

ITEM	5
MANAGER'S REPORT NO.	1
COUNCIL MEETING	95/01/09

TO: ACTING CITY MANAGER 1995 January 04

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 15.202.4

SUBJECT: **INFORMATION BROCHURE AND PUBLIC PROCESS SCHEDULE
FRAMEWORK FOR THE BRENTWOOD TOWN CENTRE PLAN
(PHASE II OF THE DEVELOPMENT PLAN REVIEW PROCESS)**

PURPOSE: To outline the contents of the proposed information brochure and the public process schedule for the information of Council.

RECOMMENDATION:

1. **THAT** this report be received for information purposes.

R E P O R T

At its meeting of 1994 December 12, Council received a report outlining a draft policy framework for the Brentwood Town Centre Plan. Council adopted the recommendation of the report, endorsing the draft policy framework for the purposes of inviting public comment. The report indicated that the public input would be achieved through the distribution of an information brochure, an open house and presentation, a mall display, and newspaper advertisements. Council was advised that the contents of the brochure would be presented to Council prior to its distribution.

Attached as Appendix "A" is the contents of the proposed information brochure which is to be distributed to residents and property owners in the area by admail through Canada Post and to off-site owners by direct mailing. A two-page leaflet foldout format is being used.

A contextual introduction is provided. In order to convey accurate information on the proposed policy framework, the five organizing principles and fifty strategies are outlined in their entirety. Two aerial photos and a location map are included. An invitation to attend the mall display and open house and to provide written responses is also noted.

An Open House which would include a presentation has now been scheduled with the cooperation of BC Tel for the evening of 1995 February 02, Thursday, in Room 134 of the BC Tel Education Centre at 1795 Willingdon Avenue.

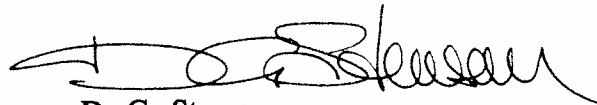
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A mall display at Brentwood Mall has also been scheduled with the cooperation of the mall owner for 1995 January 27 and 28, Friday and Saturday.

Newspaper advertisements will also 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 is for the information of Council.



D. G. Stenson
Director
Planning and Building

KI:lf
Attachment
cc: City Clerk
Director Administrative & Community Services

APPENDIX "A"

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DRAFT FRAMEWORK FOR THE BRENTWOOD TOWN CENTRE PLAN

PHASE II OF THE DEVELOPMENT PLAN REVIEW PROCESS

CITY OF BURNABY
1995 JANUARY

BACKGROUND

Burnaby has organized its residential areas around four geographic sectors, each of which has a town centre. Brentwood Town Centre has been designated for the north-west sector of the City. Each town centre provides for higher density commercial and residential opportunities, with supporting leisure and public transit facilities.

The need for a review of the Brentwood Town Centre Community Plan arose out of a number of changed circumstances including initiatives to establish the Lougheed Corridor as the preferred alignment for a light rapid transit (LRT) extension to Coquitlam.

Brentwood Town Centre can play a major role in the City's growth management strategy. A revised plan for Brentwood Town Centre will be an important element in the City's response to regional growth and transportation approaches being considered by the Greater Vancouver Regional District (GVRD).

The Brentwood Town Centre Development Plan review involves three phases: 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.

Phase I has been completed. The stakeholders in the area were contacted to obtain their views of prevailing issues and desires that could affect future choices. A wide range of issues were raised.

We are currently in Phase II of the plan review. This phase involves the development of policies based on the input received during the first phase. The policies are summarized in this brochure under seven general headings.

We invite your participation in this planning process. We hope that you will read on and respond.

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EXISTING ADOPTED PLAN

Brentwood has been developing as one of Burnaby's four town centres. The Brentwood area was included as a designated apartment area in the Apartment Study 1966 and its subsequent revision in 1969. The detailed Brentwood Community Plan Nine adopted by Council in 1975 further refined the area plans. The Community Plan has been subsequently amended from time-to-time since 1975. The most recent major amendment to the Community Plan in 1985 entailed an expansion of the Plan area south of the Lougheed Highway to Dawson Street.

Brentwood Mall was upgraded and expanded a few years ago. The apartment area between Delta and Springer Avenues is now largely complete. Significant apartment and commercial development has been developed in the area particularly west of Willingdon Avenue in the vicinity of Halifax Street. A few major industrial/office projects have been developed in the area south of the Lougheed Highway.

THE BRENTWOOD TOWN CENTRE AREA

The town centre study area encompasses approximately 420 acres. It 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 single-family dwelling neighbourhoods.

**PHASE II - POLICY FRAMEWORK
 DISCUSSION OF POLICY ISSUES**

The proposed revised policy framework is organized through the discussion of policy issues. Land use and organizing strategies resulted from discussion of each of the issues. As well, the discussion and previous information has assisted in identifying major organizing principles for the town centre framework. This brochure provides a summary listing of the resulting strategies and major organizing principles. The full extensive draft framework report including the discussion of issues may be obtained from Planning upon request.

These strategies fall under the general headings of:

- 1) Town Centre Concept and Redevelopment Potential
- 2) Quality of the Environment
- 3) Residential Development

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- 4) Commercial and Mixed-Use Development
- 5) Industrial Development
- 6) Transportation
- 7) Social Planning and Community Facilities

STRATEGIES

TOWN CENTRE CONCEPT AND REDEVELOPMENT POTENTIAL

- (1) *The 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) *The 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.*

These are :

- i) Brentwood Mall site.
- ii) Lougheed Hotel and related lands (RZ #5/90).

