

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **REZ #23-15 – BRENTWOOD SITE CONCEPTUAL MASTER PLAN UPDATE**
PURPOSE: To seek endorsement of the proposed updates to the Brentwood Site Conceptual Master Plan in the Brentwood Town Centre, as a basis for receiving community input through consultation.

REFERENCES

Address: 4501, 4525 and 4567 Lougheed Highway

Legal: Lot 1 District Lots 123 and 124 Group 1 New Westminster District Plan EPP40171 Except Air Space Parcels 1 AND 2 Air Space Plan EPP55463; Lot 2 District Lots 124 Group 1 New Westminster District Plan EPP40171 Except Part In Airspace Plan EPP55464; Lot 1 District Lots 123 and 124 Group 1 New Westminster District Plan EPP31990 Except Plans EPP40171, EPP59173 And EPP108674

Applicant: Patrick Hunter, (Representative)
Shape Properties Corp.
2020 – 505 Burrard Street, Vancouver, BC V7X 1M6

Current Zoning: CD Comprehensive Development District (based on the C3 and C3a General Commercial Districts, P2 Administration and Assembly District, RM4s and RM5s Multiple Family Residential Districts and Brentwood Town Centre Development Plan as guidelines)

Proposed Zoning: Amended CD Comprehensive Development District (based on the C3 and C3a General Commercial Districts, P2 Administration and Assembly District, RM4s and RM5s Multiple Family Residential Districts, RM4r and RM5r Multiple Family Residential Districts, and Brentwood Town Centre Development Plan as guidelines)

RECOMMENDATION

THAT the amended Brentwood Site Conceptual Master Plan in the Brentwood Town Centre, as a basis for receiving community input, as outlined in Section 3.0 of the report titled “REZ #23-15 - Brentwood Site Conceptual Master Plan Update” dated January 10, 2024; be approved; and,

THAT staff be authorized to undertake a public consultation process to receive public input on the preliminary concepts and vision for the amended Brentwood Site Conceptual Master Plan in the Brentwood Town Centre, as outlined in Section 4.0 of the report titled “REZ #23-15 - Brentwood Site Conceptual Master Plan Update” dated January 10, 2024.

EXECUTIVE SUMMARY

A rezoning application has been received in order to advance a master plan amendment for the Brentwood Site Conceptual Master Plan to incorporate inclusionary rental requirements, day-care provisions, and a neighbourhood park into the plan. The application also proposes to designate the northeast corner of Willingdon Avenue and Lougheed Highway for high-density mixed-use in the Brentwood Town Centre Development Plan, to bring the site into conformity with the surrounding core area and Provincial legislation. This report is seeking authority for staff to undertake a public consultation process to receive public input on the amended Brentwood Site Conceptual Master Plan.

1.0 POLICY SECTION

The proposed recommendations are 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);
- Community Safety Plan (2020);
- Transportation Plan (2021);
- HOME Strategy (2021);
- Rental Use Zoning Policy (2020); and
- Child Care Action Plan (2021).

2.0 BACKGROUND

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. The subject site is located in the center of the of the Brentwood Town Centre Development Plan area boundary at the north-east corner of Lougheed Highway and Willingdon Avenue (see Attachment 1: REZ #23-15: Sketch 1 and 2). The site is connected to the Brentwood Skytrain Station, located south of the development over Lougheed Highway. The general form and character envisioned for the master plan site is a high-density mixed-use neighbourhood anchored by a walkable, well connected, dynamic, commercial hub and public plaza.

On 2013 September 23, Council granted Final Adoption to REZ 11-22, which established the Brentwood Site Conceptual Master Plan and associated Development Guidelines for phased mixed use retail, office, and multiple family development of the site in line with the adopted Brentwood Town Centre Development Plan.

Following adoption of the Brentwood Site Conceptual Master Plan (REZ 11-22), Council granted Final Adoption to several rezoning applications on the subject site that permitted the construction and operation of an externally oriented commercial shopping centre, public plaza and internal high-street along with the development of five residential towers within Phases 1, 2, and 3.

