
TO: CITY MANAGER **DATE:** 2015 May 27

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 71130 20

**SUBJECT: DRAFT CONCEPT PLAN FOR THE LOUGHEED TOWN CENTRE
CORE AREA – SECOND PUBLIC CONSULTATION PROCESS**

PURPOSE: To seek Council endorsement of the draft Concept Plan for the Lougheed Town Centre Core Area, as a basis for initiating a second public consultation process.

RECOMMENDATIONS:

1. **THAT** Council endorse the draft Concept Plan for the Lougheed Town Centre Core Area, as a basis for further public consultation, as outlined in this report.
2. **THAT** Council authorize staff to undertake a second Open House to receive public and community input on the draft Concept Plan for the Lougheed Town Centre Core Area, as outlined in this report.

REPORT

1.0 INTRODUCTION

Over the past year, City staff have developed preliminary concepts for the redevelopment of Lougheed Mall and other properties within the designated “Core Area” of the Lougheed Town Centre. This work has been undertaken with public input and in collaboration with Shape Properties Corporation (Shape Properties), the majority property owner in the Core Area, James KM Cheng Architects Inc., and various consultant teams. The result of this work is a draft Concept Plan for the Lougheed Core Area – a plan that envisions its transformation, over time, into a vibrant, transit-connected, mixed-use area with diverse housing, employment, service, and recreation opportunities. This re-imagined district is comprised of seven unique neighbourhood precincts, each connected to one another and to the broader Lougheed community with a network of pedestrian and bicycle-friendly streets and public open spaces. Major public open spaces envisioned include a ~0.65 hectare (~1.6 acre) civic park and plaza at the heart of the Core Area, a weather-protected transit plaza, a ~0.69 hectare (~1.7 acre) naturalized creekside park, and a pair of terraced pocket parks. An extensive network of tree-lined streets will improve connectivity to and through the Core Area and provide new opportunities for shopping, gathering, and special community events. The draft Concept Plan sets out to create a truly memorable place where residents and the broader Lougheed community will want to live, work, shop and play.

The purpose of this report is to seek Committee and Council endorsement of the draft Concept Plan for the Lougheed Town Centre Core Area, as a basis for initiating a second public consultation process and receiving public input on the work completed to date. This report summarizes the completed work, and includes: a recap of the feedback received from the first public input process that took place in February 2014; refinement of the tenets, guiding principles, and goals for the draft Concept Plan; a design rationale for the Core Area; and a summary of the key components of the draft Concept Plan, including the proposed new neighbourhood precincts, major public open space features, and an integrated network of shopping streets, pedestrian pathways, and cycling routes. The report also outlines the next steps of the planning process.

2.0 BACKGROUND INFORMATION

2.1 Preliminary Concepts and Vision for the Lougheed Town Centre Core Area

The Lougheed Town Centre Core Area is defined in the 1997 Lougheed Town Centre Plan as the 29.1 hectare (72 acre) area bordered by North Road to the east, Lougheed Highway to the south, Bartlett Court to the west, and Cameron Street to the north, and includes existing properties near North Road and Cameron Street (see Figure 1 on the following page). The Plan identifies the Core Area, which is currently comprised primarily of older, commercially zoned properties with an abundance of surface parking, as having the greatest opportunity for transformation to a pedestrian and transit-oriented centre with a fuller and better integrated range of uses, leading to a more complete and self-sufficient community for the Lougheed Town Centre.

On 2014 January 13, the Planning and Development Committee (previously the Community Development Committee) and Council endorsed the preliminary concepts and vision for the redevelopment of the Lougheed Core Area, as a basis for receiving public input. The preliminary concept plan envisioned a lively, pedestrian-oriented, transit-connected, mixed-use district comprised of different neighbourhood precincts, each with a distinct and unique architectural and landscape expression. The Core Area is intended to continue to fulfill a commercial function, but also expand its role and become the public heart of the Lougheed community, with a variety of indoor and outdoor shopping experiences, cafés and restaurants, office space, and high-density residential opportunities, all designed around new public open spaces, plazas, and tree-lined pedestrian streets. These changes will help create a new, high quality, integrated district in Burnaby that transitions seamlessly into the surrounding community. The Core Area is intended to offer a diversity of housing types with a broad range of affordability.

