

ITEM	SUPL	24
MANAGER'S REPORT NO.		44
COUNCIL MEETING		93/07/12

TO: CITY MANAGER 1993 JULY 09

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 15.202.4

SUBJECT: **BRENTWOOD TOWN CENTRE DEVELOPMENT
PLAN REVIEW - PROPOSED APPROACH AND
1993 PLANNING GRANT APPLICATION**

PURPOSE: To obtain Council endorsement of a process involving public consultation and leading to the establishment of a revised Brentwood Town Centre Development Plan and to obtain authority to make application for a 1993 Planning Grant.

RECOMMENDATIONS:

1. **THAT** staff be authorized to initiate a public consultation process related to the review of the Brentwood Town Centre as outlined in this report and summarized on Appendix A leading to a revised development plan for eventual inclusion within the Official Community Plan.
2. **THAT** Council authorize an application under the 1993 Planning Grant Program to support the City's planning initiatives associated with the development of a revised Brentwood Town Centre Development Plan.

REPORT

1.0 BACKGROUND

The need to pursue a review of lands related to the Brentwood Town Centre has arisen out of a number of changed circumstances. Council on 1992 February 10 confirmed the Lougheed Corridor as the preferred alignment for a light rapid transit (LRT) extension to Coquitlam. A study prepared by consultants engaged by Trilea Centres Inc., the owners of the Brentwood Mall and Lougheed Mall shopping centres, concluded that LRT would substantially increase development potential along this Lougheed alignment with the Brentwood Town Centre being one of the prime areas for additional development. The North East Sector Transit Review Committee in its report of 1993 March supported the Lougheed Corridor for further consideration for implementation of rapid transit.

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Also of consideration is the fact that the Brentwood Town Centre could play a significant role in the City's growth management strategy as is being reviewed in the updating of the Official Community Plan. Not only will a contemporary plan for the Brentwood Town Centre be an integral part of a revised Official Community Plan, but as well it will be a critical element in the City's response to the Regional District as to the extent to which the City can respond to a more compact metropolitan growth scenario.

Council at its meeting of 1992 May 11 authorized staff to pursue a review of the Brentwood Town Centre Development Plan Area (Community Plan Nine). Council also met in committee on 1993 April 22 to receive a staff presentation of background information assembled to date and as a forum for informal discussion.

A three phase process for the overall Development Plan review is outlined in this report and provides the basis for a public consultation process and an application under the 1993 Planning Grant Program. It is noted that the deadline for applications for the 1993 Planning Grant Program is 1993 July 15.

2.0 BRENTWOOD TOWN CENTRE REVIEW

The Brentwood study area encompasses an area of some 170 ha (420 acres) (see *attached Sketch #2*) and is bounded by Gilmore Avenue to the west, the BNR railroad line to the south, Holdom Avenue to the east, and the existing Brentwood Park and Willingdon Heights single-family dwelling neighbourhoods to the north.

To the west, south and east of the study area are existing and developing industrial/office park areas including notably the Bridge Business Park and B.C. Gas Properties to the west, and the Willingdon Business Park and Eastbrook Executive Park to the south.

A strengthened Brentwood Town Centre is desired to anchor the north-west sector of the City similar to major developing town centres in the other three sectors. Increased development potential arising out of this review process would also further support the desired LRT system along the Lougheed Highway corridor.

A more contemporary overall concept or vision will help the Brentwood Town Centre which can ultimately be developed into a revised Council adopted Development Plan. Area residents, property owners, employers, employees, business representatives and developers interested in the area - all are stakeholders in the area. The proposed process provides opportunity for public consultation for these interested parties with the intent that a newly adopted Development Plan can be achieved with a sense of confidence, understanding and stability.

The review can be divided into three major phases - information gathering, policy formulation and preparation of the development plan. Each phase will have its own opportunity for public consultation through means such as distributed brochures, open houses, workshops, special meetings of council, and newspaper advertisements as approved by Council. A diagrammatic flow chart of the general review process is *attached* as Appendix A.

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3.0 THE PROCESS

3.1 Phase One - Information Gathering/Issue Identification

Much of the technical background information needed is available. Phase One of the review is intended to supplement this material and involves contacting stakeholders in the area to obtain a clear grasp of prevailing issues, concerns and desires that could affect future choices.

