

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2015 October 22

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 49500 20

**SUBJECT: GILMORE STATION CONCEPTUAL MASTER PLAN
BRENTWOOD TOWN CENTRE**

PURPOSE: To seek Committee and Council endorsement of the preliminary concepts and vision for the Gilmore Station area in the Brentwood Town Centre, as a basis for receiving community input.

RECOMMENDATIONS:

1. **THAT** the Committee request that Council endorse the preliminary concepts and vision for the Gilmore Station area in the Brentwood Town Centre, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee and Council authorize staff to undertake a public consultation process to receive public input on the preliminary concepts and vision for the Gilmore Station area in the Brentwood Town Centre, as outlined in this report.

REPORT

1.0 INTRODUCTION

The Brentwood Town Centre (see *attached* Sketch #2) is one of four designated Town Centres within Burnaby's *Official Community Plan* and is intended to continue to accommodate a significant portion of the city's population and job growth. Higher density development forms and locations for commercial services and community amenities are characteristic of development in Burnaby's Town Centres. This approach to focusing development in the Town Centres has allowed for the continued protection of single and two-family neighbourhoods from the pressures to accommodate new growth, and has also enabled the preservation of a significant portion of the City's land base for park and open space (approximately 25%), as well as for agricultural and industrial purposes. At the same time, this approach has contributed to Regional Planning objectives, established by Metro Vancouver in the *Regional Growth Strategy*, that are of benefit both locally and more broadly. From a regional viewpoint, Burnaby's Town Centre framework has helped maximize the use of transit, reduce east-west traffic movements through the City, provide the opportunity for people to live, work and access services within their community, and reduce development pressure on open space and agricultural lands in the region.

The foundation for the City's community plans, including the plan for the Brentwood Town Centre, arises from a wide range of processes and community consultation efforts that have been undertaken in Burnaby over many decades. While development plans for the Brentwood Town Centre area were initially established in the late 1960s, a consolidated comprehensive plan for the Brentwood Town Centre was adopted in 1996. The Brentwood Town Centre Development Plan is organized on the basis of a transit-oriented high-density mixed-use, high-vitality central core, with surrounding medium-density supporting development. The development of a complete community was envisioned, enabling people to live, work and play within the area, with the goal of providing an inclusive and diverse community to benefit all.

The subject area is located at the western gateway to the Brentwood Town Centre Plan, at the southeast corner of Lougheed Highway and Gilmore Avenue. A defining feature of the site is the location of the Gilmore SkyTrain Station, which is located at its southwest corner and Millennium SkyTrain line that transverse the block. Given its strategic location within the Brentwood Town Centre, this area's redevelopment presents a unique opportunity to create not only a transit-oriented development but a transit integrated development, with broad multi-level connections to the Gilmore SkyTrain Station, and thus better connecting the Gilmore SkyTrain station to the broader Brentwood Town Centre. It is recognized that redevelopment of this key area requires a concept and vision that delivers not only superior architectural expression, but acts as a model for employment growth, sustainability, urban design, and public amenity for the Brentwood Town Centre. To assist in realizing this vision, a team involving City staff, the applicant and their various consultants have worked to develop the key concepts intended to guide the area's transformation, over time, into a model for transit oriented development in the region.

This report provides an overview of the area's context, in relation to the broader Brentwood Town Centre, including a summary of the preliminary concepts, visions and guiding principles for its future redevelopment. The purpose of this report is to seek Council endorsement of the concepts and visions for the redevelopment of the subject Gilmore Station area, as a basis for the initiation of a community consultation process. The feedback received from this consultation is intended to inform the concepts and visions to be introduced within a conceptual master plan, land use framework and related Plan amendments for the Gilmore Station area. With Council adoption of the recommendations of this report, the proposed consultation process would be initiated. The advancement of the concepts, vision and opportunities for the area will also seek Council's consideration of amendments to the prevailing land use framework of the adopted Brentwood Town Centre Plan. The proposed Plan amendments are to be included in the community consultation process.

