

TO: CITY MANAGER 1996 February 14

FROM: DIRECTOR PLANNING AND BUILDING Our File: 15.202.4

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

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

**RECOMMENDATION:**

1. **THAT** the Council set a Public Meeting for 1996 April 02, at 7:30 pm in the Council Chamber to receive delegations regarding the draft Brentwood Town Centre Development Plan.

**R E P O R T**

At its meeting of 1996 February 05, Council received a report outlining a draft Brentwood Town Centre Development Plan. Council adopted the recommendation of the report, endorsing the draft Development Plan for the purposes of inviting public comment. The report indicated that the public input would be achieved through the distribution of an information brochure, a mall display, an open house and presentation, and a special meeting of Council to receive delegations. 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. The proposed distribution area of the brochure is outlined in the attached sketch. A two-page leaflet foldout format is planned.

The brochure represents a precis of the draft Development Plan. Further small refinements will be pursued prior to final printing. The availability of copies of the full draft Development Plan at the Planning Department is mentioned. The proposed Development Plan sketch will be included as well as other illustrative sketches subject to available space. An invitation to attend the mall display, open house and special meeting of Council and to provide written responses is also noted.

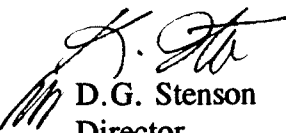
A mall display at Brentwood Mall has been scheduled with the cooperation of the mall management for 1996 March 22 and 23, Friday and Saturday.

An Open House which would include a presentation has tentatively been scheduled for the evening of 1996 March 28, Thursday at the Executive Inn at 4201 Lougheed Highway.

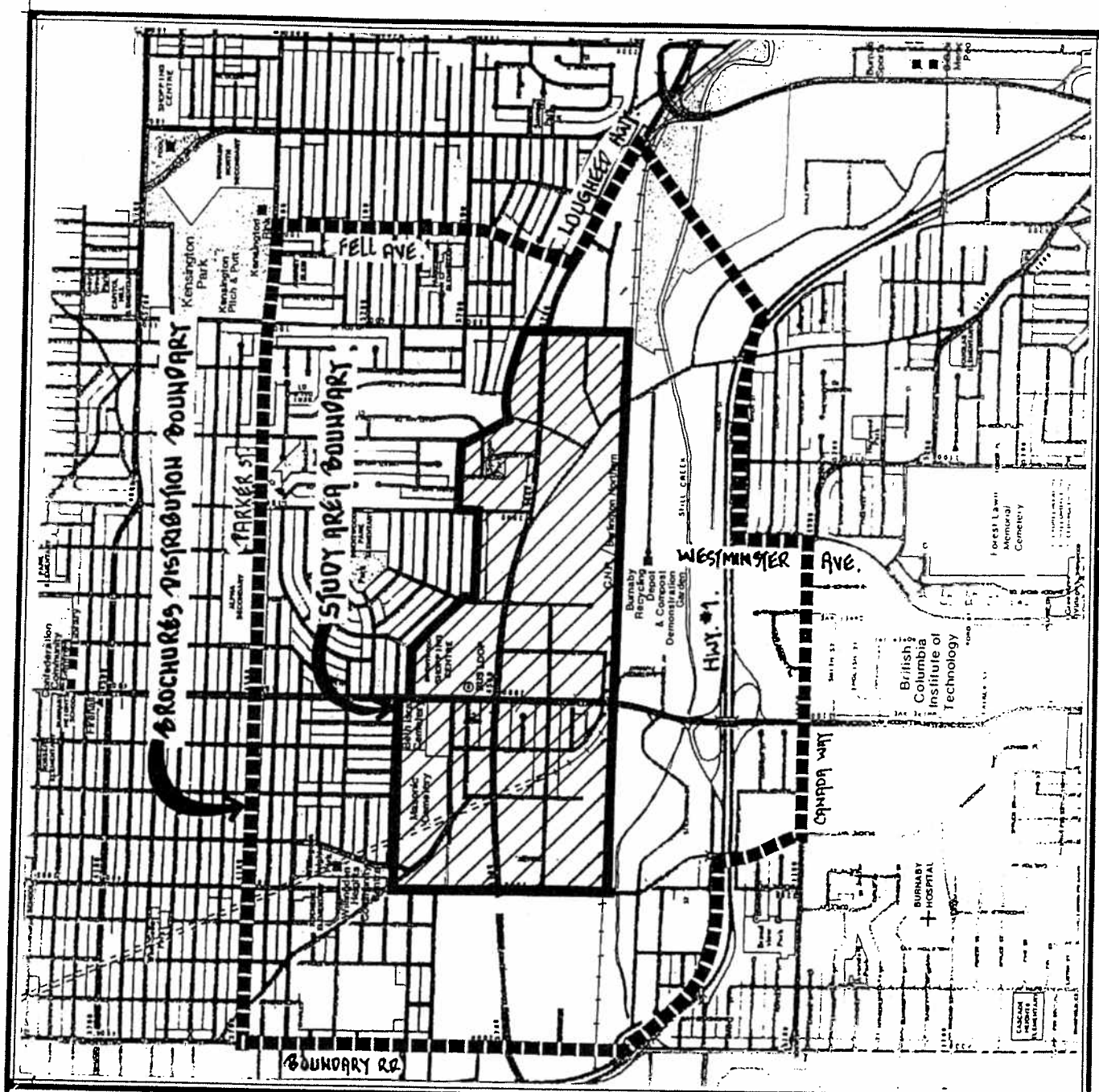
It is also proposed that Council schedule a Public Meeting on 1996 April 02, Tuesday at 7:30 pm in the Council Chamber to receive delegations on the proposed Development Plan.