Public consultation is proposed to be initiated through the distribution of an information brochure to all residents and property owners in the general area (see Sketch #2), the scheduling of a mall display and open houses at the Brentwood Mall, and a workshop and newspaper advertisements inviting interested persons to participate. Specific interest groups may also wish to make arrangements to meet separately with staff to contribute their viewpoints to the review.

To help facilitate public discussion in phase one, sufficient background material would be provided to help generate thoughtful discussion about the area and to help prompt the identification of issues and concerns considered of importance.

While it is important to obtain public input from existing interest groups, the needs and rights of future residents, business people, and employees also need to be safeguarded and met in pursuing the revision process.

It is anticipated that the phase one public input component of the review would be initiated in the early fall of this year.

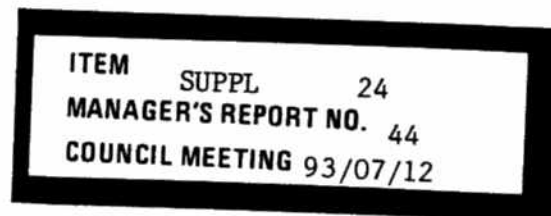
Depending upon the level of interest expressed in this initial phase of the review, there may be merit in establishing a Brentwood Area Advisory Committee with representatives from area residents, property owners, business people and other interested parties to assist in the public formulation and review of the policy framework and draft development plan options. This would be the subject of a future recommendation to Council following the initial consultation phase.

Completion of Phase I is anticipated by 1993 December.

3.2 Phase Two - The Policy Framework

The public input obtained is intended to be assembled, summarized and considered in developing a comprehensive statement of policies and objectives on which to base a revised Brentwood Town Centre concept. This policy framework would be submitted to Council for its consideration and a second phase of public input pursued on this framework.

The determination of the revised policy framework or vision for the Brentwood Town Centre would be based upon a number of existing influences. These include the existing development pattern and existing policies such as the currently adopted Brentwood Community Plan Nine (see Sketch #3) as well as ownership patterns, soil conditions, location of major arterials and adjacent land uses.



As a result of the phase one public consultation process, a variety of issues will be identified. The issues most likely will not be mutually exclusive but interdependent in that the choices that are considered for one issue could have consequences regarding the choices available to be made or may, in fact, determine the choices with respect to other issues.

Preliminary analysis suggests that there is a large range of issues that will likely need to be addressed as part of a review of the Brentwood Town Centre. Illustrative examples of the types of issues that will need addressing are outlined in *Appendix B*.

The issues raised as a result of the phase one public consultation process as well as those listed in *Appendix B* will need to be assessed and transformed in a set of draft policy statements incorporating the various objectives, principles and other parameters that result. These policies, when confirmed as appropriate, would ultimately become the building blocks for the development of the revised development plan concept.

Once prepared and reviewed by Council, the draft policy framework for the future development of the Brentwood Town Centre would be the subject of a further public consultation process, involving a number of the methods as identified in phase one.

Completion of phase two is anticipated by 1994 April.

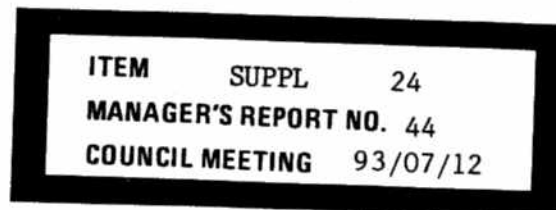
3.3 Phase 3 - Development Plan

Given Council concurrence to the revised policy framework for the Brentwood Town Centre, staff would prepare alternative development plan scenarios that best reflect the policies and directions identified as a result of the phase one and two work. The draft scenarios would be submitted to Council for its initial consideration and be the basis for a third phase of public consultation.

The draft scenarios would address the types of questions raised in *Appendix B* and through the public process. A significant component of our Planning Grant application is to use the services of an urban design consultant to assist in the formulation of the draft scenarios and provide two and three dimensional graphics to make them easily understood through the public consultation process.

A brochure outlining the draft development plan options would be prepared and circulated in the general area inviting comment and participation in further Open Houses and workshops.