2.0 SITE CONTEXT AND BACKGROUND INFORMATION

2.1 Site Context

The Gilmore Station site is 12.48 acres in size and is comprised of six individual parcels, three of the parcels (4120, 4160 and 4170 Lougheed Highway) are vacant with a portion of these sites occupied by the Gilmore SkyTrain Station and guideway, two (4161 and 4171 Dawson Street)

are occupied by light-industrial/office buildings constructed in 1982, and the largest parcel (4180 Lougheed Highway) is occupied by two mid-rise office buildings constructed in 1982. To the east of the Gilmore Station Site, within the same block, is an automobile dealership at 4278 Lougheed Highway, and older industrial buildings at 4285 and 4295 Dawson Street which are intended to be included in the community plan review. To the west of the site, across Gilmore Avenue, is the Bridge Business Park; to the north across Lougheed Highway, are older service commercial developments; and, to the south, across Dawson Street, are newer high-rise multiple-family and mixed-use developments constructed between 2003 and 2006. A significant component of the site is occupied by the Gilmore SkyTrain Station and Millennium SkyTrain guideway, which were completed in 2003. The Gilmore SkyTrain Station and Millennium SkyTrain guideway are accommodated within a statutory right-of-way, with station access currently limited to the corner of Gilmore Avenue and Dawson Street.

2.2 Brentwood Town Centre Development Plan Context

The Brentwood Town Centre Development Plan, adopted by Council in 1996, provides a land use concept for the Town Centre which is premised on the creation of a high density mixed-use core surrounded by supporting high and medium density residential development. The Plan intended the Town Centre to be highly transit oriented, taking advantage of the area's three SkyTrain Stations (Gilmore, Brentwood and Holdom).

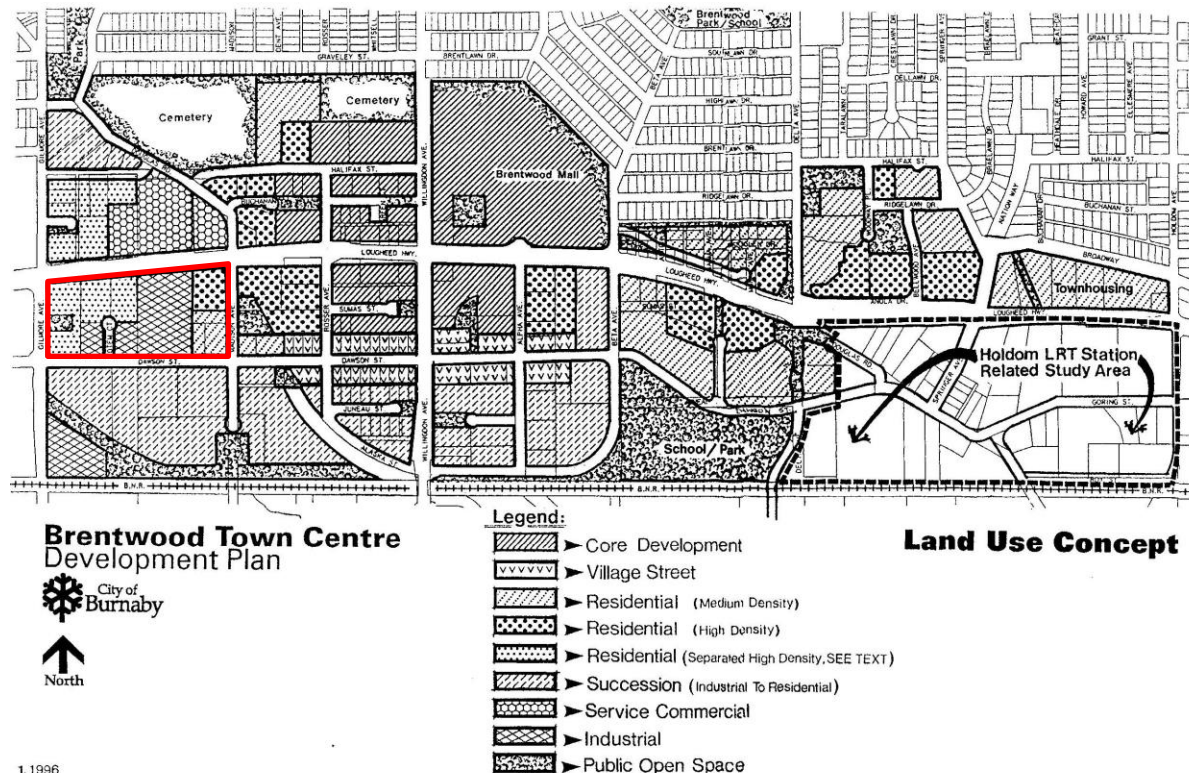


Figure #1 – Brentwood Town Centre Land Use Framework 1996

As shown in **Figure #1**, the Gilmore Station area was designated for high-density residential development and light-industrial (business park) development with a high office use component, while the properties to the east were identified for high-density and medium density residential development. The Plan notes that the industrial designation reflected the relatively recent light-industrial/office uses constructed in 1982, and further noted that, with the development of the Lougheed LRT line (Millennium Line) and a station at Gilmore Avenue, further consideration should be given to possible land use changes for this area to aid in the orderly transition of industrial uses in the future.

