

ITEM	13
MANAGER'S REPORT NO.	69
COUNCIL MEETING	94/12/12

TO: CITY MANAGER 1994 December 07

FROM: DIRECTOR PLANNING AND BUILDING Our File: 15.202.4

SUBJECT: **FRAMEWORK FOR THE BRENTWOOD TOWN CENTRE PLAN
(PHASE II OF THE DEVELOPMENT PLAN REVIEW PROCESS)**

PURPOSE: To outline a Phase II - Draft Policy Framework entitled "Framework for the Brentwood Town Centre Plan" and to obtain authority to pursue a public input process regarding the Draft Policy Framework.

RECOMMENDATION:

1. **THAT** the Phase II - Draft Policy Framework entitled "Framework for the Brentwood Town Centre Plan" as outlined in this report be endorsed as the basis for pursuing a public input process.

R E P O R T

1.0 INTRODUCTION

The overall Brentwood Town Centre Development Plan review involves a three phase process: Phase I - Information gathering and issue identification; Phase II - Determination of a policy framework; and Phase III - Preparation and adoption of a revised Development Plan. The Phase I process has been completed. In Phase I the stakeholders in the area had been contacted to obtain their views of prevailing issues, concerns and desires that could affect future choices. The extensive public consultation process included the distribution of information brochures, a mall display, open houses, and workshops. This Phase II report is based on this previous input.

The revised policy framework is organized through a discussion of policy issues and the formulation of guiding strategies and key organizing principles. This report constitutes a summary of the framework.

The discussion of the revised policy framework has resulted in a comprehensive document, the full draft report, a copy of which has been provided separately to Council members. Copies of this main document will also be available for view by the public at the Planning counter and at all the public libraries in Burnaby. A copy of the main document would also be made available upon specific request.

2.0 FRAMEWORK FOR THE BRENTWOOD TOWN CENTRE PLAN

The town centre study precinct (see *attached* Sketch #1) encompasses an area of approximately 420 acres including road rights-of-way. The study area is bounded on the west by Gilmore Avenue, on the south by the Canadian National/Burlington Northern (CNR/BNR) Railroad line, on the east by Holdom Avenue, and on the north by the edge of existing single-family dwelling neighbourhoods.

This draft policy framework is based on the previous research, information gathering process and issue identification. This previous work includes an analysis of existing land use, transportation, and environmental aspects and reference to the previous area plan process including the existing adopted Development Plan. A wide range and large number of issues were also raised through the extensive public consultation process undertaken. The raised issues are included in the discussions outlined in the full draft report.

The full draft report outlines a discussion of policy issues in Section 3.0 of the report which are provided under the general headings of:

- a) Town Centre Concept and Redevelopment Potential
- b) Quality of the Environment
- c) Residential Development
- d) Commercial and Mixed-Use Development
- e) Industrial Development
- f) Transportation
- g) Social Planning and Community Facilities

Out of the discussion, a range of strategies, fifty in number, were formulated which if pursued and fulfilled would be considered to achieve the optimum development potential and urban environment for the Brentwood Town Centre. These statements are listed for convenience in the *attached* Appendix "A". A fuller appreciation of these strategies would be gained by examining the full draft report with its extensive discussion of issues.

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Five key or overall organizing principles also emerged as discussed in Section 4.0 of the draft report. These organizing principles generally constitute a synthesis of the listed strategies.

These five organizing principles constitute the overall vision statement for the Brentwood Town Centre and its proposed future development as one of the key urban centres in Burnaby. These organizing principles are as follows:

- a) Organization of the town centre on the basis of a transit-oriented, high-density, mixed-use, high-vitality central core around the Lougheed Highway and Willingdon Avenue intersection with surrounding medium density supporting development.
- b) Development of a complete community with the ability for people to live, work and play within the Brentwood area, and provision of an inclusive and diverse community to benefit people of differing ages, family formations, income levels, physical abilities, and social needs.
- c) Promotion of lower-scaled, pedestrian-oriented streetscapes and movement corridors, creating a unifying, village concept urban design approach for the overall town centre.
- d) Provision of a complete and integrated public infrastructure to support the town centre development.
- e) Pursuance of appropriate measures to enhance the environmental quality of the area and to cope with substantial site constraints in the area.