Out of this review, it is expected that a preferred development plan option will emerge. Following Council approval in principle of a preferred development plan scenario, staff would then refine the concept and present it for Council approval as the revised draft Brentwood Town Centre Plan. It is anticipated that a further brochure outlining the draft Development Plan Concept would be prepared and circulated in the general area, inviting any further comments and a Special Meeting of Council would be advertised and held prior to Council consideration of this matter, to give an additional opportunity for people to appear before Council and make their position known directly.



Council adoption of the new plan, would result in its subsequent incorporation within the Official Community Plan for Burnaby.

Completion of the Phase 3 component of the review process is anticipated for 1994 October.

4.0 PLANNING GRANT PROGRAM

The 1993 Planning Grant Program under the auspices of the Ministry of Municipal Affairs, Recreation and Housing is primarily intended to promote and facilitate the efficient and effective management of development by local governments. The Brentwood Town Centre Review is considered to be eligible for the grant program as the area review is considered a major amendment to Burnaby's Official Community Plan which relates to specific policy areas, detailed area plans or other matters related to provincial interests as stipulated in the circulated planning grant information. The request for funding through this program will assist the city in pursuing the development of a Council-adopted revised policy framework and concept plan for the Brentwood Town Centre which would form an integral part of the City's Official Community Plan.

For 1993, the maximum grant for each local government has been set at \$30,000 and the cost shared formula is a maximum of 50%. Applications received by the Province by 1993 July 15 will be reviewed and assessed as a group and will be given priority consideration.

The work to achieve the revised Brentwood Town Centre Development Plan is estimated to cost \$71,500 including the opportunity to engage a consultant to assist in the synthesis process of developing various approaches and illustrative examples of development plan options. Therefore, it is proposed that a grant application be made for the maximum \$30,000, which would required the matching contribution by the City. These City costs would be for the most part be met by costs attributed to staff time involving a multi-disciplinary approach requiring the full range of Planning Department resources and participation by other city departments. Other City costs would involve material preparation and displays; distribution and coordination work related to the information brochure, the open houses, and workshop; newspaper advertisements; printing and supplies; and the engaging and coordination of consulting services.

The grant application in addition to a description and estimated cost of the specific project being applied for must include notice that Council has passed a resolution in support of the application.

5.0 SUMMARY

In general, the Brentwood Town Centre has lagged behind the higher rate of development of the other town centres - Metrotown, Lougheed and more recently Edmonds. The east-west orientation and elongated shape of the Community Plan, the divisive nature of the Lougheed Highway through this area, the lack of major recent constructed developments supportive of the town centre, and the lack of a major development catalyst such as SkyTrain have contributed to the slower rate of development in this area.

Planning and Building

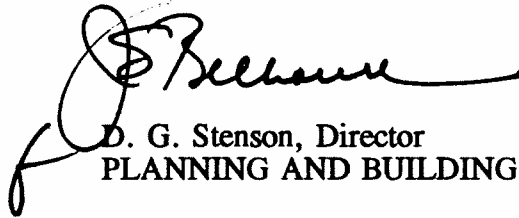
*Re: Brentwood Town Centre Development
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This report outlines a phased process towards the eventual establishment of a revised Brentwood Town Centre Development Plan with significant opportunities for public consultation. This input will assist in determining a comprehensive policy framework, leading to a revised Brentwood Town Centre Development Plan.

It is proposed that a Planning Grant Application be made to the Province to assist the City in carrying out this review which would result in an amendment to the Official Community Plan.

Each of Burnaby's four town centres offers the opportunity to create a unique focus of higher intensity uses and development - a special community. For the Brentwood area, its specific topography, historic development pattern, land uses, and major development opportunities need to be built upon, enhanced, and channelled to achieve a town centre which is a source of pride and distinction for the city.

