


TITLE: BY-LAW NO. 7238 DOWNTOWN BRANDON SECONDARY PLAN		
MEETING DATE: June 19, 2019		Page 1 of 8
DEPARTMENT: Planning & Buildings	ATTACHMENTS: A. By-law No.7238 Downtown Brandon Secondary Plan B. Downtown Plan Key Changes Comparison C. Secondary Plan Area Map D. Appendices	
PRESENTER: Shengxu Li, Community Planner	MANAGER: Ryan Nickel, Chief Planner	

RECOMMENDATIONS:

That the Planning Commission recommend City Council approve the Downtown Brandon Secondary Plan By-law No. 7238, subject to the following amendments:

1. adding in subsection 4.2.6 (a) the word: “shelters” immediately prior to the word: “treatment”;
2. deleting in subsection 4.3.2 (b) the words: “in the medium to long term (3-10 years)”;
3. adding in subsection 4.3.2 (e) the words: “The City should” immediately prior to the word: “complete”;
4. deleting in subsection 4.3.2 (f) the word: “may” and substituting therefor the word: “should”;
5. deleting subsection 4.3.2 (f) in its entirety and substitute therefor:
Portions of the Downtown Plan Area are serviced by a combined domestic sewer and storm water system. All combined wastewater services within existing buildings or developments should be separated at the time of redevelopment.;
6. adding in subsection 4.3.2 (g) the words: “The City should” immediately prior to the word: “construct”;
7. adding in subsection 4.4.2 (c) the word: “improvement” immediately prior to the word: “organization” and the words: “to support the needs of existing businesses” immediately prior to the words: “with a focus on marketing the downtown”;
8. adding in subsection 4.4.3 (a) the sentence: “work collaboratively with the Brandon Downtown Development Corporation to ensure incentive programs continually meet intended goals that support the downtown vision.”;

9. deleting Subsection 5.2.3 (d) in its entirety and substitute therefor:
New pedestrian-scale and character lighting should expand throughout the Downtown Plan Area, especially along Pacific Avenue and in the CB Character Area (e.g. 10th Street between Rosser and Pacific Avenue).;
10. deleting Subsection 5.3.4 (c) in its entirety;
11. deleting in subsection 5.3.5 (d) the words: “Neon signs and backlit box signs should not be allowed”.

BACKGROUND:

Request

The City of Brandon (“the City”) is proposing to repeal the HUB Secondary Plan By-law No. 7010 and adopting the Downtown Brandon Secondary Plan By-law No. 7238 to provide the policy framework for future planning and development in the area by linking a healthy downtown vision with implementation actions.

Development Context

The Downtown Brandon Secondary Plan (“the Downtown Plan”) area is centrally located in the City, covers approximately 66 hectares of land, and encompasses lands bounded by the Canadian Pacific Railway right-of-way to the north, Victoria Avenue to the south, 18th Street to the west and the 1st Street to the east.

History

City Council has identified Downtown Revitalization as a strategic priority area for the community. City Council adopted the HUB Secondary Plan By-law in 2012 to facilitate the long term planning in Brandon downtown. Since the HUB Secondary Plan’s creation, a number of business owners, developers, and community groups have successfully leveraged it to make progress on the desired vision for downtown, and some policy changes and a renewed focus on implementation are required to continue achieving the downtown vision.

Administration initiated an update to the HUB Secondary Plan at early 2018. Administration explored new ideas and sought feedback to policy changes using a number of engagement methods, including focus groups, public consultation events and meeting with stakeholders.

ANALYSIS:

The Downtown Plan provides the policy framework for the future planning and development of the Downtown Plan area in the City. The intent of the Downtown Plan is to support and promote new public and private investment that furthers the vision of a vibrant and dynamic place for people to visit, live, work, and play.

Consistency with the Development Plan

The Downtown Plan is generally consistent with the HUB policies in the Brandon & Area Planning District Development Plan (Development Plan):

- To encourage a mix of uses including residential, commercial, institutional, and park uses, at appropriate locations (7.1)
- To encourage a high standard of site and building development that enhances the historic character of The HUB (7.1)
- Reinforce The HUB as the primary focus for civic, social, cultural, arts, professional, entertainment, and high density housing land uses by directing these downtown priority uses to locate within The HUB (7.2.2)

Consistency with the Secondary Plan

The Downtown Plan refines and complements the provisions of the Development Plan. The Downtown Plan enhances the City's vision for Brandon downtown and provides policy direction on land use, transportation, servicing, economic and housing development, cultural and social services, urban design, and implementation. Attachment B to this application is a table comparing the key changes in the Downtown Brandon Secondary Plan By-law No. 7238.

Land Use

The Downtown Plan identifies two types of land use designations (Character Area) along with commercial corridors based on historical development and intended land uses:

- Central Business Character Area – Intended for a variety of first-storey commercial retail and personal service uses, with upper-storey residential development
 - Mixed use development – Permitted
 - Commercial & Office on first storey – Permitted
 - Standalone residential – Not permitted
- Mixed Use Character Area – Intended for a variety of commercial offices, retail, and personal service uses along with residential uses. Standalone residential development will be conditional use along Commercial Corridors
 - Mixed use development – Permitted
 - Commercial & Office on first storey – Permitted
 - Standalone residential – Permitted or Conditional Use (if it is adjacent to a commercial corridor)

The Downtown Plan also identifies the Downtown Expansion area that is located at the edges of the plan area (1st and 18th Streets) between Princess and Rosser Avenues that has potential for future densification and intensification.