Since the adoption of the Brentwood Site Conceptual Master Plan and associated density allocation covenant, Council adopted the Rental Use Zoning Policy (RUZP) to support the construction of new and replacement rental units in the City. The development of Tower 6 (REZ17-42) was subject to provide Stream 2, Inclusionary Rental under the RUZP. The Public Hearing Report for REZ 17-42 noted that the requirement of inclusionary rental units within Tower 6 could be accommodated under the adopted Brentwood Site Conceptual Master Plan density allocation, but that future rezonings subject to the Stream 2, Inclusionary Rental under the RUZP would require an amendment of the Brentwood Site Conceptual Master Plan.

On November 28th, 2023, Council approved the advancement of REZ 22-36 to Second Reading for the development of Tower 7, a residential high-rise with a commercial podium utilising C3 market rental density under Stream 3 Rental Housing in Commercial Districts under the RUZP.

To enable the inclusion of rental use density as required under the RUZP in future phases and site-specific rezoning applications, an amendment to the Brentwood Site Conceptual Master Plan is required. On October 16th, 2023, Council approved staff to work with the applicant to prepare a suitable plan of development for the amended Brentwood Site Conceptual Master Plan.

On November 30, 2023, the BC Legislature granted Royal Assent to Bill 47- 2023 *Housing Statutes (Transit-Oriented Areas) Amendment Act 2023*. Bill 47 enables the Province to mandate specific densities, size, and/or dimensions of buildings within transit-oriented areas (TOAs) based on specific distances to current and planned transit stations (including designated bus stops, bus exchanges, passenger rail station or other transit facilities), and restrictions on residential off-street requirements within these TOAs. This legislation requires municipalities to designate TOA's within 800m of rapid transit hubs, such as SkyTrain stations, and within 400m of bus exchange locations. The amount of density that is permitted within a TOA depends on a site's proximity to the transit hub. Within 200m of a rapid transit hub, municipalities are required to permit residential density of 5.0 FAR; within 201m – 400m of a rapid transit hub a residential density of 4.0 FAR should be permitted; and within 401-800m of a rapid transit hub 3.0 FAR residential density is permitted. Due to the proximity of the Brentwood SkyTrain Station, the three lots that comprise the subject site is within the 200m TOA; therefore, a minimum residential density of 5.0 FAR would be permitted across the entire Site.

Further, Bill 47 restricts the ability for local governments to require off-street parking for residential purposes within a TOA, other than those required for use by disabled persons. However, the Province can pass regulations to set off-street parking requirements and City bylaw standards for parking spaces will apply to these spaces as well parking spaces voluntarily provided for a development.

3.0 GENERAL INFORMATION

3.1 Vision and Planning Principles

The Brentwood Site Conceptual Master Plan is guided by a series of tenets and principles to ensure development creates an environment that delivers high-quality urban design, activated public spaces, and an inclusive, connected community. These tenets have remained the guiding principles for all successive development since the adoption of the Master Plan and are reiterated in the amended Master Plan to ensure a continuation of the vision for the delivery of the site.

The tenets and principles are intended to guide all phases of site-specific redevelopment, with a view of creating a dynamic, mixed-use neighbourhood in the heart of the Town Centre that is well connected, both to the surrounding core of Brentwood, and to the rest of the region. Overall, the principles are intended to foster a distinctive sense of place with a particular emphasis on the public realm. Perhaps, most importantly, the resulting development will establish a high-quality urban standard for Brentwood that will inform and guide future development within the Town Centre.