Preliminary development estimates for the residential potential of the town centre have been pursued. Preliminary estimates of the residential potential range from under 3,000 to over 7,000 additional units. A balanced but still substantial development approach of some 5,000 additional units would result in an additional population of some 8,000 persons and a total town centre population of over 10,000 persons. These preliminary residential estimates coupled with the organizing principles and strategies indicates major residential development potential for the area coupled with high-density core-related office and hotel developments and some further street-oriented retail commercial.

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At the same time, a substantial portion of the area would remain industrially-oriented including some office park and auto-oriented commercial uses. Acquisition of lands for public purposes such as a school and park is required.

The outlined draft policy framework, encompassed by the five organizing principles and fifty strategies, would be the basis for inviting public comment by residents, property owners, employees, and other interested parties.

3.0 NEXT STEPS

It is requested that Council endorse this draft policy framework for the purposes of inviting public comment and thereafter advancing to the development of draft development concepts as contemplated in the Draft Plan approach. It is proposed that the public input be achieved through:

A) DISTRIBUTION OF INFORMATION BROCHURE

The brochure would be a reader-friendly precis of the outlined principles and strategies, supplemented with illustrative sketches and photographs. The brochure would be distributed to all property owners and tenants within the town centre and abutting areas as outlined on the attached Sketch #2 in 1995 January. The brochure would include a request for comments. It is planned that the contents of the brochure be presented to Council prior to distribution.

B) OPEN HOUSE AND PRESENTATION

It is proposed that an Open House which would include a presentation with a question and answer session be held at the B.C. Tel Training Centre on a weekday evening in late January 1995. Attendees will be requested to provide comments on the Draft Policy Framework.

C) MALL DISPLAY AT BRENTWOOD MALL

It is proposed that a mall display which will be manned by staff be set up for a Friday and Saturday in January in the Brentwood Mall. Visitors to the Mall Display will be requested to provide comments.

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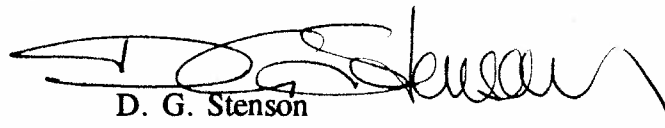
D) ADVERTISEMENTS

Newspaper advertisements will be placed in the local newspapers informing residents of the planned Open House and Mall Display, advising on the available information, and inviting the submission of comments.

This public input process would be expected to lead to revisions to this draft policy framework. A report would then be advanced to Council for adoption of the finalized Phase II policy framework. The adopted framework would then be the basis for pursuing Phase III of the review process, the formulation of a draft Brentwood Town Centre Development Plan.