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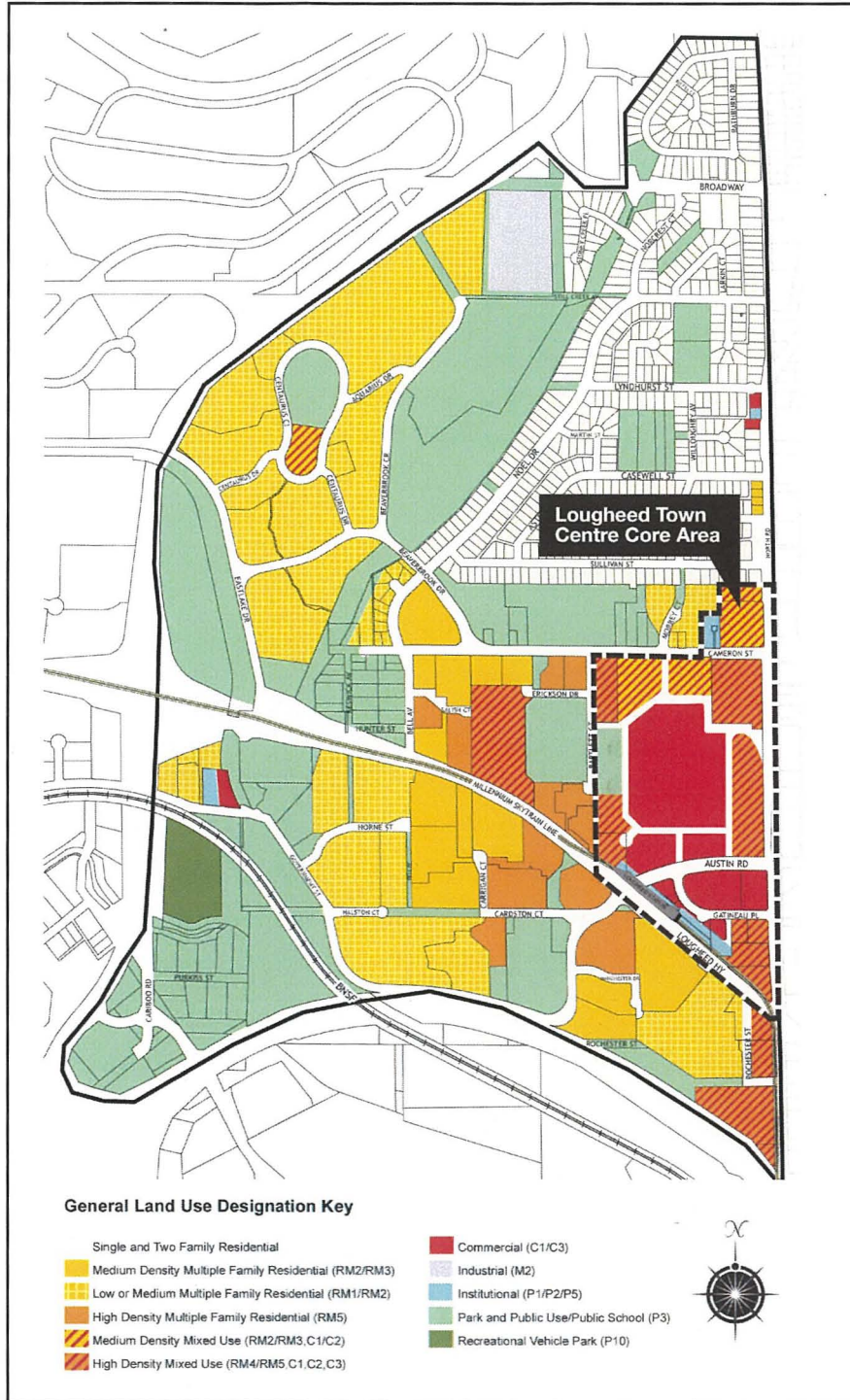


Figure 1: The Lougheed Core Area is generally bordered by North Road, Lougheed Highway, Bartlett Court, and Cameron Street and measures 29.1 hectares (72 acres).