The tenets noted below reflect the over-arching goals of the plan, including:

- A. Strengthen the Surrounding Community
- B. Exceptional Urban Design and Architecture
- C. Create a Diverse and Inclusive Community
- D. Encourage Sustainable Development
- E. Contribute to Developing a Creative City
- F. Create a Livable Community

These tenets set the foundation for seven distinct principles that act as pillars supporting the amended Brentwood Site Conceptual Master Plan vision. A summary of the supporting principles are as follows:

1. **Edges and Connections:** To create a seamless and inviting interface between the site and its bounding streets of Willingdon Avenue, Lougheed Highway and Beta Avenue, while respecting the existing residential interface to the north.
2. **Site Circulation and Movement:** To identify a clear and easily legible movement pattern through the site for pedestrians, cyclists and vehicles that is safe, welcoming and universally accessible.
3. **Transit-Oriented Development:** To foster a meaningful mixed-use destination for the Town Centre that capitalizes on and supports the adjacent Brentwood SkyTrain Station.
4. **The Heart and Public Realm:** To inspire a creative, animated public realm that takes advantage of our temperate climate with a wide array of outdoor

activities and uses to engage the broadest spectrum of residents and visitors.

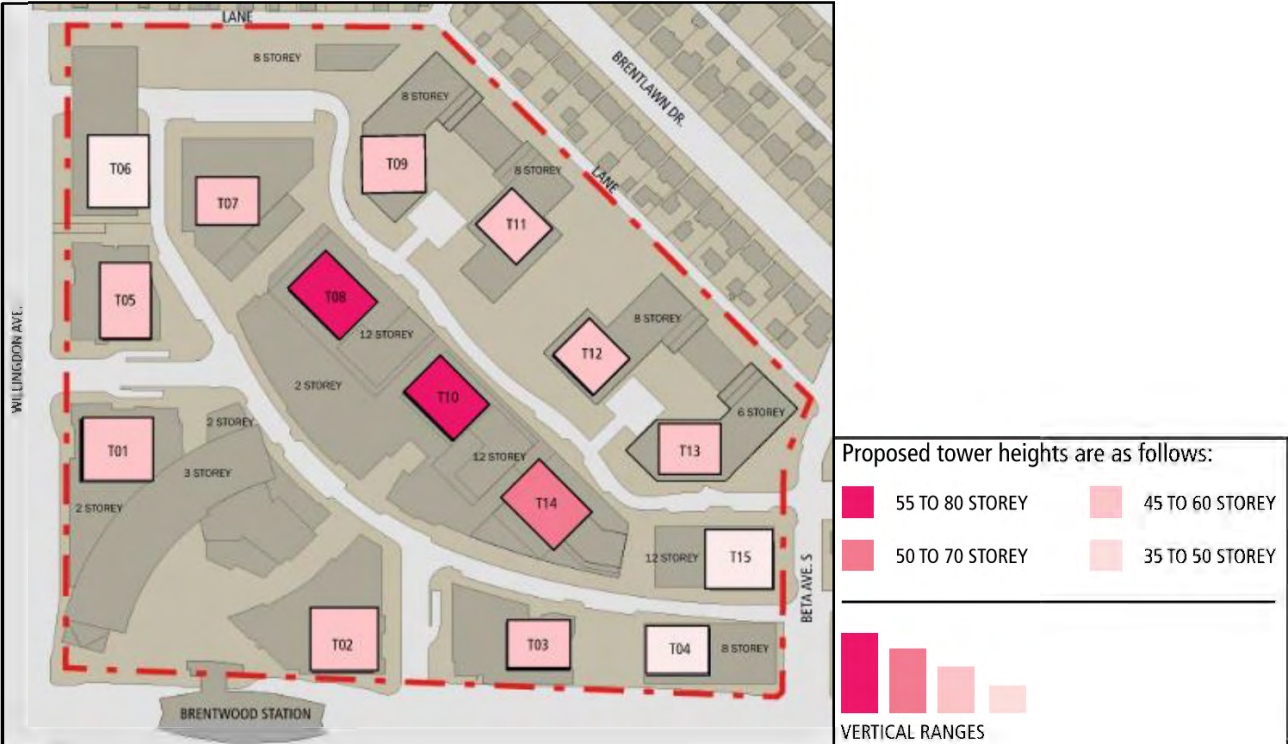
- 5. **Diversity and Integration:** To encourage a wide variety of land uses, building types and amenities to attract a diverse mix of residents, businesses and visitors, reflective of its Town Centre location.
- 6. **Sophisticated Design:** To transform the site from a typical shopping centre to an iconic Town Centre core with signature environmental design and timeless architecture in order to make Brentwood a regional destination.
- 7. **Design Evolution:** To provide for the redevelopment of the site over time, with the advancement of multiple phases transitioning seamlessly with one another, with each phase responding to the Master Plan’s vision.