In 2000, a rezoning was received for the subject site (Rezoning Reference #00-25) on behalf of the then property owner, Standard Life Assurance Company, proposing a new regional office location for Standard Life, including over 1 million sq.ft. of leasable office space in mid- to high-rise forms. A smaller multiple-family component was also proposed, with lower scaled-mixed-use development along the Dawson Street “High-Street” frontage. To respond to this proposal, a report was advanced to Council in 2000 November, recommending that finalized adjustments be approved for the Brentwood Town Centre, amending the Plan to remove the high-density multiple-family and light-industrial/office designation of the subject site in favour of a C3 General Commercial District and C9 Urban Village Commercial District designation, as shown in **Figure #2**, which was consistent with the development proposal brought forward through Rezoning Reference #00-25. However, Rezoning Reference #00-25 failed to advance to Third Reading or Final Adoption, and the Plan amendments took effect at Second Reading.

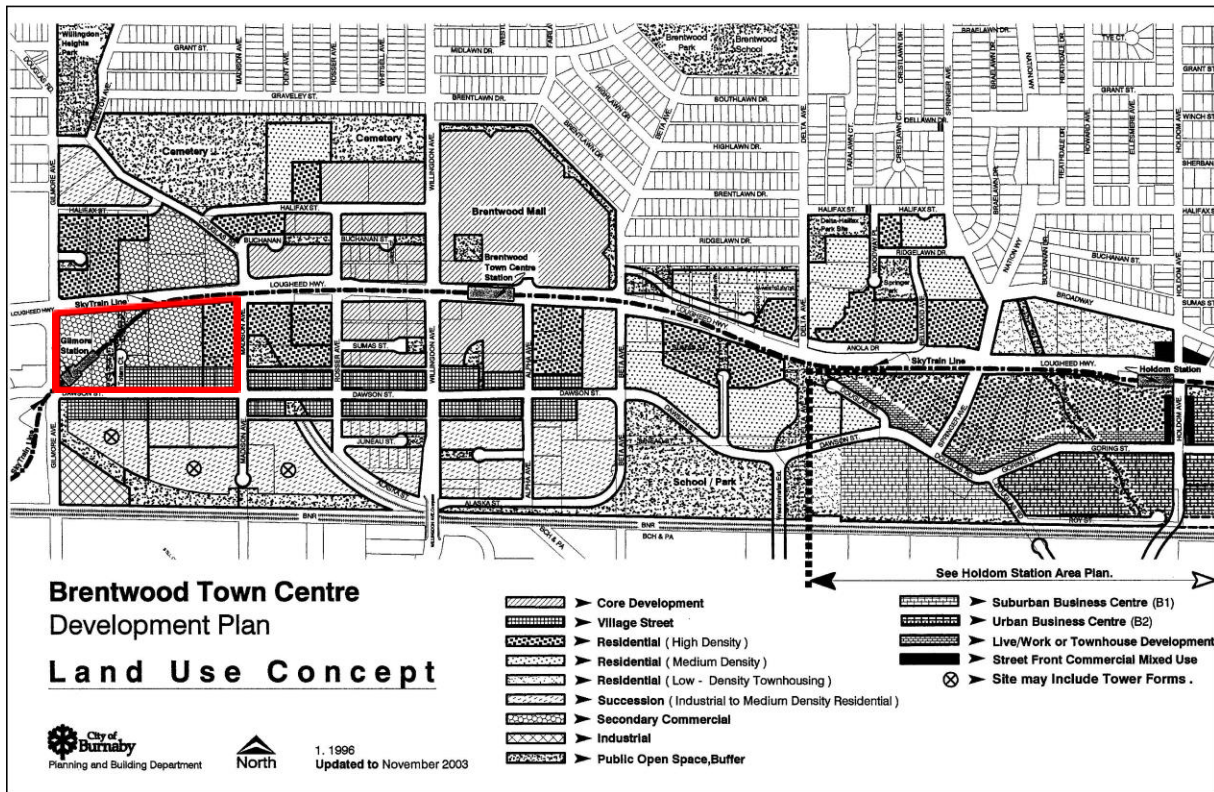


Figure #2 – Brentwood Town Centre Land Use Amendment 2000

Considering the original intent for the area in the adopted 1996 Brentwood Town Centre Plan was to capitalize on its strategic location on the LRT (Millennium SkyTrain) route, its prominence as a gateway site into the Brentwood Town Centre, and the potential to create a high-density employment and residential hub, it is felt that a master plan predicated on this intent is supportable and should form the basis for more detailed and advanced work leading to a conceptual framework for the area's redevelopment.