2.2 Public Input on the Preliminary Concepts and Vision for the Lougheed Town Centre Core Area

In February 2014, City staff initiated a public input process to engage the community in re-imagining the Lougheed Core Area, which included the following:

- *Open House:* An Open House was hosted by City staff on 2014 February 18 at the Cameron Recreation Centre. The purpose of the Open House was to begin a dialogue with the community, explain all aspects of preliminary concepts and vision, receive public feedback, and answer public enquiries.
- *City Webpage:* A dedicated webpage for the preliminary concepts and vision for the Lougheed Core Area was (and continues to be) hosted on the City's webpage to provide the public with continued access to all the resources and information related to the project.
- *Summary Brochure:* A brochure summarizing the preliminary concepts and vision for the Lougheed Core Area was mailed to property owners and occupants in the Core Area, distributed at the Open House and at local community venues (i.e. Lougheed Mall, Cameron Recreation Centre, Cameron Library, the Lougheed Community Policing Office, and City Hall), and posted on the project webpage.
- *Public Opinion Survey:* A public opinion survey was distributed along with the summary brochure at the Open House and posted online on the project webpage, inviting citizens to express their opinions on the preliminary concepts and vision for the Lougheed Core Area, as well as the tenets and planning principles which guide them.
- *Newspaper Notice:* Advertisements were published in a local newspaper to ensure the public was 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.
- *InfoBurnaby Article:* An article was published in InfoBurnaby to provide information about the project and to encourage citizens to visit the project website and share their ideas and input.

Approximately 150 people attended the Open House. The City received 15 survey responses at the Open House. A further 13 responses were received afterward via the project webpage, email, and letter mail. The feedback received at the Open House and in the survey responses indicated general public support for the preliminary concepts and vision for the Lougheed Core Area, affirming the early work and site investigations City staff had undertaken with Shape Properties and its consulting teams. Feedback was concentrated in six main areas:

- general support for the overall vision of pedestrian and transit-oriented mixed-use development;

- the need for diverse shops and services;
- improved connections for pedestrians, cyclists, and transit users;
- opportunities for community building;
- a desire for improved public amenities; and,
- environmental sustainability.

Using the public input received at the Open House, City staff have continued to work with Shape Properties and its architects towards refining the tenets and principles of the preliminary concept, which, in turn, guided the development of more detailed concepts for the Core Area. Shape has also engaged additional consultants for more in-depth exploration of transportation needs, landscape design, engineering servicing, and sustainability. The results of this work is a draft Concept Plan for the Lougheed Core Area – a plan that responds to public input and builds on the tenets and principles that will guide the area’s transformation, over time, into a vibrant mixed-use district.

2.3 Tenets and Planning Principles

Input received through the public consultation process indicated support for the preliminary tenets. These tenets, listed below, articulate the broad vision for the re-imagined Lougheed Core Area:

- reinforce and enhance the positive characteristics of the surrounding neighbourhoods and the Lougheed Town Centre;
- deliver exceptional architectural, landscape, and urban design;
- contribute to a diverse and inclusive community;
- provide leadership in sustainable development;
- contribute to developing a creative city;
- build a livable community;
- create a walkable community; and
- celebrate transit.

These tenets continue to guide the development of the draft Concept Plan that is being advanced through this report.