3.2 Scope of Brentwood Town Centre Plan Amendment

The existing Brentwood Site Conceptual Master Plan has established the general development guidelines for the subject site, including general build form, building heights, development densities, permitted uses, public open space requirements, and a proposed phasing and subdivision pattern.

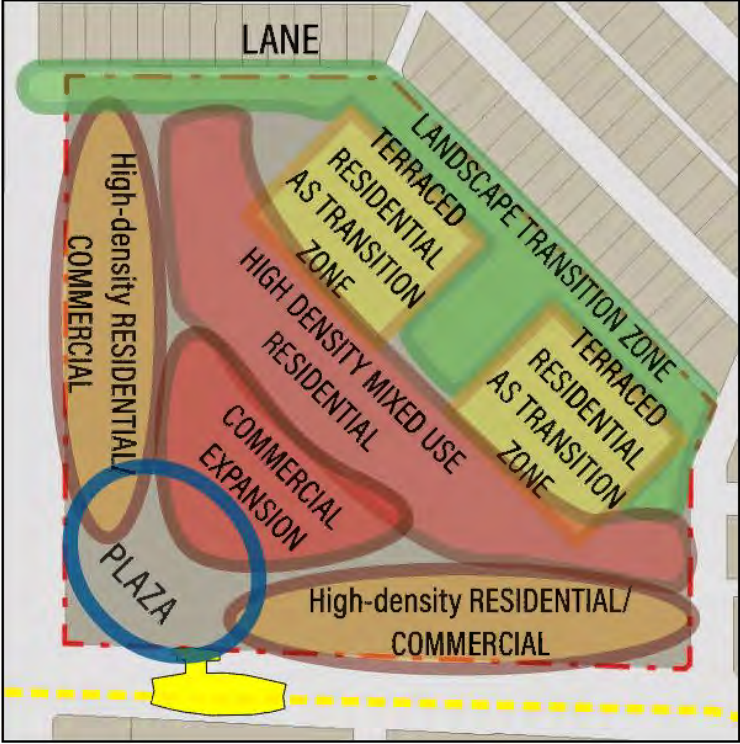
Since the adoption of the Master Plan, Council adopted policies and government regulations provide opportunities to revisit elements of the Master Plan to enable the delivery of rental housing as well as social infrastructure such as childcare and a publicly accessible green space. The proposed massing, heights, tower siting and forms have changed for the Master Plan in order to accommodate the required additional nonmarket inclusionary rental density and associated offset density (see **Figure 1** below).

Figure 1: Proposed Massing



The additional density proposed follows standard urban design planning principles whereby the towers step up towards the Brentwood Skytrain Station while terracing down towards the residential neighbourhood to the north. There is a focused commercial node surrounding the public plaza at the southwest corner of the Site, transitioning to a mixed-use core anchoring the Site, with a shift towards a quieter residential zone framed by a central green open space that provides a green buffer to the residential neighbourhood to the north of the Site (Figure 2).