Newspaper advertisements will also be placed in the local newspapers informing residents and others of the planned Mall Display, Open House and Public Meeting at City Hall, 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  
Attachments  
cc: City Clerk

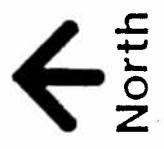


Date:  
July 1993

Scale:  
N.T.S.

Drawn By:

 City of  
**Burnaby**  
Planning & Building Dept.



**BROCHURES DISTRIBUTION AREA**

## **PROPOSED BRENTWOOD TOWN CENTRE DEVELOPMENT PLAN**

### ***WE INVITE YOUR COMMENTS ON THE DRAFT PLAN***

A draft Brentwood Town Centre Development Plan has been endorsed by City Council for the purposes of obtaining public input. The purpose of this brochure is to provide a summary of the draft Development Plan and to invite your comments on the Plan.

The Brentwood Town Centre is the designated town centre for the north-west sector of Burnaby. It is intended to be a focus of higher-intensity residential and commercial opportunities, public transit and supporting leisure facilities.

The Brentwood Town Centre will play a significant role in the City's growth management strategy by accommodating some of the overall future growth in the City. The proposed Development Plan is intended to respond to the challenges for major residential growth for the City of Burnaby outlined in the Livable Region Strategy adopted by the Greater Vancouver Regional District and the need to promote redevelopment, primarily of a residential nature, in response to the announcement of Light Rapid Transit along the Lougheed Highway corridor.

The overall Plan review has involved a three phase process:

- ▶ **Phase I, information gathering and issue identification, and Phase II, the determination of a policy framework have been completed. These phases involved an extensive public consultation process.**
- ▶ **The Phase II policy framework with its organizing principles and strategies has been adopted by Council.**
- ▶ **The current Phase III involves the formulation of the revised Development Plan based on the Phase II policy framework including further public input.**

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

## **1.0 TOWN CENTRE CONCEPT**

(Possible Sketch)

The proposed Development Plan provides an opportunity to create a multi-layered vision for the town centre which would combine physical, environmental and social aspects into an integrated urban centre. The development of a complete community is proposed, enabling people to live, work and play within the area, with the goal of providing an inclusive and diverse community. The town centre is organized on the basis of a transit-oriented, high-density, mixed-use central core with surrounding medium-density supporting development.

Brentwood Mall and its mixed-use redevelopment potential is acknowledged as the commercial linchpin of the core. The core is linked across Willingdon Avenue to the west and Lougheed Highway to the south. Commercial uses are emphasized in close proximity to the Lougheed/Willingdon intersection, blending with residential uses away from the intersection, and with predominantly residential uses at the edges of the core. Dawson Street provides for a compact mixed-use "high street" in the vicinity of Willingdon Avenue with commercial uses at-grade and residential above and behind. The core and the "high street" are integrated by a commercial link along Willingdon Avenue. Major residential redevelopment opportunities are provided, while allowing industrial uses to be phased out on an orderly, voluntary and, in some areas, longer term basis. Various community facilities are proposed including a major school/park site. The major edge conditions of the town centre are:

- ▶ to the north, existing single-family dwelling neighbourhoods which will remain
- ▶ to the south, the CNR/BNRRailway and existing industrial beyond which will remain
- ▶ to the east and west, existing industrial development, which are subject to further area studies related to LRT station locations.