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The preliminary planning principles, which guide the detailed site concepts for the Lougheed Core Area, have been refined and further detailed in response to public input received and in order to build on the work completed to date. The refined planning principles are summarized as follows:

- *Character Neighbourhoods:* The development of new precincts within the Core Area is one of the foundations of the draft Concept Plan. However, this was not specifically addressed as a planning principle in the preliminary concepts and vision that were presented at the first Open House. In recognition of the fundamental role the new precincts will play in guiding the detailed design of the Core Area, and in response to public feedback on the desire for opportunities to build community – which includes neighbourhood identity – the development of character neighbourhoods is included as a new, distinct principle. The concept is to create distinct neighbourhood precincts within the Core Area, each with its own character and architectural and landscape expression in order to help create, over time, a sense of identity and authenticity.
- *Edges and Connections:* The seamless integration of the new neighbourhood precincts within the Core Area with existing surrounding neighbourhoods and the broader Lougheed Town Centre continues to be a key planning principle. The intent is to develop a Core Area that is connected, accessible, and permeable – visually and physically. Entrances to the Core Area, both pedestrian and vehicular, are designed to be inviting and compelling, with key gateway entries designed to provide a great sense of arrival. A new pedestrian, bicycle, and street network allows safe, direct access through the area. Land use and building form around the perimeter of the Core Area are sensitive and respectful of the varied adjacent uses.
- *Site Circulation and Movement:* Site circulation and movement in the Core Area is based on a transportation system that prioritizes walking, followed by cycling, public transit use, and driving, in a manner that responds to existing site topography. Spatial clarity and orientation and simple and clear wayfinding to, from, and within the Core Area will be provided. As “improved connections” was a key theme arising from the first public consultation process, the draft Concept Plan seeks development of wider sidewalks, cycle tracks, an elevated architectural footbridge, a recreation trail, and vertical circulation. These features will form important connective elements in the Core Area and be designed to meet the needs of all ages and physical abilities.
- *Transit-Oriented Development:* The public’s general support for the overall vision of pedestrian and transit-oriented mixed-use development in the Lougheed Core Area underscores the continued importance of transit-oriented development as a key planning principle. The concept is to achieve a transit-oriented district that capitalizes on the existing transit system by optimizing land use and improving accessibility to transportation alternatives. A mix of retail, office, residential, and public land uses in close proximity to the Lougheed Town Centre SkyTrain station and bus exchange is proposed. Walkable, pedestrian-oriented design and cyclist friendly linkages throughout the Core Area will be provided.

- *Public Realm and Community Building:* Previously referred to as “The Heart and Public Realm”, this principle is now referenced as “Public Realm and Community Building”, in recognition that the Core Area is proposed to have five major public open spaces in which to gather, play, and celebrate, thereby helping to create a strong sense of place and community. These open spaces, which will be in both urbanized and more natural settings, along with other public realm features such as tree-lined boulevards, will comprise 30% of the Core Area. The open spaces are intended to create vibrancy and serendipity for all ages and physical abilities and will be designed and programmable for daytime and nighttime uses, multi-seasons, and all weather conditions.
- *Variety and Choice:* Previously referred to as “Diversity and Integration”, this principle has been adjusted to recognize public feedback on the desire for a greater variety of commercial uses. The concept is to provide variety and choice within all land uses. A diverse range of commercial shops and services and a diversity of housing types, tenure, and affordability for all household compositions, ages, and mobilities are of foremost consideration. Varied approaches to architectural design and landscape expression are required, in order to create a distinct identity and character for each new neighbourhood precinct within the Lougheed Core Area.
- *Sophisticated Design:* The expectation is the delivery of authentic and high quality architecture and urban design, with distinct and iconic buildings and public spaces that will provide a sense of arrival and distinguish the Lougheed Core Area and, more broadly, the Lougheed Town Centre. The concept is to provide a comprehensive and exciting beautification and public art experience. Design must take into consideration the natural topography of the area and ways to provide accessibility for all ages and physical abilities. In response to public feedback, redevelopment must also be phased in a logical manner, with the aim of providing continuous, uninterrupted retail and commercial services for area residents.