Figure 2: Land Use Diagram

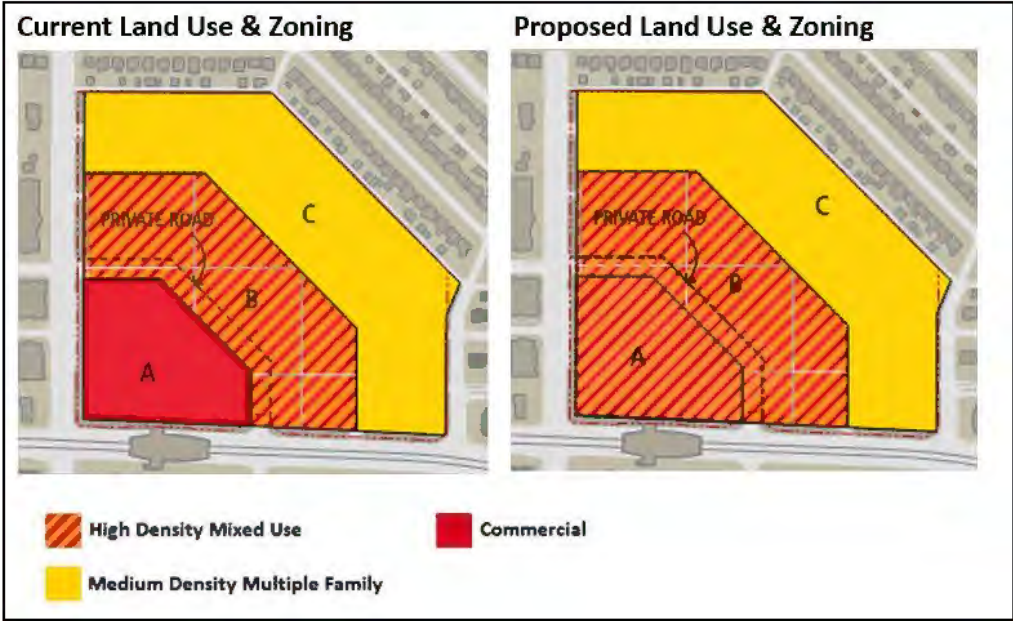


3.3 RUZP and Density

The subject site is zoned CD Comprehensive Development District (based on the C3 and C3a General Commercial Districts, P2 Administration and Assembly District, RM4s and RM5s Multiple Family Residential Districts and Brentwood Town Centre Development Plan as guidelines). The proposed amended zoning would incorporate density to meet the RUZP through the addition of RM5r and RM4r Multiple Family Residential Districts, including the delivery of market and non-market rental units on the Site.

The amended Brentwood Site Conceptual Master Plan also seeks to amend the Community Plan to designate the parcel of land located on the northwest corner of Willingdon Avenue and Loughheed Highway (Band A) as mixed-use residential and commercial based on the RM5s, RM5r Multiple Family Residential Districts, and C3 General Commercial District in order to align the parcel’s designation with the surrounding mixed-use areas and Bill 47. The proposed plan changes are presented in Figure 3.

Figure 3: Land Use and Zoning



Based on the proposed zoning, the maximum density permitted for the Master Plan site is 10.53, as outlined in Table 1:

Table 1: Existing and Proposed Density

	Existing Master Plan				Proposed Maximum Allowable			
	Area (SQFT)	Zone	FAR	GFA (SQFT)	Zone	FAR	GFA (SQFT)	
Band A	226,200	C3	6.0	1,357,200	C3	6.0	1,357,200	
		RM5s (incl. 1.1 offset)	6.1		1,379,820			
		RM5r	2.2		497,640			
	Total:		6.0			14.3	3,234,660	
Band B	418,889	C3	6.0	2,513,334	C3	6.0	2,513,334	
		RM5s	5.0		2,094,445	RM5s (incl. 1.1 offset)	6.1	2,555,223
						RM5r	2.2	921,556
	Total:		11.0	4,607,779		14.3	5,990,113	
Band C	554,173	RM4s	3.6	1,995,023	RM4s (incl. 0.85 offset)	4.45	2,466,070	
					RM4r	1.7	942,094	
					Total:		3.6	1,995,023
Total	1,199,262		6.6	7,960,002		10.53	12,632,937	

The proposed zoning changes would create an additional allowable maximum density of 3.93 FAR, or 434,129.9 m² (4,672,935 sq.ft.) of gross floor area (GFA) provided across

the 28-acre site. Of this density, 1.97 FAR is provided under the RUZP as RMr density, equating to 219,371 m² (2,361,290 sq.ft.). The proposed maximum density is inclusive of 0.98 FAR Density Offset.