2.3 Master Plan Approach

City staff, the applicant, and their consultants, have been exploring site concepts for the Gilmore Station Area, and are working through the City's review process to develop the key concepts for the Gilmore Station Area, which will assist in the visioning and eventual transformation of this area, over time, into a new, distinct neighbourhood. Given this site's strategic location as a gateway to the Brentwood Town Centre both by road and by SkyTrain, future redevelopment of the area presents a special opportunity to create a fully-integrated, diverse, transit-connected, mixed-use community with a focus on employment growth. Re-conceptualizing the Gilmore Station area requires a concept and vision that delivers architectural excellence, and also demonstrates leadership in economic, environmental and social sustainability, exceptional urban design and public realm, and meaningful amenity contribution to the broader Brentwood Town Centre area. More significantly still, a contemporary approach to planning, including a robust community and public engagement process, is required.

The achievement of an appropriate response to these concepts, vision, and opportunities will result in the preparation of a Conceptual Master Plan for the site and Committee and Council consideration of amendments to the prevailing land use framework of the current Brentwood Town Centre Plan. The resulting Plan amendments are proposed to be reviewed through the community and public consultation process, which will provide feedback on the overall vision and direction for the area and respond to City-wide, community, and local objectives.

3.0 PROPOSED AMENDMENTS FOR THE GILMORE STATION AREA

There is an opportunity to establish a core concept for the Gilmore Station area that fulfills its intent under the Brentwood Town Centre Plan to become a model for transit oriented and transit integrated development in a way that would enhance both the community, the broader Town Centre and the City as a whole. This intent is represented in the preliminary concepts, vision, and principles below. These early ideas are proposed to be further guided, developed, and refined through community and public consultation processes, which will lead to the development of a Conceptual Master Plan for the Gilmore Station area and related Plan amendments.

3.1 Redevelopment Opportunity – Gilmore Station

The opportunity provided by the redevelopment of the Gilmore Station area is to transform this underutilized and primarily vacant site on the western gateway of the Brentwood Town Centre into an activity hub centered around the Gilmore SkyTrain Station. A fundamental goal for the

Gilmore Station site is the facilitation of necessary transit, road, pedestrian and cycling linkages within the Town Centre, including the improvement of Lougheed Highway, Gilmore Avenue and Dawson Street to their Town Centre standards, and the creation of a new road connection through the site linking Dawson Street and Lougheed Highway. However, the most significant goal of the Gilmore Station area's redevelopment is the achievement of a truly transit integrated development where residential, office, retail and open space uses are connected directly to the SkyTrain station.