2.4 Sustainability Goals

In line with the City’s Economic Development (2007), Social Sustainability (2011), and Environmental Sustainability (under development) Strategies, a significant component of the Core Area’s redevelopment is the delivery of sustainability in a meaningful way. The sustainability goals that will be sought as part of the Core Area’s proposed redevelopment are outlined below.

- *Economic Sustainability Goals:* The concept is to generate economic activity and stimulate local economic development. The concept is to create a vibrant, attractive commercial area that attracts new business and provides a wide range of job opportunities close to home, including offices, creative and technological industries, and fine-grained and locally-based businesses. Space is designed and programmed to support both large format businesses as well as smaller local enterprises. A well-balanced mix of complementary commercial activities is envisioned.

- *Social Sustainability Goals:* The redevelopment of the Core Area supports social sustainability in three main areas: housing, mobility, and social equity and well-being. In the area of housing, the concept is to provide a variety of more affordable home ownership and rental choices, including the potential for non-market housing through partnerships with senior government. Developments that are flexible, adaptable, and responsive to demographic and socio-economic trends are envisioned. With respect to mobility, the concept prioritizes walking and cycling within and beyond the Core Area. It also provides improved access to transit; safe, attractive, and stimulating pedestrian-oriented and pedestrian-only areas; and universal accessibility. In the area of social equity and well-being, the design of the public realm and community facilities is key to creating equal opportunity and a sense of well-being and belonging. The concept is to provide a variety of active and contemplative public and semi-public spaces for daytime, nighttime, and multi-season use, and in all weather conditions. Community buildings are to be designed to accommodate different user groups, including children, youth, and seniors. New pedestrian, cyclist, and transit linkages that increase walkability, accessibility, livability, and safety are also proposed as a major component of the public realm. A high aesthetic quality will be sought throughout the Core Area.

- *Environmental Sustainability Goals:* The re-imagined Lougheed Core Area is anticipated to achieve Leadership in Energy and Environmental Design Neighbourhood Development (LEED ND) Gold rating. Sustainable design will be pursued in the areas of energy and air quality, green space, water and wastewater, and solid waste management. The concept includes: various strategies to reduce dependency on cars and encourage walking, cycling, and transit use; the development of green spaces with habitat and ecological value; and measures to reduce off-site impacts of stormwater.

3.0 DEVELOPMENT SITE CONTEXT

3.1 Existing Context and Urban Design Response

Guided by the tenets and principles, the re-imagining of the Core Area begins with a series of analytical investigations of the existing infrastructure networks and urban fabric in the immediate site context. The design then responds to the various site influences. Figures 2 to 8 on the following pages illustrate the various site influences and the urban design response.