## 2.0 CHARACTER CONCEPTS

Five character concepts are outlined to help create a sense of place and special identity for the Town Centre. These concepts include the overall village concept, the specific Dawson Street "high street", the Lougheed Highway frontage treatment, identified neighbourhoods, and the natural environment.

- a) The "village" concept is one related to human scale, pedestrian orientation, streetscape character, and the integration of differing uses. Lower scaled, continuous buildings are proposed along non-arterial streets which are also developed with a promenade quality. High rise buildings would be setback from street frontages.
- b) Dawson Street is proposed as a compact mixed-use "high street" in the vicinity of Willingdon Avenue with commercial uses at-grade with low-rise residential above. This stretch of Dawson Street will help meet the convenience commercial needs of residents and employees in the area. Its development will desirably promote community cohesiveness in the area, providing in particular a link for developments to the north and south of Dawson Street.
- c) The Lougheed Highway is a major high volume commuter route which needs to respond sympathetically to the town centre. Desired town centre provisions along this highway include sidewalks and street trees, a special urban trail for cyclists and pedestrians along the south boulevard, additional signalized intersections of the highway, and grade-separated pedestrian crossings of the highway at key locations.
- d) Neighbourhoods linked by greenways are proposed. Each neighbourhood will desirably develop its own character with different combinations of land use and development intensity including convenience commercial and public open space components.
- e) The natural environment needs to be reasserted especially in the currently industrially developed areas which have minimal natural amenities. A greenway approach to boulevards, urban trails and buffer areas will link an array of private and public green spaces, providing a unified greenway system. Greenways emphasize environmentally-sensitive alternative transportation modes such as the use of public transit, cycling and walking. An integrated urban and natural environment is envisioned.

## **3.0 SYSTEMS**

### **3.1 PUBLIC TRANSIT**

A surface Light Rapid Transit (LRT) line is proposed along the Lougheed Highway corridor. A Brentwood LRT station is planned in the vicinity of the Lougheed/Willingdon intersection. This LRT station will need to be fully integrated with the Brentwood bus loop, vehicular drop-off and pick-up areas, and easy access by pedestrians, cyclists and the disabled. Improved bus routes focussed on the town centre need to be pursued. Other probable LRT station locations in the area are at Boundary Road and Holdom Avenue.

### **3.2 ROAD NETWORK** (possible sketch)

The town centre road network is in line with the adopted Burnaby Transportation Plan. Traffic growth is to be accommodated on the arterials such as Lougheed Highway and Willingdon Avenue, with "rat running" discouraged through existing residential areas. Road network improvements include the eastward extension of Dawson Street, the Madison/ Douglas westward extension to link with First Avenue, the eastward extension of Alaska Street to Beta Avenue, and a right turn in and out only access of Delta Avenue north of the Lougheed Highway with the closure of Douglas Road access to the Lougheed Highway to the south. Alternative modes of travel including public transit, cycling and walking are provided. The busy Lougheed/Willingdon intersection should be grade-separated and fully integrated with public transit components and major abutting development.

### **3.3 OPEN SPACE NETWORK AND ENVIRONMENTAL ENHANCEMENTS**

A greening network concept is proposed for the town centre linking the various primary green spaces including major park and ravine areas to the north and the Still Creek park trail system accessing the Burnaby Lake Regional Nature Park to the south. Some of the open space components are:

- ▶ School/park site south of Dawson Street between Beta and Delta Avenue.
- ▶ Public town square within the core suitable for public celebrations.
- ▶ Further small urban public parks and open spaces.
- ▶ Three existing creeks in the area preserved.
- ▶ Landscaped buffer strips in particular along the Lougheed Highway and pre-preservation of some existing treed strips to screen residential developments.

### **3.4 PEDESTRIAN AND CYCLING NETWORK**

Pedestrian and cycling networks are proposed closely related to the open space network. Urban trails are pedestrian and cycling paths within a green corridor, desirably off-road where possible. Cyclists are also accommodated on major roads through the provision of wider curb lanes. Pedestrian and cycling friendly traffic signals are desired. As well, grade-separated pedestrian crossings of the Lougheed Highway and Willingdon Avenue are proposed at three key locations. Specially designed urban streetscapes are encouraged along commercially oriented streets.

### **3.5 PARKING**

The development of the town centre will call for a range of parking solutions and innovations. Generally, further surface parking is not encouraged, although some surface parking lots to serve the proposed Dawson Street commercial area is desirable. On-street parking is promoted to benefit residents and to assist in furthering street vitality.