4.0 CONCLUSIONS

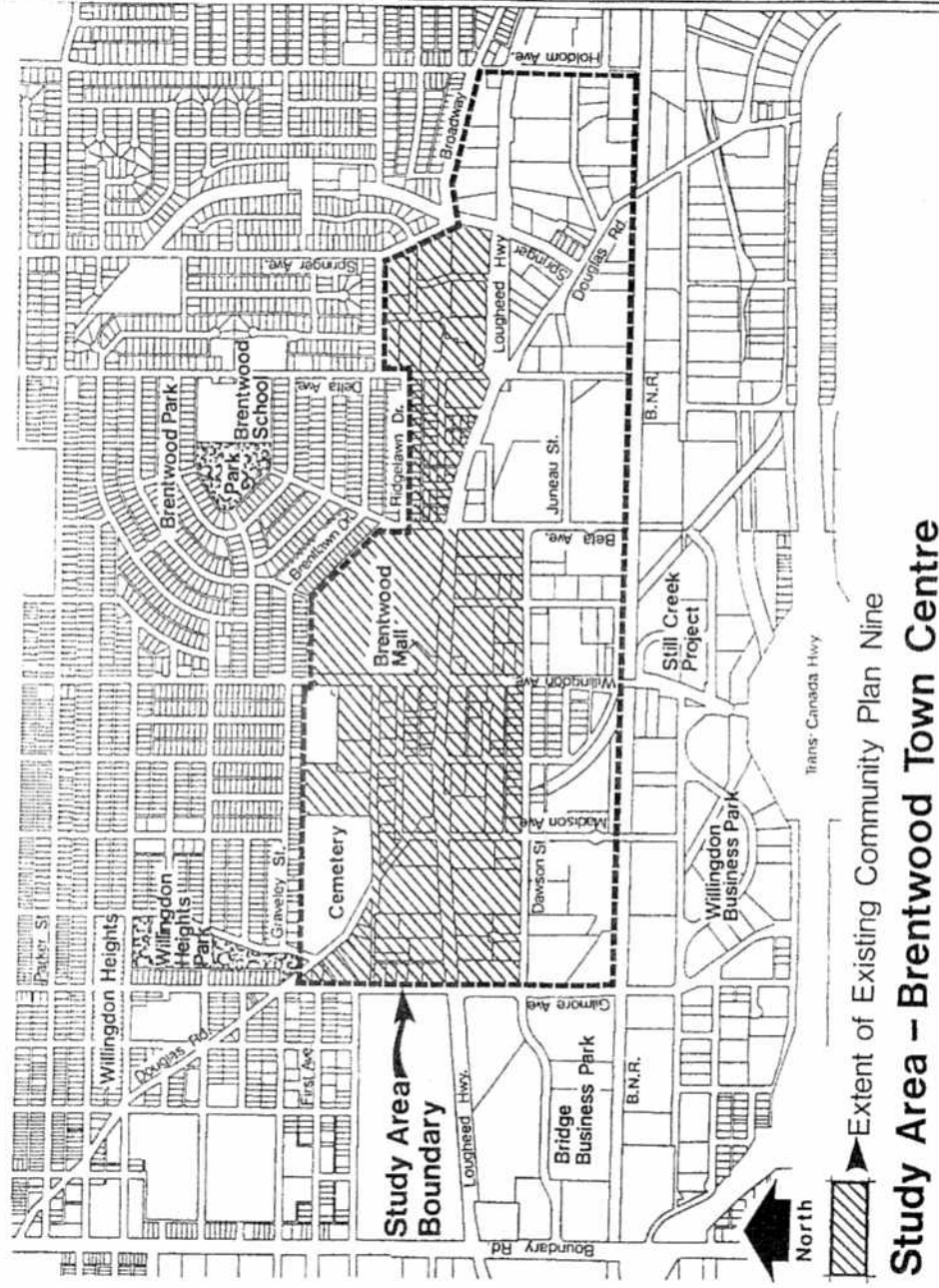
This Phase II draft policy framework, which in this report is a summary of the full draft report entitled "Framework for the Brentwood Town Centre Plan", is provided for Council's consideration. It is requested that Council endorse this draft policy framework as the basis for pursuing a further public input process. The further public input will be utilized in pursuing a finalized Phase II policy framework for consideration and approval by Council. This Phase II policy framework consisting of key organizing principles and strategies, would form the themes, principles and guidelines for a revised Brentwood Town Centre Development Plan.



D. G. Stenson
Director Planning and Building

- KI:lf
Attachments - Sketches
Appendix "A"
cc: Director Administrative & Community Services
Director Engineering
Director Finance
Director Recreation & Cultural Services
City Clerk

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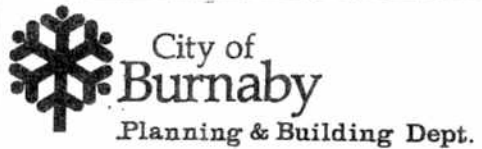


Extent of Existing Community Plan Nine
 Study Area - Brentwood Town Centre

Date:
 DECEMBER 1994

Scale:
 N.T.S.