Figure 2: Pedestrian Network

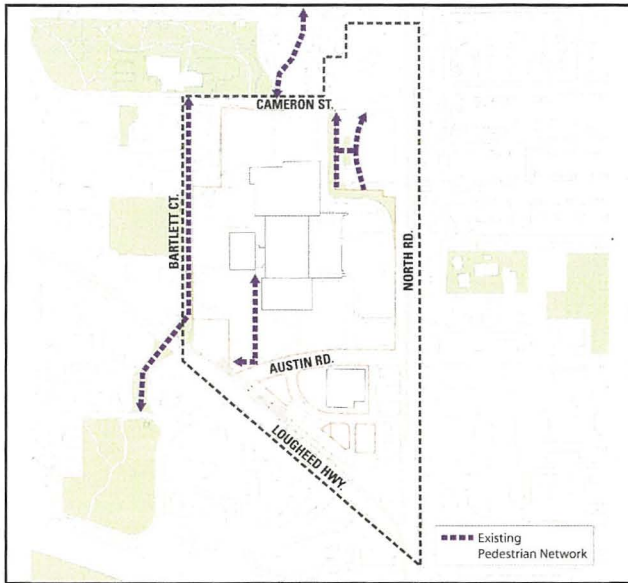
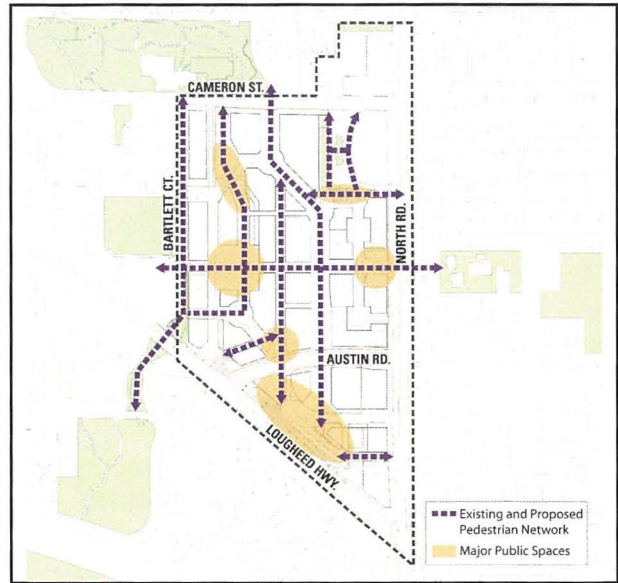


Figure 2a shows the existing pedestrian network in the Core Area. While there are several well-used pedestrian routes leading to the Core Area, the pedestrian network is incomplete and the walking environment harsh.



The concept is to provide an intricate network of pedestrian pathways connecting to and through the Core Area to ensure pedestrians are prioritized, as shown in Figure 2b. Four and a half kilometres of new pedestrian pathways and 3.5 km of upgraded sidewalks are proposed.

Figure 3: Bicycle Network

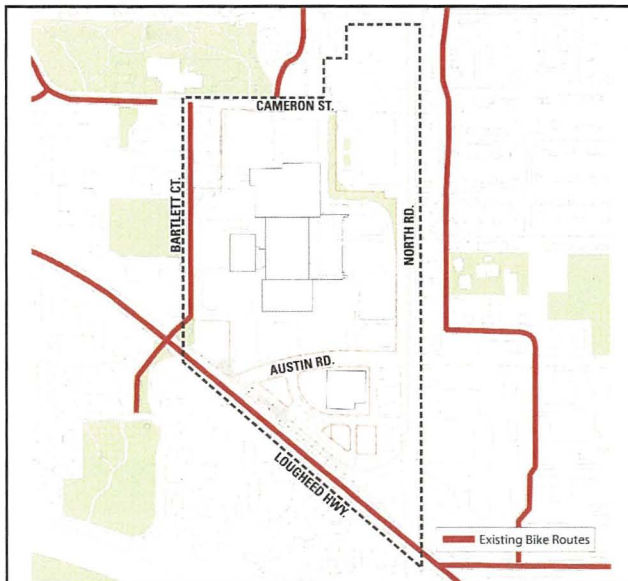


Figure 3a illustrates the existing bicycle network in the local area, which is currently an incomplete network of urban trails and bike paths.



The concept is to provide safe bicycle routes on all public roads within the Core Area, as illustrated in Figure 3b. Five kilometres of new cycling routes are proposed.