## **4.0 LAND USE**

The concept land use plan and the proposed Development Plan are illustrated. (sketch)

### **4.1 COMMERCIAL**

A range of commercial opportunities in the area is proposed. The town centre would be strengthened and focussed through the development of a strong primary core and the Dawson Street "high street".

#### **a) Primary Core**

The primary core is a high-density mixed-use area which encompasses much of the four quadrant blocks around the Loughheed/Willingdon intersection, generally between Rosser and Alpha Avenues and south towards Dawson Street. The continuing strength of Brentwood Mall on the north-east quadrant is recognized with a desired expanded possibility being office development and pedestrian-oriented commercial focussed around a town square. The Brentwood LRT station and bus loop will enhance the commercial viability of the core.

#### **b) Dawson Street**

The Dawson Street "high street" extends to the west and east of Willingdon Avenue, approximately three blocks in total length, with two or three storeys of residential above at-grade commercial. This area is intended to serve the day-to-day convenience commercial needs of local residents and nearby industrial developments.

#### **c) Local Neighbourhood Commercial**

Each of the neighbourhood areas within the town centre where not served by the primary core or Dawson Street commercial would also need to provide some convenience commercial facilities.

#### **d) Auto-oriented Commercial**

An existing C4 District zoned auto-oriented commercial area on the north side of the Loughheed Highway just west of Madison Avenue is proposed to be retained.

### **4.2 RESIDENTIAL**

An expanded range of housing choices is proposed through medium and high-density multiple-family developments accommodating a variety of household types within a structure of identifiable neighbourhoods. In particular, the provision of ground-oriented family housing is encouraged. An affordable housing policy for the town centre is being addressed through the Housing Committee of Council. Mixed-use developments which include a residential component may be appropriate in a number of locations.

**a) High-density Residential**

High-density residential is proposed within the core and other areas as outlined on the draft Development Plan. Slender apartment towers would allow enhanced site landscaping and views between buildings. Street fronting townhouses are also encouraged to provide for pedestrian-scaled streetscapes, increased neighbourhood surveillance, and desired family-oriented housing. High-density residential would be also accommodated in the mixed-use core.

**b) Medium-density Residential**

Medium-density residential is proposed for sites surrounding the core. Future low-rise residential along the north and east frontages of the Brentwood Mall site would provide for lower-scaled transitional development adjacent the existing Brentwood Park single-family dwelling neighbourhood. Street fronting townhouses are encouraged. Along the Dawson Street "high street", medium density residential above at-grade commercial is also proposed

**c) Separated Residential**

Some areas in the vicinity of Gilmore Avenue are designated for residential due to their attractiveness for early redevelopment. Low-site coverage development, possibly at higher densities with ample buffer landscaping is proposed.

**d) Succession Residential**

These second priority redevelopment areas have a strong existing industrial presence. Many of the industrial uses could continue for some time. Future residential redevelopment will need to mitigate the effects of the train line to the south and softer soil conditions in a large portion of these areas.

**e) Potential Residential**

This potential residential area refers to lands also described as eastern residential. Its residential potential is related to a probable LRT station in the vicinity of the Loughheed/Holdom intersection.

### **4.3 INDUSTRIAL**

The proposed LRT line and its significant capital and operating costs require the response of maximizing increased residential redevelopment within the town centre Development Plan. Consequently, most existing industrial areas within the town centre are proposed to be phased out in the long term. This redevelopment transition from industrial to residential needs to be pursued in an orderly way, allowing existing continuing industrial developments to appropriately coexist with new residential developments. Industrial developments are supported that provide for high and varied employment opportunities such as industrial office park and incubator developments. Large-scale warehouse "big box" retailing is not supported in the industrial areas.



**a) Western Industrial**

The western industrial area is oriented to the western end of Dawson Street and to Gilmore Avenue. The Bridge Business Park and the Willingdon Business Park further to the west and to the south respectively, are nearby developing high quality industrial park developments. Further possible land use changes in this area would be examined in response to the probable LRT station in the vicinity of the Loughheed/Boundary intersection.

**b) Eastern Industrial**

The eastern area accommodates existing industrial development with substantial service commercial uses. A probable LRT station in the vicinity of the Loughheed/Holdom intersection will likely result in land use changes, possibly towards some residential redevelopment.

**c) Succession (Industrial to Residential)**

These industrial areas are also described as succession residential areas. A number of major high quality industrial developments and incubator-type industrial firms are located in these succession areas, some of which could remain for the foreseeable future. These are second priority residential areas which would generally be pursued for redevelopment after the primary residentially designated areas have been largely developed.