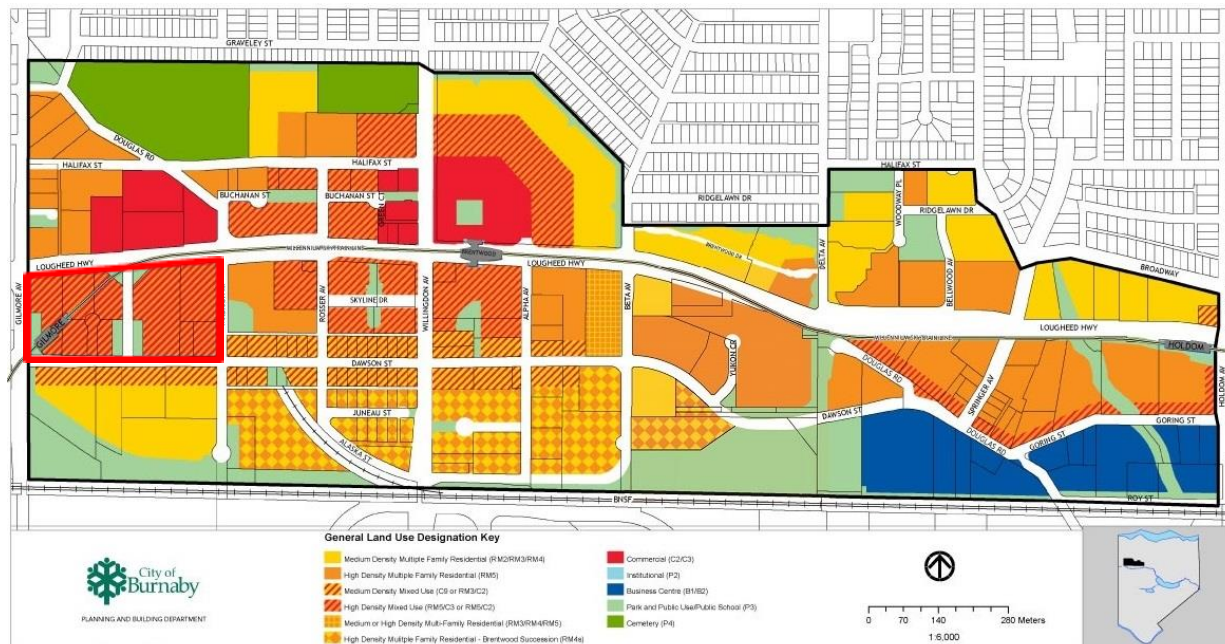


Figure #3 – Proposed Plan Amendment

To achieve these goals, the site is proposed to be developed in a compact urban form, reflective of surrounding contextual high-density land use designations and similar building forms. This would be represented by buildings that are low, mid and high-rise in form; that engage at the street level; that are sensitive to adjacent land uses; that are transit oriented; that are resilient and sustainable; and that are linked to local social, commercial and recreational services and amenities. At its core, the concepts and visions for the site's redevelopment envision a unique place within the Town Centre, achieved through the expression of dynamic architecture and exceptional public realm design that is engaging, inclusive and inspiring, where employment and living coexist and benefit one another in the same area. **Figure #3** above identifies the proposed amendment to the plan, which is consistent with original office and high-density residential mixed-use designation of the site in the 1996 adopted Brentwood Town Centre Plan.

3.2 Preliminary Concept and Vision for the Gilmore Station Area

The preliminary concept plan for the Gilmore Station Area is comprised of different precincts, each with a distinct and unique architectural and landscape expression. These precincts are described more fully in Section 3.4 of this report. The Gilmore Station Area is the primary western gateway into the Brentwood Town Centre and will become a hub of activity with a

variety of open air shopping experiences, cafes and restaurants, office space, and high-density residential opportunities, all designed around new public plazas, open spaces, and tree-lined pedestrian streets. These changes will help create a new, high quality, integrated neighbourhood in Burnaby that will be a seamless extension of existing surrounding neighbourhoods.

3.3 Vision and Principles for the Gilmore Station Area

As part of the planning approach to the proposed Gilmore Station Area, a distinct vision and a preliminary set of tenets and principles have been established to guide the more detailed design work related to the area's future redevelopment. This vision and principles are intended to serve as a basis to evaluate the final land use, design, and building form proposed for the area, leading to an eventual comprehensive concept plan. The vision is:

The site will be a complete community within the Brentwood Town Centre. The synthesis of land use, architecture, landscape expression, will result in a contemporary and functional transit integrated development that will act as a spectacular western gateway to the Brentwood Town Centre. The focus of which will be the inter-relationship of office, retail, residential, greenspace and community uses to complement the surrounding Brentwood Town Centre.

The realization of this vision is proposed to be guided by a set of principles under the following themes:

- *Transit Integrated development:* The preliminary concept is to develop new precincts directly connected to the Gilmore SkyTrain station by way of adjacent public streets, internal pedestrian and cycling connections and integration with the station at various levels. The result will be a dynamic mix of land uses and public spaces clustered around the station, with convenient and safe linkages to SkyTrain, bus routes and active transportation.
- *Connected:* Site circulation and movement for the Gilmore Station Area is based on a transportation system that prioritizes pedestrian movement, followed by public transit, cycling and vehicular movement in a manner that responds to existing site topography. Spatial clarity and orientation and simple and clear wayfinding to, from, and within the area is to be provided, with special attention to access and mobility for all users.
- *Gateway:* The site is a gateway to the Brentwood Town Centre from the west. This gateway should be deliberate through spirited architecture and public spaces, a vibrant mix of uses, and a district urban character.
- *Community:* The heart of the neighbourhood is not a place, but the people who frequent it and take ownership of it. To support the growth and interaction of people on site, a dynamic mix of uses is necessary to enhance the experience of residents, employees and visitors. The area needs to be architecturally sensitive to engage people differently, including both highly active and passive spaces. Most of all the area needs to be a socially inclusive community, welcoming to all ages, incomes and cultural backgrounds.

- *Experience:* As a commercially oriented site, the experience is paramount to draw people in and invite them to stay. The commercial experience does not require visitors to spend money, it is a place that has animated public open spaces, is an energetic urban place and has vibrant commercial uses.

3.4 Five Community Precincts

The preliminary vision and principles reflect the City's goals for the Gilmore Station Area site and its transition to a transit integrated mixed-use employment and commercial gateway into the Brentwood Town Centre.