Figure 4: Transit Network

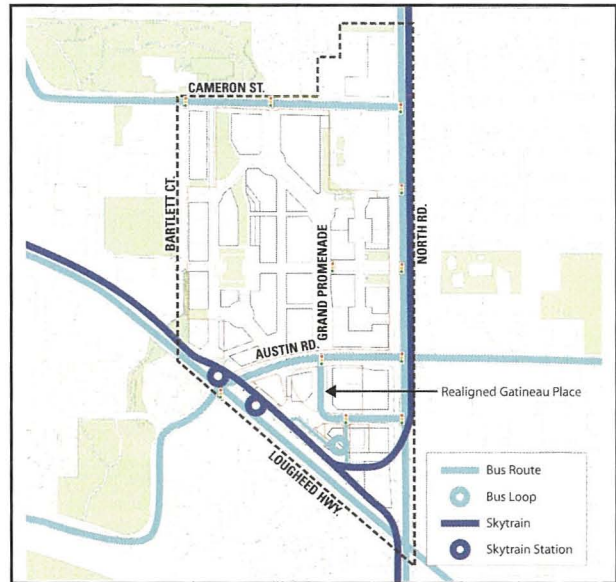
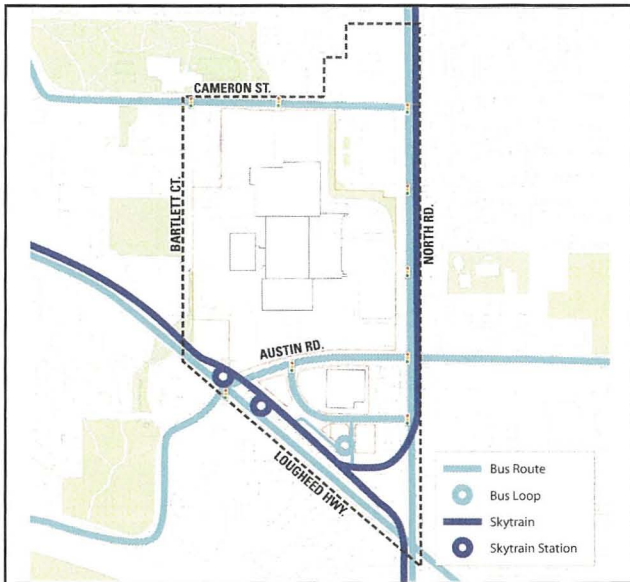


Figure 4a shows the existing transit network. The Lougheed SkyTrain station and bus exchange already form a regional transit hub, which is poised to play an even greater role with the imminent introduction of the Evergreen Line SkyTrain extension in 2016.

Figure 4b illustrates the realignment of Gatineau Place, which provides a direct connection from the Grand Promenade to the transit hub and a seamless, covered pedestrian connection between the bus exchange and the SkyTrain station.

Figure 5: Vehicular Access

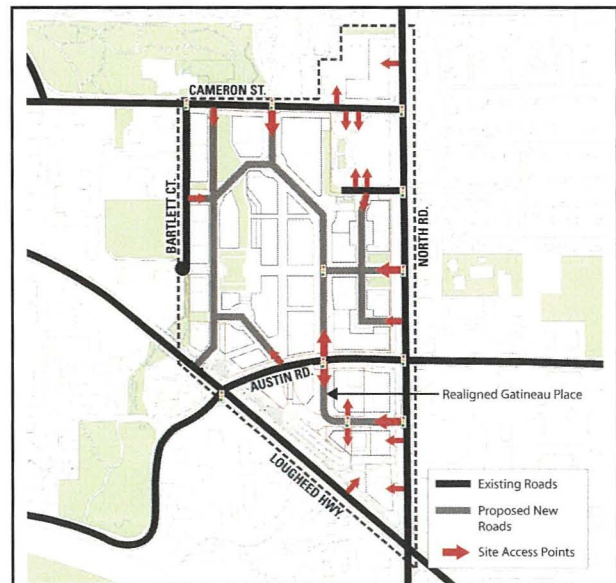
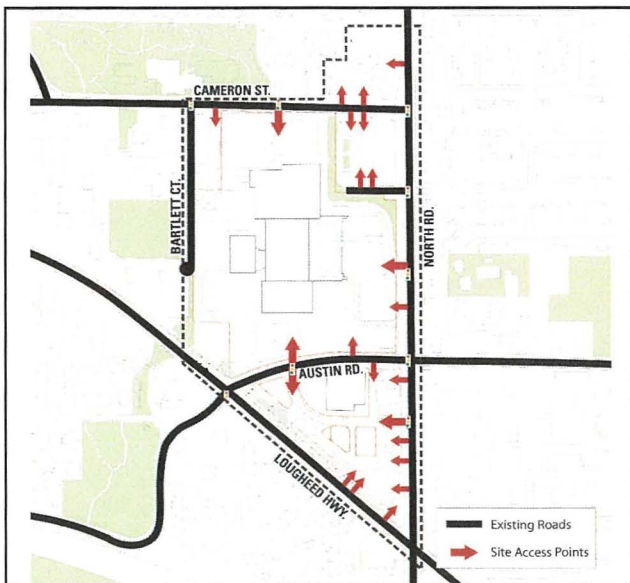