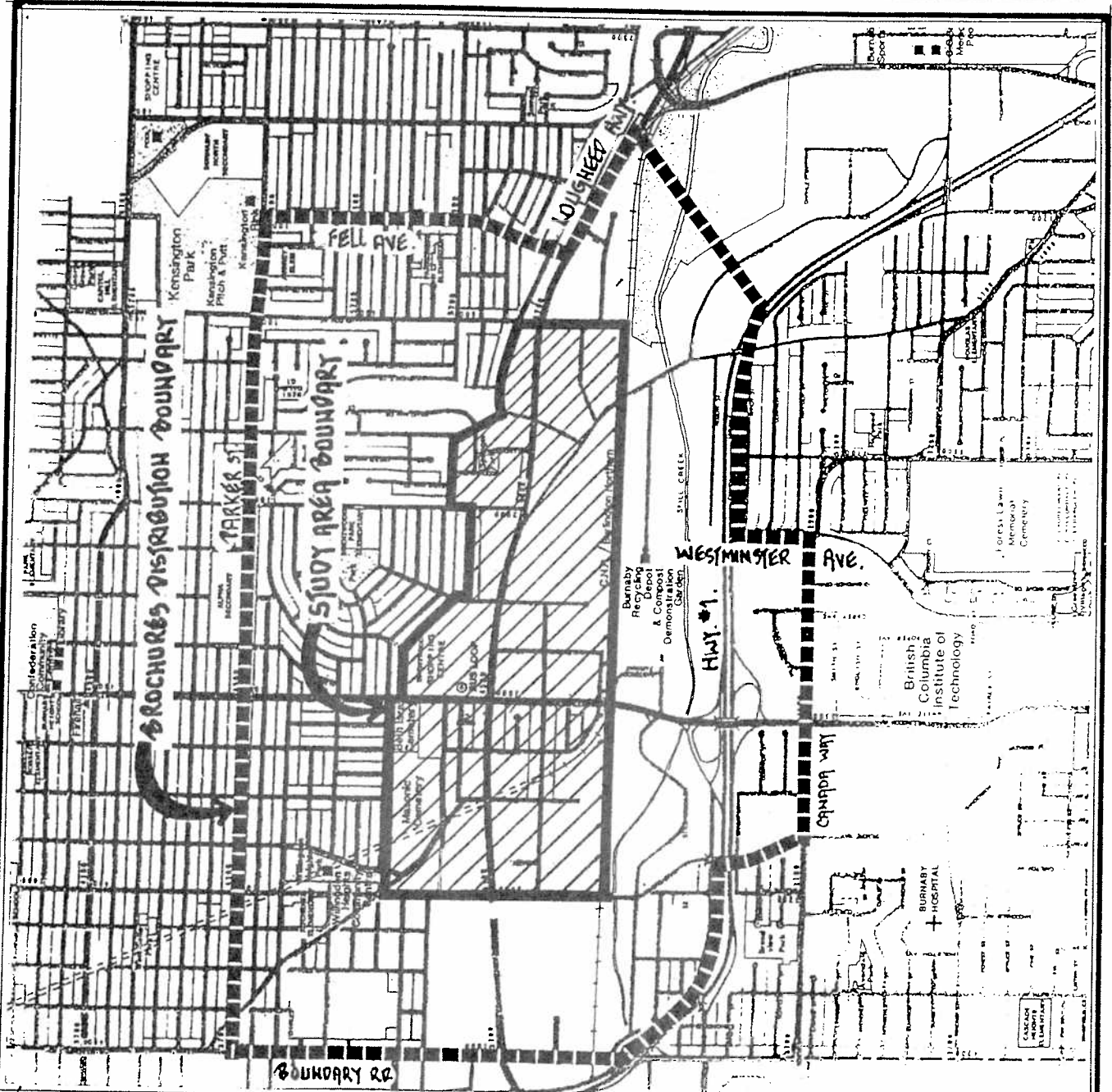
Drawn By:
 J.P.C.



**STUDY AREA
 BRENTWOOD TOWN CENTRE**

SKETCH #1.


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Date:
 July 1993

Scale:
 N.F.S.

Drawn By:

 City of
Burnaby
 Planning & Building Dept.



BROCHURES DISTRIBUTION AREA 139

SKETCH # 2

APPENDIX "A"
FRAMEWORK FOR THE
BRENTWOOD TOWN CENTRE PLAN

(Phase II of the Development Plan Review Process)
1994 DECEMBER 07

SUMMARY OF THE MAIN DRAFT REPORT

1.0 ORGANIZING PRINCIPLES

- a) *Organization of the town centre on the basis of a transit-oriented, high-density, mixed-use, high-vitality, central core around the Loughheed Highway and Willingdon Avenue intersection with surrounding medium density supporting development.*
- b) *Development of a complete community with the ability for people to live, work and play within the Brentwood area and to provide an inclusive and diverse community to benefit people of differing ages, family formations, income levels, physical abilities and social needs.*
- c) *Promotion of lower-scaled, pedestrian-oriented streetscapes and movement corridors, creating a unifying, village concept urban design approach for the overall town centre.*
- d) *Provision of a complete and integrated public infrastructure to support the town centre development.*
- e) *Pursuance of appropriate measures to enhance the environmental quality of the area and to cope with substantial site constraints in the area.*