There are no proposed changes to the permitted commercial density within the amended Brentwood Site Conceptual Master Plan. However, with the introduction of the RUZP, 49% of the available commercial density may be used as commercial rental, where 51% of the commercial density is used for traditional commercial purposes, such as retail, office or hotel uses.

The proposed density of the amended Brentwood Site Conceptual Master Plan is consistent with the intent of the adopted Master Plan and Design Guidelines and the City’s RUZP. The Master Density Allocation Covenant will be amended through the subject rezoning in order to capture the additional RM5s, RM5r, RM4r, and RM5s, RM4s Density Offset gross floor area. The residential density will be limited to the maximum allowable density of 10.53 FAR for the overall site area and guidelines must be met as related to massing, height, and other design considerations. As future site-specific rezoning applications advance, the Density Allocation Covenant will be updated accordingly to reflect remaining density available for the remainder of the amended Brentwood Site Conceptual Master Plan.

Each site specific rezoning application will be required to meet the RUZP 20% inclusionary non-market rental requirement. In addition to providing rental density, the Master Plan amendment is improving the Brentwood Town Centre by integrating current City policy positions including childcare and open spaces, in line with Brentwood Town Centre Development Plan. Beyond these proposed changes, the intent of the original Master Plan remains intact, but will be updated to accommodate the additional proposed densities. Section 3.0 further describes the proposed changes and associated Master Plan amendment requirements.

3.4 Childcare

The Master Plan amendment outlines potential locations for childcare siting in line with the Burnaby Child Care Policy (2000) and the Burnaby Child Care Action Plan (2021). In order to better serve the additional overall site and support the surrounding neighbourhoods, the provision for childcare has been included in the amended Brentwood Site Conceptual Master Plan. Size and locations of appropriate childcare spaces will be established through site specific rezoning applications, in accordance with applicable policies at the time.