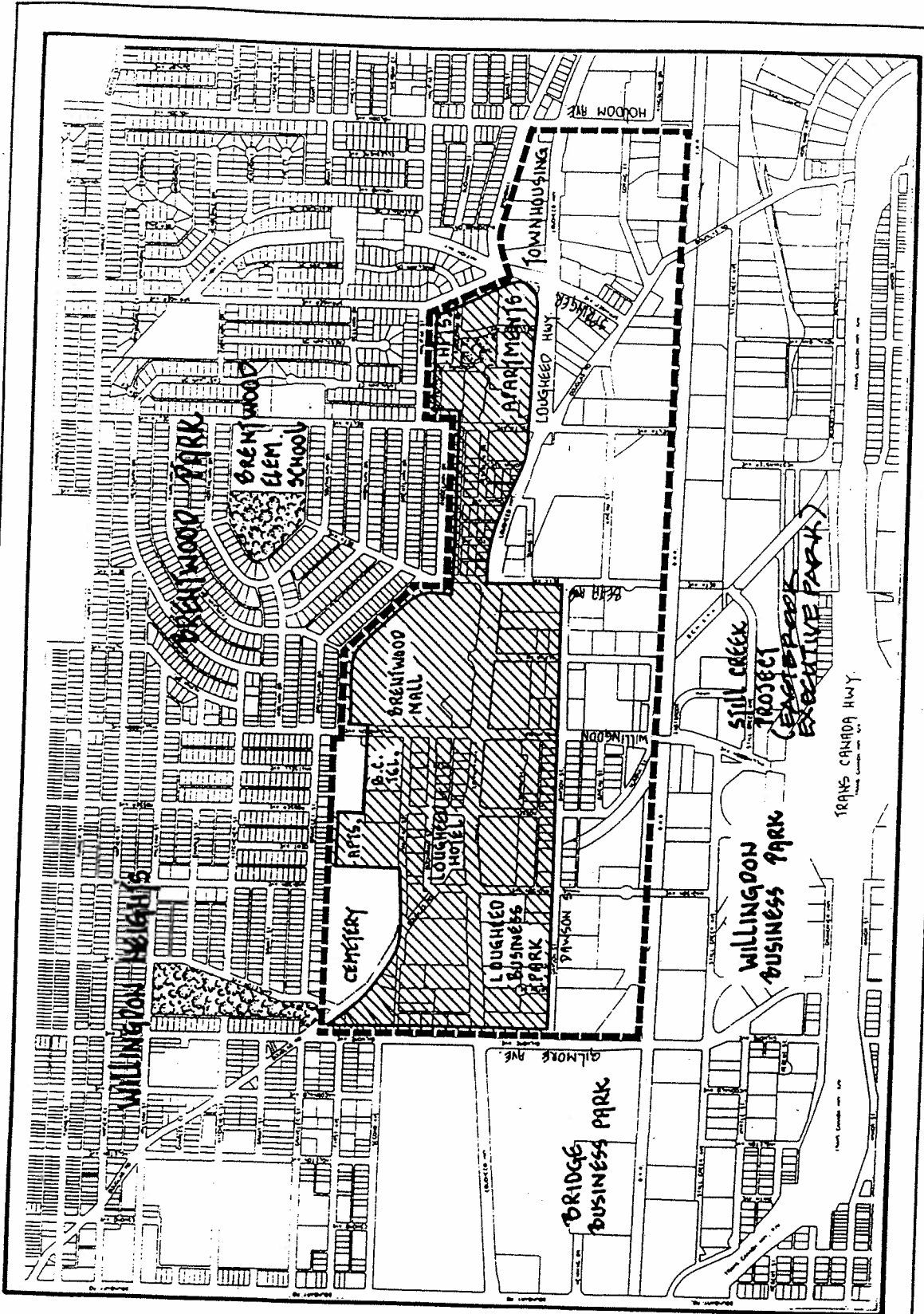


D. G. Stenson, Director
PLANNING AND BUILDING

KIJSB:lf/db

Attachments

cc: Director Administrative & Community Services
Director Engineering
Director Finance
Director Recreation & Cultural Services




