preliminary vision and concepts presented in this report. The proposed Plan amendment includes designation of high-density mixed-use (RM5s, RM5r, C3) over the seven development parcels included within the subject area, as well as the designation of two new streets and the relocation of a community open space to be more centrally located within the local neighbourhood. The proposed Plan amendment will help inform a conceptual master plan, which will guide site specific rezoning applications for the seven properties included within the Buchanan West Site.

The advancement of the preliminary concepts and vision for the Buchanan West Site and the anticipated Plan amendments are proposed to be based on feedback received from an engaging and iterative community consultation process. The consultation program is proposed to include the following:

- *Open House*: An open house hosted and attended by City staff is proposed to be scheduled in early 2023 at the Willingdon Heights Community Centre. A virtual open house may be held in addition to, or in place of, a physical open house, subject to pertinent Provincial and Municipal health guidelines. The purpose of the open house is to engage in dialogue with the community, explain all aspects of preliminary vision and concepts, receive public feedback, and answer public enquiries.

- *City Webpage:* A dedicated webpage for the preliminary concepts contained within the Conceptual Master Plan is proposed to provide the public with access to all the resources and information related to the project.
- *Information Card:* An information card inviting residents and property owners to the open house and summarizing the preliminary concepts and vision is proposed to be published and distributed to property owners in the area bounded by Graveley Street to the north, Ingleton Avenue to the west, Dawson Street to the south and Willington Avenue to the east, as well as, made available at City Hall, and posted on the project webpage.
- *Newspaper Notices:* Advertisements are proposed to be published in the Burnaby NOW to ensure the public is advised of the date and location of the Open House(s), and directed to information available on the project webpage.

Public feedback that is received is intended to further inform and guide the development of the Conceptual Master Plan and related Town Centre Plan amendments for future Committee and Council consideration, and to help ensure that the objectives for an integrated community are reflected.

## 4.2 Next Steps

The planning process by which the engagement of the City, community and other interests in the future development of the Buchanan West Site is proposed to be advanced through an in-person open house and/or a virtual open house. This involves the presentation of the proposed Brentwood Town Centre Development Plan Amendment and a Conceptual Master Plan for the Buchanan West Site, including: a preliminary site concept; a street network plan; a public realm plan, an approvable traffic/transportation study; and, a conceptual servicing approach for the overall area.

Attendance at an in-person open house will extend over a period of 3 hours to permit adequate time to answer questions. Staff will present the proposed Brentwood Town Centre Development Plan Amendment and Conceptual Master Plan through a series of small group discussions, with a series of panels and a copy of the Conceptual Master Plan. If a virtual open house is required, it will be hosted through an online meeting portal over a period of 2 hours. To allow for adequate coverage by City staff to answer questions, on-line participants will be invited to register for the virtual open house in advance. The open house materials will be available on the City website in advance and following the open house. Participants and the general public will also be able to comment on the proposed Plan Amendment and Conceptual Master Plan through a feedback form available on the City website. The feedback received would contribute to the refinement of the work completed, and advancement of the Community Plan and rezoning amendment bylaw.

## 5.0 CONCLUSION AND RECOMMENDATIONS

The proposed redevelopment of the Buchanan West Site is premised on a contemporary planning approach and urban design philosophy and envisions a vibrant, pedestrian-oriented, transit-connected community that supports the residential and commercial opportunities envisioned for the northwest quadrant in the 1996 Council adopted Brentwood Town Centre Plan, but in a mixed-use context. In that sense, the resulting forms of development (high-rise) are unchanged in the proposed amendment. The preliminary concepts and vision for the area as described in this report represent the first step

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*From: General Manager Planning and Development*  
*Re: Buchanan West Conceptual Master Plan*  
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towards creating a distinct neighbourhood focused on the synergy of transit, public spaces, employment, and a full spectrum of multiple-family residential uses.

It is recommended that Committee and Council endorse the preliminary concepts and vision for the Buchanan West Site as a basis for receiving community input. It is also recommended that Council endorse the public consultation process and initiation of an Open House later this fall to seek public input on the preliminary concepts and vision outlined in the draft Conceptual Master Plan, and as outlined in this report. As noted, results of the public input process and the refined proposals, as outlined in the Conceptual Master Plan, would be the subject of a future Public Hearing report to Council.



E. W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

MN:tn:spf

cc: Chief Administrative Officer  
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