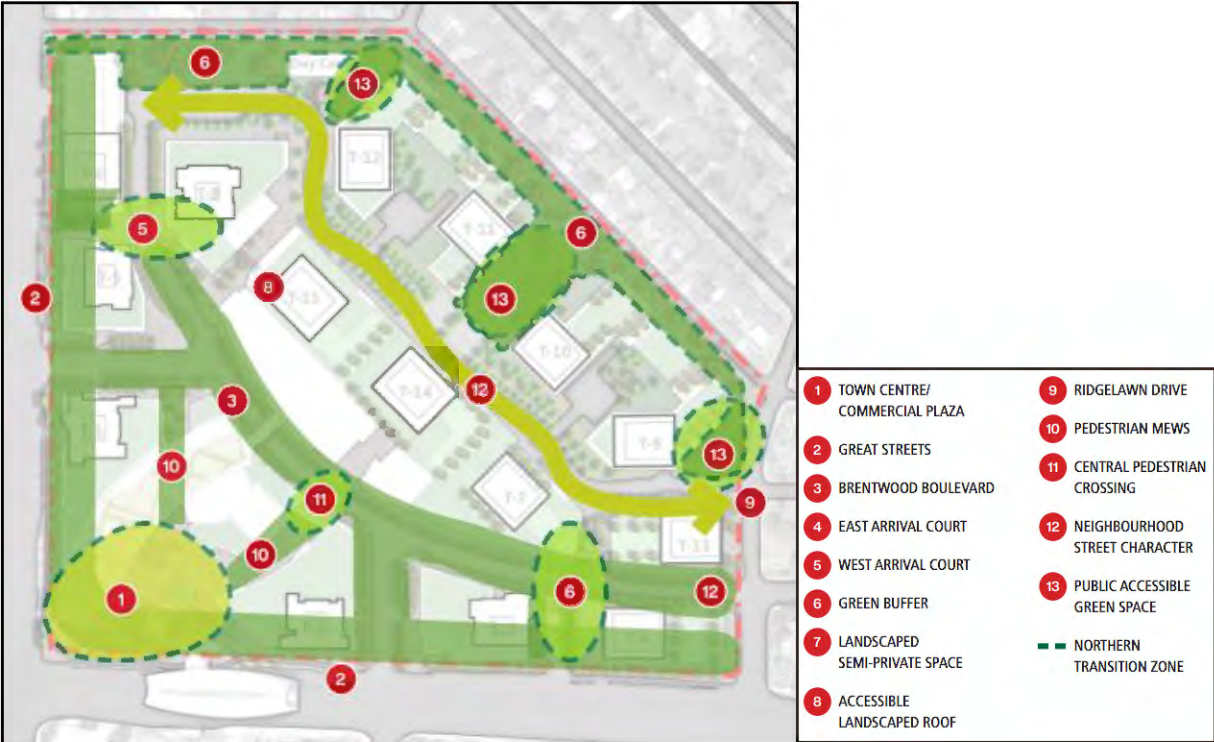
3.5 Commercial

The updated master plan does not propose an amendment to the potential total commercial floor area that that was designated for the site. However, the commercial area is identified to extend northward along the Ridgelawn Drive extension, to serve residents of the Terraced Residential Zone, and areas beyond to the north and northeast of the site. The commercial uses within this area may include ground-oriented retail, restaurants, office spaces, hotel and commercial residential rental.

3.6 Green Space

A key component of the amended Brentwood Site Conceptual Master Plan is the creation of a central park and green landscaped multi modal paths connecting the Landscape Transition Zone. This builds upon the existing Master Plan’s concept of a greenway buffer along the north and northeastern edges of the site. Together the greenway buffer and new open space elements will provide a softened approach to the residentially focused areas of the site and encourage active transportation throughout the site. A central park will serve as a community hub and provide needed green space to the residents within the development and in the surrounding neighbourhood, shown in Figure 4.

Figure 4: Green and Open spaces



4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

The advancement of the preliminary concepts and vision for the amended Brentwood Site Conceptual Master Plan and the anticipated Plan amendment are proposed to be based on feedback received from an engaging, iterative community and public consultation process.

The consultation program is proposed to include the following:

- *Open House:* 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. An in-person Open House is scheduled to be held in on site in mid February 2024.

- *City Webpage:* A dedicated webpage for the concepts contained within the amended Brentwood Site 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 Midlawn Drive to the north, Madison Avenue to the west, Dawson Avenue to the south and Delta Avenue to the East, as well as, made available at City Hall, and posted on the project webpage.
- *Public Opinion Survey:* A public opinion survey is proposed to be distributed along with the information card at the Open House and posted online on the project webpage. The purpose of the survey is to invite citizens to express their opinions on the preliminary concepts and vision for the amended Brentwood Site Conceptual Master Plan.
- *Media Notices:* Advertisements are proposed to be published on the Burnaby NOW online edition, as well as through the City’s social media accounts to ensure the public is advised of the date and location of the Open House, directed to information available on the project webpage, and encouraged to complete the public opinion survey.

Public feedback that is received is intended to further inform and guide the development of the amended Master Plan, and to help ensure that the objectives for an integrated community are reflected. A summary of the community consultation will be included in a future rezoning report prior to advancement of First and Second Reading of the Rezoning Amendment Bylaw.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations arising from the advancement of this report.

Respectfully submitted,

E. W. Kozak General Manager Planning and Development

ATTACHMENTS

Attachment 1 – REZ #23-15: Sketch 1 and 2

REPORT CONTRIBUTORS

This report was prepared by Jessica Devlin-Cross, Development Planner, and Ian Wasson, Senior Development Planner, and reviewed by Johannes Schumann, Director of Neighbourhood Planning and Urban Design, and Jesse Dill, Director Development.