Transportation

The Downtown Plan intends to integrate pedestrian, bicycle, vehicle, and transit movement through street improvements, pedestrian streetscapes, and improved pedestrian and transit amenities, including:

- Sidewalk connections
- Active transportation network upgrades
- Traffic calming improvements
- Shared parking facilities
- Transit stops improvements
- Traffic study for the Downtown Plan Area

Servicing

The Downtown Plan identifies water, domestic sewer and storm water services evaluation and upgrades to accommodate the additional residents, workers, and visitors to the Downtown Plan area, including:

- Replacement of domestic sewer line along Pacific Avenue
- Construction of missing segment of service network in tandem with street improvement
- Separation of combined wastewater services with site redevelopment
- Retention of storm water through low impact design

Economic Development

The Downtown Plan intends to increase private investment and business growth through a series of economic development stimulus policies, including:

- Encourage partnership among business group and economic development organizations to implement Downtown Plan's vision
- Explore potential to establish a downtown business organization
- Review and create incentives that stimulate investment
- Establish business plans for priority development areas

Housing Development

The Downtown Plan recognizes the importance of growing the downtown into the highest density residential neighbourhood in the city by providing a mix of housing types and tenures for people from all income levels, including:

- Requiring developments to achieve minimum densities to use land efficiently
- Focus grant and incentive programs on high quality market rate housing development

- Encourage partnership between affordable and market housing providers to provide inclusive housing development

Cultural Services

The Downtown Plan recognizes that preserving and celebrating heritage resources and growing culture services will lead to further economic investment, including:

- Support implementation of City of Brandon Culture Plan
- Promote and increase investment in heritage restoration in downtown

Social Services

The Downtown Plan recognizes social services are necessary resource to meet the needs of residents in downtown, including:

- Support social services provisions the meet the needs of vulnerable population in downtown
- Support implementation of the Central Brandon Community Plan by the Brandon Neighbourhood Renewal Corporation

Urban Design

The Downtown Plan intends to inspire a coherent identity across the downtown that contributes to a healthy, engaged and pedestrian-friendly environment, including:

- Public art policies
- Street furniture policies
- Lighting policies
- Landscaping and fencing policies
- Building orientation and entrance policies
- Building articulation policies
- Window and door policies
- Awning policies
- Signage polices
- Material polices

Commenting Agencies

All comments have been addressed and summarized below.

Engineering

Revisions to wording in Subsection 4.3.2 (b), (e), (f) and (g):

- The domestic sewer line on Pacific Avenue will be replaced to provide additional network capacity to service the additional flows from the newly constructed lift station servicing the North Hill

- The City should complete roadways and street improvements (e.g. sidewalks, trees, lighting) concurrently with underground improvements.
- Portions of the Downtown Plan Area are serviced by a combined domestic sewer and storm water system. All combined wastewater services within existing buildings or developments should be separated at the time of redevelopment.
- The City should construct the missing storm water connections concurrently with street reconstruction

Brandon Downtown Development Corporation

Revisions to wording in Subsection 4.2.5 (g), 4.2.6 (a), 4.4.2(c), 4.4.3(a), 5.2.3(d), 5.3.4(c), and 5.3.5(d):

- Replacing “time limit and fees” with “time limit and rates”.
- Transit stops with higher ridership should provide shelters, benches, waste disposal and recycling facilities.
- Explore the potential to establish a downtown business improvement organization to support the needs of existing businesses with a focus on marketing the Downtown Plan Area as a destination, improving the streetscape, filling vacant storefront space and addressing safety and security issues.
- Work collaboratively with the Brandon Downtown Development Corporation to ensure incentive programs continually to meet intended goals that support the downtown vision. Regular review existing program and when necessary, refresh and create new incentives that stimulate investment to achieve the Downtown Plan’s vision and increase the Downtown Plan Area’s tax base, including...
- New pedestrian-scale and character lighting should expand throughout the Downtown Plan Area, especially along Pacific Avenue and in the CB Character Area (e.g. 10th Street between Rosser and Pacific Avenue)
- Deleting Subsection 5.3.4 (c)
- Deleting Subsection 5.3.5 (d) “Neon signs”

LEGISLATIVE REQUIREMENTS:

Notification

In accordance with Section 168 of The Planning Act, notice of the public hearing was sent to owners of property within 100 metres (328 feet) of the subject property. Notice was also posted on the subject property and advertised in the Brandon Sun on May 30th, 2019 and June 6th, 2019.

Public Outreach

In accordance with Section 13 of the Zoning By-law, administration conducted two public engagement sessions (April 24, 2018 and February 7, 2019) and some stakeholder meetings to inform the proposed Downtown Plan provisions (Appendix D). As of the writing of this report, the Planning, Property & Buildings Department has not received representation in favour of or in opposition to this application.

STRATEGIC ALIGNMENT:

City Council has identified Downtown Revitalization as a strategic priority area for the community. The Downtown Plan provides the policy framework for future planning and development in the area by linking a healthy downtown vision with implementation actions.

FINANCIAL IMPACT:

Prioritizing the downtown for continued investment and growth does require financial commitments from the City. In addition to funding the downtown development corporation, additional funds will be required for streetscape maintenance and improvements (e.g. Pacific Avenue), infrastructure upgrades (e.g. replacing and upgrading old services) , incentive programs (e.g. Market Housing) and potential land acquisition (8th Street Bridge). Financial commitments to maintaining and upgrading downtown streetscapes will be clarified in a downtown streetscape strategy that administration is currently finalizing.

COMMUNICATION STRATEGY:

Communication was a priority through the public participation process. Administration established a stakeholder list and provided regular updates throughout the process to all interested residents and business owners. Administration will continue to involve all interested stakeholders to receive feedback and direction on implementation initiatives to achieve the downtown vision.