#### **4.4 COMMUNITY FACILITIES AND SERVICES**

Additional community facilities and social services are required to meet the needs of residents and employees of the town centre. It is desirable to provide for people of all types and ages, varying family formations and varying incomes. Some of the proposed community facilities and services are as follows:

- ▶ An elementary school to function as a community school located south of Dawson Street and east of Beta Avenue.
- ▶ A small community centre facility within the large park site abutting the school.
- ▶ Existing and proposed community facilities at Confederation, Kensington, and Willingdon Heights Parks to also serve town centre residents and employees.
- ▶ Major commercial and residential developments expected to provide some community-use facilities.
- ▶ The needs of children, youth, seniors and disabled persons also require addressing in implementing the Development Plan.

## **5.0 DEVELOPMENT PROGRAM**

The proposed development program is indicated in Tables 1 and 2. Further refinements and adjustments to the development program will need to be pursued from time to time. When construction of the LRT line is advanced, some increased population considerations may be appropriate. The development program relates to an approximately twenty year time frame.

Table 1  
LAND USE

	<u>AREA (IN ACRES)</u>
a) Commercial/Mixed Use .....	51.0 acres
b) Residential .....	95.0 acres
c) Industrial (includes succession areas) .....	74.0 acres
d) Service Commercial .....	8.0 acres
e) Transitional Industrial/Residential .....	35.0 acres
f) Public Open Space (School/Park Site - 15 acres) .....	37.0 acres
g) Cemeteries .....	20.0 acres
h) Road rights-of-way .....	80.0 acres
<b>TOTAL .....</b>	<b>400 ACRES</b>

Table 2  
POPULATION

		<i>UNITS</i>			<i>POPULATION</i>		
		EXISTING	PROPOSED	TOTAL	EXISTING	PROPOSED	TOTAL
a)	High-Density Residential	960	3,600	4,560	1,440	5,760	7,200
b)	Medium-Density Residential (including existing townhousing)	700	2,100	2,800	1,360	3,940	5,300
<b>SUB-TOTAL</b>		<b>1,660</b>	<b>5,700</b>	<b>7,360</b>	<b>2,800</b>	<b>9,700</b>	<b>12,500</b>
c)	Succession Areas	--	2,000	2,000	--	4,000	4,000
<b>LONG RANGE TOTAL</b>		<b>--</b>	<b>7,700</b>	<b>9,360</b>	<b>--</b>	<b>13,700</b>	<b>16,500</b>

## 6.0 FURTHER STUDY AND IMPLEMENTATION

Fulfilment of the Development Plan is a dynamic step by step process which will require timely future refinements and adjustments. More detailed block-related community plans will also need to be pursued.

Detailed studies of needed infrastructure improvements are required once the Development Plan is approved. These studies relate, for example, to:

- o Transportation improvements
- o Environmental initiatives
- o Acquisition of parkland, public open space and school site
- o Urban design streetscape improvements
- o Provision of community publicly-oriented facilities such as child care centres
- o Public walkway and cycling provisions including grade-separated pedestrian crossings

Private developments benefitting from redevelopment opportunities at increased densities will be expected to bear a significant portion of the infrastructure costs necessary to implement the Development Plan. All levels of government will also be expected to fund some of the infra-structure costs. The use of financing mechanisms such as Development Cost Charges will need to be fully utilized.

## **7.0 NEXT STEPS**

On 1996 February 05, Council endorsed the Phase III draft Brentwood Town Centre Development Plan for the purposes of obtaining public comment.

We invite comment from residents, property owners, employees and other interested parties on this draft Development Plan. Copies of the full draft Development Plan are available at the Planning Department, third floor of the City Hall. Further changes arising from this public consultation process will be included in the recommended finalized Development Plan for the consideration and approval of Council.

## **8.0 PUBLIC INPUT PROCESS**

### **Mall Display at Brentwood Mall**

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

FRIDAY, 1996 March 22  
10:00 am to 9:00 pm

SATURDAY, 1996 March 23  
10:00 am to 5:30 pm

At 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 draft Development Plan, and discuss the Plan with City staff.

THURSDAY, 1996 March 28 (tentative)  
6:30 pm to 9:00 pm  
Presentation at 7:30 pm

At the Executive Inn (tentative)  
4201 Lougheed Highway (north side, just west of Madison Avenue)

### **Public Meeting for Delegations**

Burnaby Council has scheduled a Public Meeting to provide an opportunity for delegations to address Council directly with comments on the draft Development Plan.

TUESDAY, 1996 APRIL 02 (proposed)  
7:30 pm in the Council Chamber  
Burnaby City Hall  
4949 Canada Way

For further information, please contact:

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