The site is envisioned to be developed in phases, which are defined by the five precincts shown in **Figure #4**, each having a unique identity and relationship within the site.

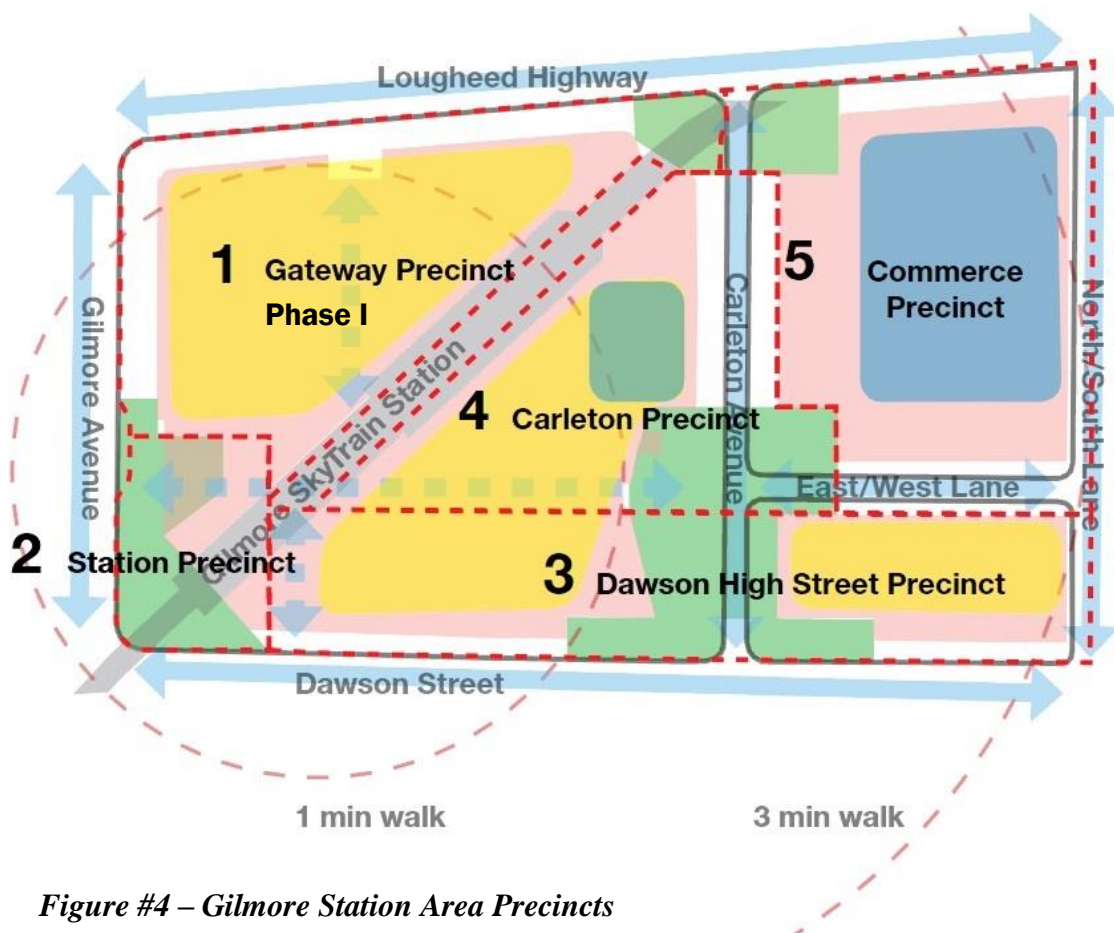


Figure #4 – Gilmore Station Area Precincts

Each precinct would be developed with a common architectural and landscape vernacular, helping to create individual identities within the neighbourhood, while relating to adjacent and planned development to the north and east. Although development guidelines for each character

area would be defined through the Master Plan process, the following is a brief overview of the intent for each Character Area