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Date:
 APRIL 1992

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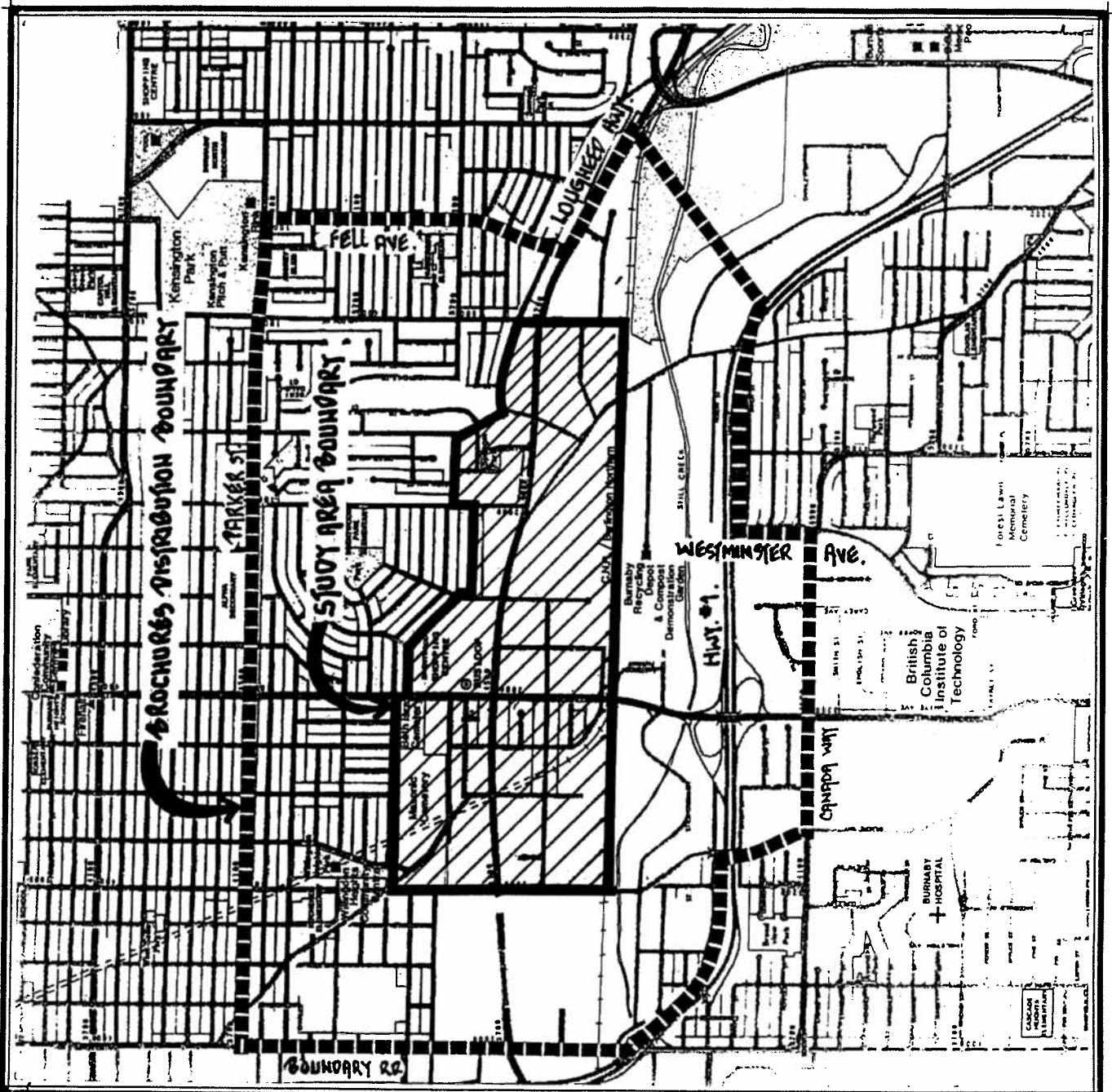
 **BURNABY**
 Planning &
 Building Inspection
 Department

 • CURRENT COMMUNITY PLAN NINE





STUDY AREA
"BRENTWOOD TOWN CENTRE"