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- iii) The area between Delta and Beta Avenues on the north side of Lougheed Highway.
 - iv) Carter auto dealership lands.
 - v) Woodlands Investments and Manulife lands between Beta and Delta Avenues south of the Lougheed Highway respectively.
- (7) *Appropriate funding arrangements will need to be explored for the provision of required infrastructure improvements to support the town centre redevelopment.*
- (8) *The development of an environmentally sustainable community should be pursued for the Town Centre.*
- (9) *Urban design guidelines should be pursued for the town centre to achieve a "village" character 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's) 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 between Beta and Delta Avenues 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.*

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- (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 adjacent the Lougheed Highway and the railway.*
- (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 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 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.*
- (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.*

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- (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.*

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 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 Willingdon 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 within the nearby town centre.*

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- (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.*
- (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.*

TRANSPORTATION

- (32) *The redevelopment of the 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.*

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- (34) *Potential LRT station locations in the vicinity of the Willingdon Avenue and Holdom Avenue intersections along the Lougheed 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 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 which are wheelchair accessible off 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 are discouraged in the town centre. Initiatives could be pursued to reduce parking provisions 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.*

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.*

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- (50) *In fulfilling the town centre development, social planning aspects of the town centre need to be emphasized such as meeting the social needs of all segments of the community including those with disabilities and other special needs, and addressing the concerns of safety and crime in town centre areas.*

ORGANIZING PRINCIPLES

The outlined strategies represent guidelines and requirements towards the optimum development of the Brentwood Town Centre. There are five key organizing principles which encompass these strategies and assist in knitting these guidelines and requirements together. 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 stated as follows:

1. **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.**

Discussion

A strong urban identity with a sense of place and community is desired. A single-core concept is supported by an integrated LRT and bus loop transportation exchange in the core with a radial system of bus routes focussed on the bus loop. A strong pedestrian precinct with mixed-use developments is proposed. While the core area north of the Lougheed Highway will have a greater commercial orientation, the core area south of the Lougheed Highway will have a greater residential emphasis. Surrounding medium density development will include residential and continuing industrial uses as well as accommodating major public facilities such as a side-by-side park and school site.

2. **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.**

Discussion

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Brentwood should provide the full range of urban uses and a diversity of choices within the town centre to meet as much as possible the needs of residents, employees, consumers and visitors.

3. **Promotion of lower-scaled, pedestrian-oriented streetscapes and movement corridors, creating a unifying, village concept urban design approach for the overall town centre.**

Discussion

Humanizing the urban environment is an important goal. The mixing of urban uses within a compact area also requires a unifying urban design approach. The town centre needs to be planned so that people can walk easily, safely, and comfortably in carrying out their day-to-day tasks. Cycling is encouraged and auto-orientation needs to be downplayed.

4. **Provision of a complete and integrated public infrastructure to support the town centre development.**

Discussion

Public infrastructure improvements and provisions need to be pursued, such as:

- ▶ LRT provisions
- ▶ bus transit services
- ▶ upgrading of the Loughheed Highway
- ▶ development of a complete road network
- ▶ urban trail linkages
- ▶ cycling network
- ▶ pedestrian network including overpasses
- ▶ provision of parkland and public open space
- ▶ elementary school
- ▶ community recreation and social facilities
- ▶ police and fire services
- ▶ streetscapes and urban design improvements

The cost of these infrastructure improvements and provisions will be substantial and will be borne by both private developers and the public sector.

5. **Pursuance of appropriate measures to enhance the environmental quality of the area and to cope with substantial site constraints in the area.**

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Discussion

An environmentally sustainable community and the "greening" of the town centre needs to be pursued. Various overall identified site constraints will need to be mitigated, accommodated or avoided.

CONCLUSIONS AND NEXT STEPS

This Phase II draft policy framework is based on previous information gathering and issue identification as well as the extensive Phase I public consultation process. On 1994 December 12, Council endorsed this Phase II draft policy framework for the purposes of obtaining public comment. The outlined organizing principles and strategies will form the guidelines for the formulation of a revised Development Plan in Phase III of the review process.

We invite comment from residents, property owners, employees and other interested parties on this draft strategy for the Brentwood Town Centre Plan. Further changes arising from this public consultation process will be included in the recommended finalized Phase II policy framework for the consideration and approval of Council.

The adopted Phase II policy framework will permit staff to pursue the Phase III process, involving the formulation of a draft revised Development Plan including conceptual alternatives where appropriate which with Council concurrence would be the basis for obtaining further public input. Following consideration of the public input, a finalized revised Development Plan would be advanced to Council for approval.

PUBLIC INPUT PROCESS

MALL DISPLAY AT BRENTWOOD MALL

A mall display has been organized to provide information on the proposed policy framework and to invite your comments. Staff will be on hand to discuss your concerns and ideas.

- DATES: Friday, 1995 January 27, 10:00 a.m. to 9:00 p.m.
Saturday, 1995 January 28, 10:00 a.m. to 5:30 p.m.
- LOCATION: Brentwood Mall (near Eaton's interior mall entry, main floor)

OPEN HOUSE AND PRESENTATION

An Open House is being organized where you can hear a short presentation on the policy framework, and discuss the framework with City staff.

DATE: Thursday, 1995 February 02, 6:30 p.m. to 9:00 p.m.
PRESENTATION at 7:30 P.M.

LOCATION: B.C. Tel Education Centre
Room 134, Main Floor
1795 Willingdon Avenue
(across from Brentwood Mall)

FOR FURTHER INFORMATION

For further information, please contact:

Planning and Building Department
City of Burnaby
4949 Canada Way
BURNABY, B.C. V5G 1M2
Telephone:294-7400
FAX:294-7220

Any written comments by mail or by FAX are invited.

Drop in to the Mall Display and the Open House

Mall Display **Brentwood Mall**
1995 January 27 and 28

Open House **B.C. Tel Education Centre**
and Presentation: **Evening of 1995 February 02**