2.0 STRATEGIES

2.1 TOWN CENTRE CONCEPT AND REDEVELOPMENT POTENTIAL

- (1) *Brentwood Town Centre should strive to achieve its optimum potential growth with respect to an increased residential, employment and visitor population to further municipal and regional population growth and transportation objectives.*
- (2) *Brentwood Town Centre should continue to develop as the principal urban centre for the north-west sector, reinforcing and strengthening its commercial (retail, office, hotel), residential and transportation components.*
- (3) *The Hastings Street Village would continue to be supported as a retail service street and commercial/ residential character area complementary to the Brentwood Town Centre.*
- (4) *Transitional, lower scaled development enhanced where possible with green buffers, should be provided along the northern boundary of the town centre adjacent the Brentwood Park neighbourhood.*
- (5) *Strong and clearly delineated linkages particularly for pedestrians and cyclists should be provided between the adjacent residential neighbourhoods and the town centre core.*
- (6) *The major redevelopment of the five identified keystone lands should be encouraged as a catalyst towards the town centre redevelopment.*
- (7) *Appropriate funding arrangements will need to be explored for the provision of required infrastructure improvements to support the town centre redevelopment.*

2.2 QUALITY OF THE ENVIRONMENT

- (8) *The development of an environmentally sustainable community should be pursued for the Brentwood Town Centre.*
- (9) *Urban design guidelines should be pursued for the town centre to achieve a "village" character for the Brentwood Town Centre especially with regard to providing unifying, high vitality, character, pedestrian-friendly, streetscapes; boulevard humanizing elements; and lower-scaled building elements along local street frontages.*
- (10) *A network of green spaces and greenways including the linking of Environmentally Sensitive Areas (ESA) both within and outside the town centre should be pursued utilizing the approaches of protection, enhancement and creation.*
- (11) *A portion of the existing sloping treed area north of the Lougheed Highway should be retained as a conservation park area. Two creeks located on the south-western and eastern periphery of the town centre would be retained in their natural condition.*
- (12) *Ecologically-sound landscaping should be encouraged including a diversity of well-adapted and low-maintenance species with some emphasis on native plants, in line with Integrated Pest Management (IPM) goals.*
- (13) *There are a number of environmental matters which need to be addressed in pursuing the redevelopment of the Brentwood area including aspects related to:*
 - (a) *contamination and remediation measures with respect to redevelopment of existing industrial sites;*
 - (b) *appropriate redevelopment use of low-lying areas in the south portion of the area with poor soil conditions;*
 - (c) *controlling the quality and quantity of storm run-off in the town centre, and*
 - (d) *appropriate buffering conditions for sites directly adjacent the Lougheed Highway and the railway.*

APPENDIX "A"

FRAMEWORK FOR THE
BRENTWOOD TOWN CENTRE REVIEW
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2.3 RESIDENTIAL DEVELOPMENT

- (14) *An expanded range of housing choices should be provided through medium and high-density multiple-family developments accommodating all types of household types within a structure of identifiable neighbourhoods.*
- (15) *The potential should be promoted for the Brentwood Town Centre to provide for additional residential growth as a significant component of Lougheed Transit Corridor development and in line with the City's Residential Growth Management Strategy.*
- (16) *An affordable housing policy for the Brentwood Town Centre should be developed.*
- (17) *Proposed major residential development especially south of the Lougheed Highway requires the provision of additional parkland, community facilities, school provisions and infrastructure improvements.*

2.4 COMMERCIAL AND MIXED-USE DEVELOPMENT

- (18) *The Brentwood Mall site should reduce its shopping centre, surface parking and auto-oriented uses emphasis. Existing shopping centre uses should be supported but not expanded in a major way.*
- (19) *The redevelopment of the Brentwood Mall site should be towards an integrated urban, high-density, high-intensity, mixed-use (including residential) complex with initiatives pursued to achieve an outdoor street and pedestrian-oriented organizing system and improved linkages to the surrounding community.*
- (20) *Focussed, street and pedestrian-oriented convenience and retail commercial development should be provided within the core area of the town centre for the convenient use of both residents of the town centre and industrial and office employees in the area.*
- (21) *A residential presence is desired in the commercial core to increase residential choice and human interaction and animation at the street level.*

- (22) *The full range of office development should be encouraged in the town centre with emphasis on the provision of convenience and service offices and encouragement of major high-density office developments within the core.*
- (23) *Major hotel development with a full range of business-oriented and visitor facilities such as conference centres should be encouraged in the core.*