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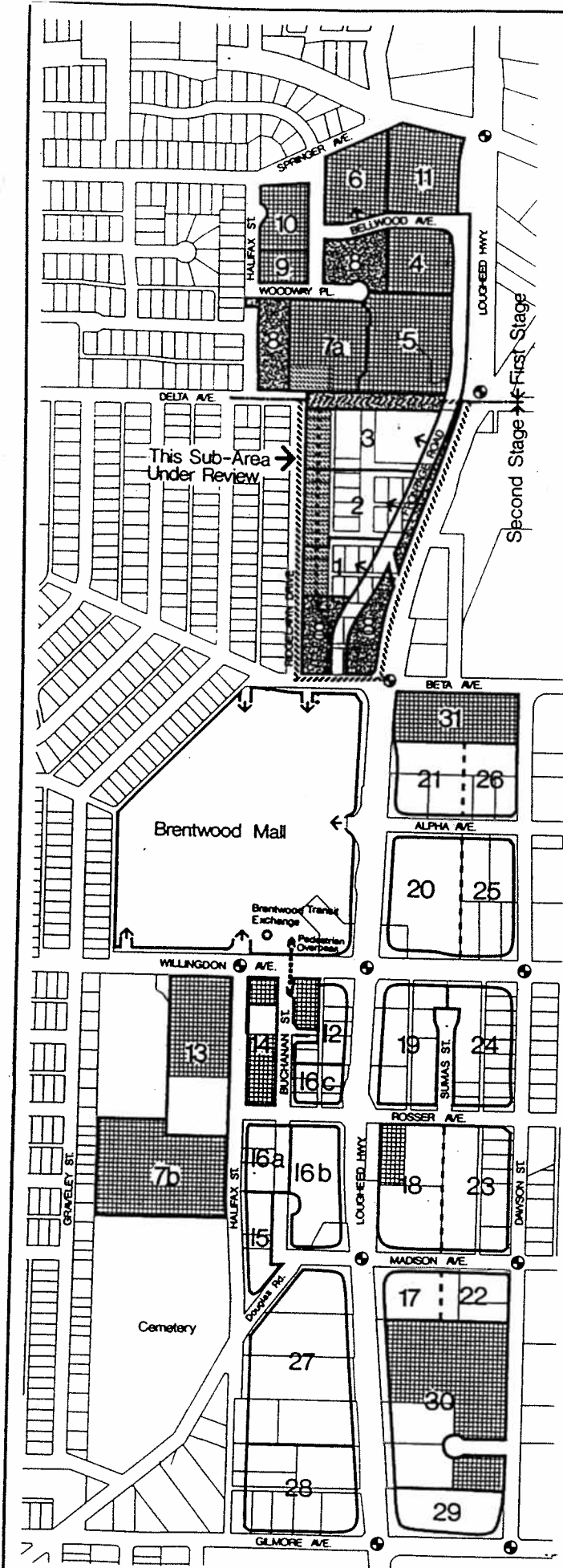


Date: July 1993 189
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 City of Burnaby
 Planning & Building Dept.
BROCHURES DISTRIBUTION AREA


 North
 SKETCH # 2

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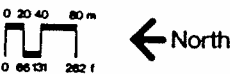


LEGEND:

- 1-5 → Proposed Comprehensive Development Sites (RM4 Guideline) Unit Density—80 UPA Maximum
- 6 → Proposed Comprehensive Development Site (RM1/P5 Guidelines) Social Family/Seniors Housing
- 7a → Existing Comprehensive Development Site (RM3 Guideline)
- 7b → Existing Comprehensive Development Site (RM4 Guideline)
- 8 → Neighbourhood Parks
- 9-11 → Existing Apartment Development (Site 9—RM5, Site 10—RM3, Site 11—RM4)
- 12, 14 → Town Centre Sites (C2 & C3 Guidelines)
- 13 → Comprehensive Development (P2, P6 & RM5 Guideline RZ *35/82)
- 15 → Proposed Comprehensive Development Site (RM5 Guideline) Unit Density—100 UPA Maximum
- 16a, 16b, 16c → Comprehensive Development Town Centre Sites (RZ *5/90)
- 17-21 → High Density Commercial Sites
- 22-26 → Transitional Commercial / Industrial Sites
- 27 → Secondary Retail Commercial Site
- 28-31 → Transitional Light Industrial/Warehouse/Office Sites (M5 Guidelines)
- [Hatched Box] → Treed Buffer Zone Protected By Easement
- [Dotted Line] → Pedestrian Walkway
- [Cross-hatched Box] → Constructed
- [Circle with Arrow] → Existing And Proposed Traffic Signals

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Reference date 1975 October & 1985 July