- *Gateway Precinct:* A strong architectural expression at the corner of Gilmore Avenue and Lougheed Highway is necessary, with a signature residential tower atop larger format anchor retail and grocery uses. Pedestrian access to the station's concourse level would be provided by an open air linkage from Lougheed Highway. The Gateway Precinct is identified to comprise the first phase of development, which will be sought through the subject rezoning application. The intended form of development would be characterized by up to three high-rise residential apartment buildings between 45 to 65 storeys in height, with four storeys of retail and flex office space at the ground level.
- *Station Precinct:* An enlarged public transit plaza that improves ground level access to the SkyTrain Station from both Gilmore Avenue and Dawson Street. The intended form of development would be characterized by up to three storeys of retail and flex office space surrounding the station with integration at both the ground level and concourse levels.
- *Dawson High Street Precinct:* Finer grained pedestrian oriented uses are proposed along the Dawson High Street, with opportunities for outdoor patios and displays. Pedestrian access to the station would be accommodated via a two level open air and covered connection from the proposed Carleton Avenue. The intended form of development would be characterized by up to 4 high-rise residential apartment buildings between 25 and 45 storeys atop a five storey retail and office podium west of Carleton and a four storey retail, office, and residential podium east of Carleton.
- *Carleton Precinct:* A new north-south commercial fronting promenade is planned to connect residents, employees and commercial patrons between Lougheed Highway and Dawson Street. Linked by a number of plazas and open spaces, this area is conducive to restaurants and café's with outdoor patio seating. The intended form of development would be characterized by a single high-rise residential apartment building of between 25 and 35 storeys atop a mid-rise 10 storey retail and office podium.
- *Commerce Precinct:* The expansion of high-amenity office uses on the site is fundamental to the mixed-use employment based concept. Standalone office space is proposed that appeals to a range of business types and sizes, from start-ups to corporate head offices, with the opportunity for businesses to grow on-site as needed. The intended form of development would be characterized by two purpose built office buildings between 15 to 30 storeys atop a four storey retail and flex office podium.

3.5 Sustainability

In line with the City's Economic Development (2007), Social Sustainability (2011), and Environmental Sustainability Strategies (under development), a significant component of the Gilmore Station Area's redevelopment into new precincts is the delivery of sustainability in a meaningful way. Below is a summary of the sustainability goals which would be sought as part of the area's proposed redevelopment:

- *Economic Sustainability Goals:* The concept is to create a vibrant commercial area that spills into the public realm; provides a wide range of job opportunities close to home, including initial construction related employment and long term retail and offices employment. As a primary driver of the site's concept, office uses are intended to provide opportunities for business growth, enabling incubator and start-up businesses to expand within the site and remain in Burnaby for the long term. It is anticipated that there would be upwards of 2,100 retail jobs and 5,100 office jobs as a result of the site's development.
- *Social Sustainability Goals:* The public realm is to provide a variety of active and contemplative public and semi-public spaces for daytime, nighttime, and multi-season use, in all weather conditions and accessible to all. Buildings are to be flexible, adaptable and programmable for various uses, including childcare, youth-oriented activities, seniors' centres, and residential units are intended to suit all stages of life. New pedestrian, cyclist, and transit linkages that increase walkability, accessibility, livability, and safety are also proposed as a major component of the public realm.
- *Environmental Sustainability Goals:* The concept is based on the development of higher-density, transit-integrated precincts in which key goals are to: minimize building footprint; promote green buildings; reduce water consumption, increase energy efficiency and minimize impacts to local streams and watercourses. A LEED (Leadership in Energy and Environmental Design) ND (Neighbourhood District) Gold Rating is targeted.

3.6 Community Benefits

Several broad community benefits have also been identified as part of the Gilmore Station Area's transformation.

- Create a distinct gateway into the Brentwood Town Centre from the west, with signature architecture and an active mix of uses.
- Develop a functional transit plaza with on-street bus stops, shops and services, and a bike centre, promoting alternative modes of transportation.
- Improve connectivity between the western gateway of the Brentwood Town Centre and the Core by improving road, pedestrian and bicycle connections.

- Enhance this vacant and underutilized site with active outdoor spaces, high-amenity employment opportunities, engaging commercial uses; and well-designed residences.
- Contribute to the City's amenity bonus program for the provision of priority amenities, such as a new Brentwood Community Centre, to benefit the Brentwood Town Centre and the northwest quadrant of the City.
- Provide a focal point for employment growth in the Brentwood Town Centre within proximity to transit and service, with a commitment towards 500,000 sq.ft. of office floor area, and the opportunity for up to 1,000,000 sq.ft. of office accommodating upwards of 5000 office related jobs on site.