2.5 INDUSTRIAL DEVELOPMENT

- (24) *The phasing out of a substantial proportion of industrially-designated lands, much of it currently utilized for low-intensity and/or auto-oriented uses, in favour of other higher intensity town centre uses is proposed.*
- (25) *Some existing high-quality and high-intensity industrial developments particularly south of Dawson Street and west of Willington Avenue with their strong employment base should be retained or alternatively phased out only in the longer term.*
- (26) *It is desirable that industrially designated lands outside of the town centre area be also retained and strengthened not only to provide for enhanced and diverse employment opportunities but also to support higher intensity and service-type commercial and community uses focussed within the nearby town centre.*
- (27) *The specific design of both new appropriate industrial and residential and commercial developments should be carefully considered to minimize conflicts and enhance their compatibility.*
- (28) *Sub-area precincts need to be identified where industrial uses are to be retained for the long term, where industrial uses are considered transitional but could remain for some time and where industrial lands are ready for redevelopment to other uses.*
- (29) *A unifying streetscape, urban design infrastructure should be pursued to assist in assuring the appropriate coexistence of proximate industrial and residential uses.*

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- (30) *Some initial large residential developments should be encouraged to establish a strong residential presence within the existing industrial context.*
- (31) *An appropriate form of mixed residential and selected light industrial uses should be considered as a means of providing a transition at interface locations with existing strong industrial sub-areas.*

2.6 TRANSPORTATION

- (32) *The redevelopment of the Brentwood Town Centre is based on the premise that an LRT line will be established along the general Loughheed Highway corridor and will be a catalyst for major redevelopment.*
- (33) *Accommodation of the general LRT alignment should be protected through the provision of a widened Loughheed Highway right-of-way although it is desirable that the LRT alignment be deflected off the right-of-way so that it is fully integrated with the town centre redevelopment. Further clarification of a preferred LRT alignment is needed to assist in developing the final Development Plan.*
- (34) *Potential LRT station locations in the vicinity of the Willingdon Avenue and Holdom Avenue intersections along the Loughheed Highway should be given consideration in the determination of the Development Plan. LRT should be fully integrated into the town centre and station locations should be easily accessible by motor vehicles, cyclists and pedestrians.*
- (35) *Improved bus routes from all parts of north Burnaby should be focussed into the bus loop located within the Brentwood Town Centre core, as well as the provision of good local bus services within the town centre.*
- (36) *The Brentwood bus loop should be fully integrated with a Brentwood LRT Station.*

- (37) *Improved direct fastbus connections from the Brentwood bus loop to the other Burnaby town centres and to regional activity centres should be provided.*
- (38) *A comprehensive road network should be pursued for the town centre which discourages wherever possible through-traffic in abutting existing neighbourhoods such as Brentwood Park and which provides for on-street parking where appropriate.*
- (39) *The proposals for the Dawson/Juneau Connector and the northern extension of Westminster Avenue to Juneau Street as outlined in the Burnaby Transportation Plan (draft) are supported.*
- (40) *Improved signalized intersections along the Lougheed Highway for north-south streets within the town centre should be pursued.*
- (41) *A comprehensive pedestrian and cycling system which is both street related and independent of streets needs to be provided within the town centre and linked to the surrounding community.*
- (42) *The pedestrian and cycling system needs be tied into the City's cycle, road and urban trail network and to the Still Creek Parkway.*
- (43) *Grade-separated pedestrian crossings of Willingdon Avenue and the Lougheed Highway should be considered within the town centre's core area and across the Lougheed Highway at Delta Avenue.*
- (44) *Extensive areas of surface parking is discouraged in the town centre. Initiatives could be pursued to reduce parking provision such as through the establishment of public parking facilities funded by a payment-in-lieu program, increased public transit usage, and exploration of shared parking options.*

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2.7 SOCIAL PLANNING AND COMMUNITY FACILITIES

- (45) *Appropriate community facilities and social services should be provided within the town centre to serve the needs of residents and employees of the town centre as well as those in directly abutting areas. Proposed community facilities within the town centre should be focussed to some extent in order to provide a stronger community presence in the town centre area.*
- (46) *The major existing and proposed community facilities at Confederation and Kensington Park provide a substantial part of the recreational needs of residents and employees within and proximate to the town centre.*
- (47) *A side-by-side elementary school and neighbourhood park site with the school functioning as a community school with a community facilities component should be provided south of the Lougheed Highway.*
- (48) *A range of other smaller neighbourhood park areas and public open spaces including the provision of a "town square" feature in a high profile core location should be provided.*
- (49) *The provision of facilities of public benefit to town centre residents and employees and the community at large should be provided in major privately developed mixed-use and residential developments within the town centre.*
- (50) *In fulfilling the town centre development, social planning aspects of the town centre need to be emphasized including meeting the social needs of all segments of the community, including those with disabilities and other needs, and addressing the concerns of safety and crime in town centre areas.*