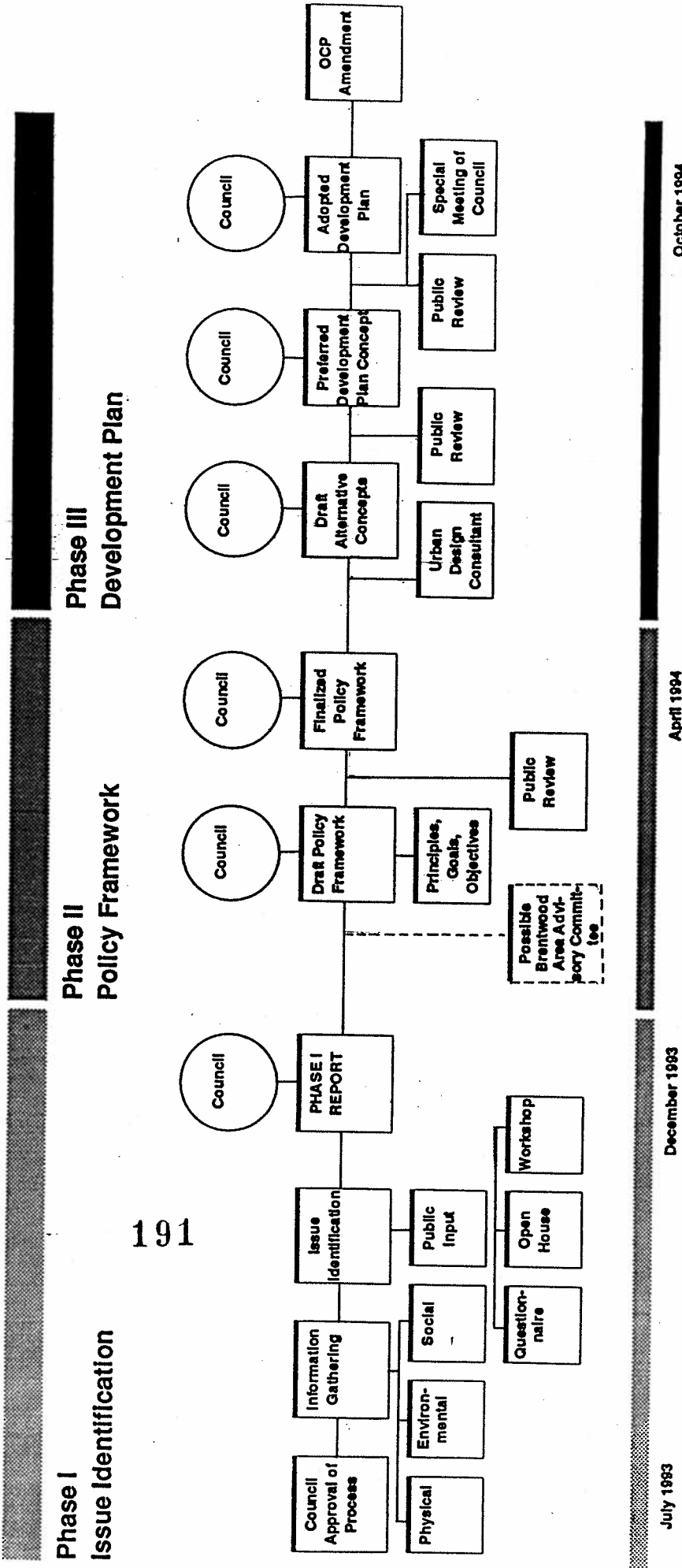


COMMUNITY PLAN NINE

Brentwood Town Centre Development Plan Review Proposed Approach

Appendix A

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ILLUSTRATIVE POLICY ISSUES

A range of issues will need to be addressed as part of the Brentwood Town Centre review. Illustrative examples of the range of issues that could be anticipated are provided under the following headings:

- a) **Role of the Brentwood Town Centre**
- b) **Residential Development**
- c) **Commercial and Mixed-Use Development**
- d) **Industrial Development**
- e) **Transportation**
- f) **Community Facilities**
- g) **Quality of the Environment**

a) **Role of Brentwood Town Centre**

How does the Brentwood Town Centre relate or fit within the City's four town centres?

What is its role within the north-east sector relative to the Hastings Street Village, the Kensington area, and the Montecito area?

What is its role within the Lougheed Corridor relative to the proposed Light Rapid Transit, other sub-centres along the Lougheed Highway, such as at Boundary Road and at Holdom Avenue, and the Lougheed Town Centre?