4.0 COMMUNITY AND PUBLIC CONSULTATION PROCESS AND NEXT STEPS

4.1 Proposed Amendment to the Brentwood Town Centre Plan

An amendment, for Committee and Council consideration, to the current adopted Brentwood Town Centre Plan is expected to arise from the further development of the preliminary vision and concepts presented in this report. The Plan amendment will help establish a Conceptual Master Plan for the Gilmore Station Area and support specific rezoning and development for the block bounded by Lougheed Highway, Madison Avenue, Dawson Street and Gilmore Avenue. The advancement of the preliminary concepts and vision for the Gilmore Station redevelopment and the anticipated Plan amendments are proposed to be based on feedback received from an engaging, iterative community and public consultation process. The consultation program is proposed to include the following:

- *Open House:* An Open House hosted and attended by City staff is proposed to be scheduled in November 2015 on-site within the Commerce Court lobby at 4180 Lougheed Highway. The purpose of the Open House is to engage in dialogue with the community, explain all aspects of preliminary vision and concepts, receive public feedback, and answer public enquiries.
- *City Webpage:* A dedicated webpage for the Preliminary Concepts for the Gilmore Station Area is proposed to provide the public with access to all the resources and information related to project.
- *Information Card:* An information card inviting residents and property owners to the open house and summarizing the preliminary concepts and vision for the Gilmore Station Area is proposed to be published and distributed to property owners in the area bounded by Douglas Road/Halifax Street to the north, Willingdon Avenue to the east, BNSF Rail line to the south and Gilmore Avenue to the West, as well as made available at City Hall, and posted on the project webpage.
- *Public Opinion Survey:* A public opinion survey is proposed to be distributed along with the information card at the Open House and posted online on the project

webpage. The purpose of the survey is to invite citizens to express their opinions on the preliminary concepts and vision for the Gilmore Station Area.

- *Newspaper Notices:* Advertisements are proposed to be published in the Burnaby NOW to ensure the public is advised of the date and location of the Open House, directed to information available on the project webpage, and encouraged to complete the public opinion survey.

Public feedback that is received is intended to further inform and guide the development of the Conceptual Master Plan for the Gilmore Station Area, and related Town Centre Plan amendments for future Committee and Council consideration, and to help ensure that the objectives for an integrated community are reflected.

4.2 Next Steps

The planning process by which the engagement of the City, community and other interests in the future development of the Gilmore Station site is proposed to be advanced in two parts.

- *Part One (Preliminary Vision and Concepts):* This phase involves the review of preliminary concepts, visions, and principles, which are intended to guide future redevelopment of the Gilmore Station Area. This early work has been advanced and, based on research of the site's context, surrounding influences and broader Council adopted policies and goals, is at a stage where initiation of a public consultation process to receive feedback on the work completed to date, as summarized in this report, is considered appropriate. The feedback received from this process is intended to guide and refine the concepts and visions that guide the preparation of a Conceptual Master Plan to guide the site's future transformation.
- *Part Two (Conceptual Master Plan and Detailed Phase I):* Building on the feedback received from the community and on the direction of the OCP and Town Centre Plan, this part involves the development of a Conceptual Master Plan for the Gilmore Station Area, which includes: a preliminary site concept and accompanying design guidelines; a transit integration concept; a phasing plan; a sustainability plan; a public art plan; a comprehensive signage plan; an approvable traffic/transportation study; and, a conceptual servicing approach for the overall area. Upon completion of this work, a second community and public consultation process, with input sought on the Conceptual Master Plan and detailed Phase I for Rezoning Reference #14-21, will be undertaken prior to a Public Hearing. Staff will host a presentation on the Master Plan and Phase I in the City Hall Foyer over two consecutive days. The feedback received would contribute to the refinement of the work completed, and advancement of the community plan and rezoning amendment bylaw.

To: Planning and Development Committee
From: Director Planning and Building
Re: Gilmore Station Conceptual Master Plan
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5.0 CONCLUSION AND RECOMMENDATIONS

The proposed redevelopment of the Gilmore Station Area is premised on a contemporary planning approach and urban design philosophy and envisions a vibrant, pedestrian-oriented, transit-connected, mixed-use community, one that is consistent with the initial vision established in the 1996 Council adopted Brentwood Town Centre Plan and subsequent 2000 amendment, but one which could be an international model for such development. The preliminary concepts and vision for the area as described in this report represent the first step towards creating a unique neighbourhood with the Town Centre focused on synergy of transit, employment and multiple-family residential uses.

It is recommended that Committee and Council endorse the preliminary concepts and vision for the redevelopment of the Gilmore Station area as a basis for receiving community input. It is also recommended that Council endorse the public consultation process and initiation of an Open House to seek public input on the preliminary concepts and vision for the redevelopment of the Gilmore Station area, as outlined in this report.

As noted, results of the public input process and the refined proposals, as outlined in the conceptual master plan, would be the subject of a future Public Hearing report to Council.



Lou Pelletier, Director
PLANNING AND BUILDING

JBS:tn

Attachments

cc: City Manager
Deputy City Managers
Director Engineering
Director Finance
Director Parks, Recreation and Cultural Services
Fire Chief
O.I.C. RCMP
Chief Librarian
City Solicitor
City Clerk