What is its role within the Willingdon Corridor relative to Metrotown, BCIT, the Trans-Canada Highway, office parks within the corridor, and the Hastings Street Village?

How should the centre relate to the Willingdon Heights and Brentwood Park neighbourhoods?

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b) **Residential Development**

What is the appropriate magnitude of the residential component for the Brentwood Town Centre in terms of number of units, increased population, and proportion of allocated land area? Is there a necessary critical residential mass required to achieve a strong sense of community and to support LRT along the Lougheed Highway corridor?

What range and type of housing densities should be accommodated such as townhouses, and low-rise and high-rise apartments?

What range and type of household formations should be accommodated such as non-family, families with children, older family formations, singles and seniors?

How should social housing issues such as rental, subsidized seniors and special needs housing be addressed?

What is the relationship of the magnitude, type and range of residential to the corresponding need for parkland, community facilities, school provisions, and infrastructure improvements?

As a larger residential component will result in a corresponding smaller industrial/office land-use component, what are the consequences of the resulting reduced employment opportunities in favour of greater residential opportunities?

c) **Commercial and Mixed-Use Development**

How can Brentwood Mall be transformed from an auto-oriented regional shopping mall into a more urbane, mixed-use development to meet the needs of this developing town centre?

Can a residential mix be introduced in the core while ensuring livability and high-quality environments?

Should further retail expansion place greater emphasis on street and pedestrian oriented service commercial and local shopping? Should auto-oriented commercial be de-emphasized?

While the encouragement of some high-density office and hotel development within the town centre core is desirable, is there a balance where too large a high-density office/hotel component cannot be achieved due to wider market considerations related to the rest of Burnaby including Metrotown, to the Vancouver CBD, and to the GVRD at large?

The continuing success of lower-scaled office park developments in the area will also affect the high-density office potential of the Brentwood Town Centre. How should these areas relate to the centre?

d) **Industrial Development**

How much of the existing industrial base and its employment potential should be protected or can a substantial portion be phased out for other more intensive uses?

While offices and residential can co-exist in reasonably close relationship to each other, how should existing industrial uses relate to the developing town centre?

The advent of warehouse-housed discount retailing is evident and will likely place further pressure on the redevelopment of industrially-designated sites in the area. Are these appropriate town centre uses and what should their relationship be to the town centre?

e) **Transportation**

The establishment of future Light Rapid Transit along the Lougheed Highway corridor is a city priority. How should development be accommodated prior to LRT coming into operation? What specific alignments and station locations need to be protected and incorporated within the plan?

If the Province decides to pursue commuter rail along the BNR railroad line, what ramifications will need to be examined?

While auto orientation should not be emphasized, a workable street network is required. How best can the arterial role of the Lougheed Highway and Willingdon Avenue be accommodated?

What is the role of the Ministry of Transportation and Highways relative to the creation of an urban town centre along a primary, provincial highway, commuter route?

To what extent should pedestrian and cycling ways be pursued in their own right as primary components of the plan?

f) **Community Facilities**

With respect to community facilities (eg. recreation centres, library space etc.), what is the role of the Brentwood Town Centre within the north-west sector?

What is the relationship of residents and employees within and proximate to the town centre to the existing and proposed community facilities at Confederation and Kensington Parks?

What range and size of community facilities, school provisions, parkland, and public open space are needed to support the town centre development?

To what extent should the City pursue a public land assembly initiative to create a centre or focus for community services and activities?

To what extent should community facilities such as daycares, office space for community groups, and public meeting space be provided by the private sector?

g) **Quality of the Environment**

How best can the quality of the environment in the town centre be enhanced and made sustainable?

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Good urban design and the provision of "humanizing" elements are considered the glue that holds the various land use components together. What is the appropriate emphasis for these issues?

What contamination examination and remediation works are required in association with existing industrial sites?

What building and development limitations are there in relation to areas with poor soil conditions and watercourses?

To what extent should the town centre incorporate CPTED (Crime Prevention Through Environmental Design) principles and create barrier-free environments?

How much emphasis should be placed on the provision of green space and the "greening" of the town centre especially related to existing industrial areas and the creation of character pedestrian precincts along the approach of "Robsonstrasse"?

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