Figure 5a shows the existing vehicular network in the Core Area. The main Lougheed Mall site is accessed from Austin Road, North Road, and Cameron Street. The commercial area south of Austin Road is accessed primarily off Gatineau Place.

Figure 5b shows additional access points to the Core Area from the bounding streets and a realigned Austin / Gatineau intersection to improve traffic efficiency. The internal road network is consistent with the early concept envisioned in the 1997 Lougheed Town Centre Plan, maximizing pedestrian-only areas within the Town Centre.

Figure 6: Open Space

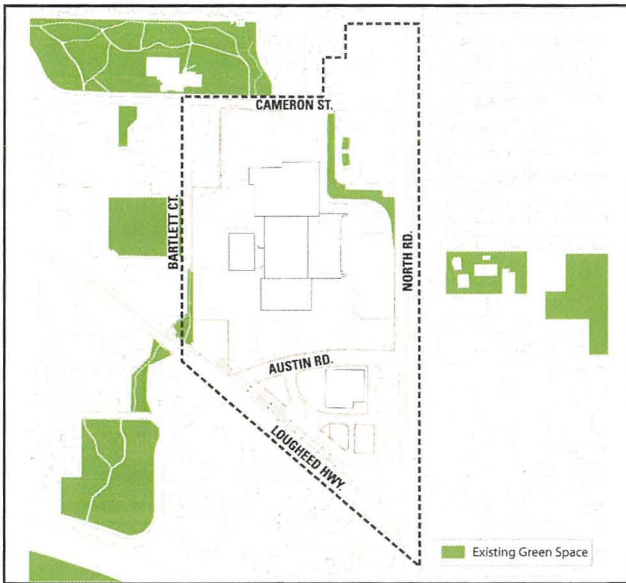


Figure 6a illustrates the limited amount of open space within the Core Area, as it is currently comprised of suburban style commercial buildings and surface parking lots.

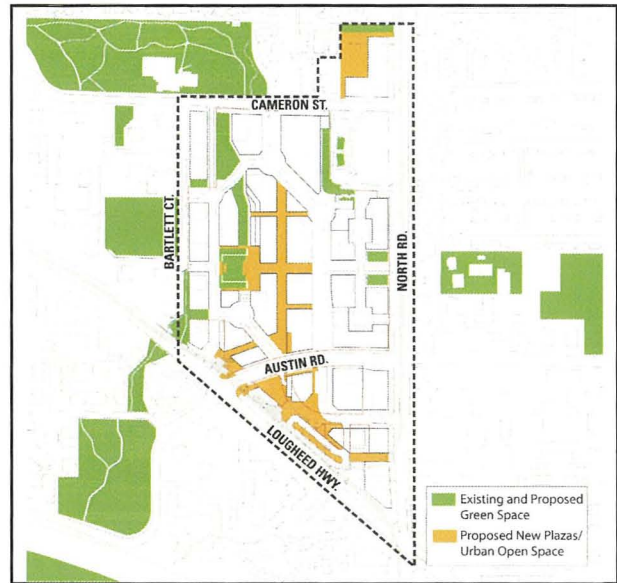


Figure 6b shows a significant improvement in the amount of open space in the re-imagined Core Area. Thirty percent of the Core Area is proposed as public open space, which will include the green park spaces and urban plazas shown here.

Figure 7: Edges and Connections

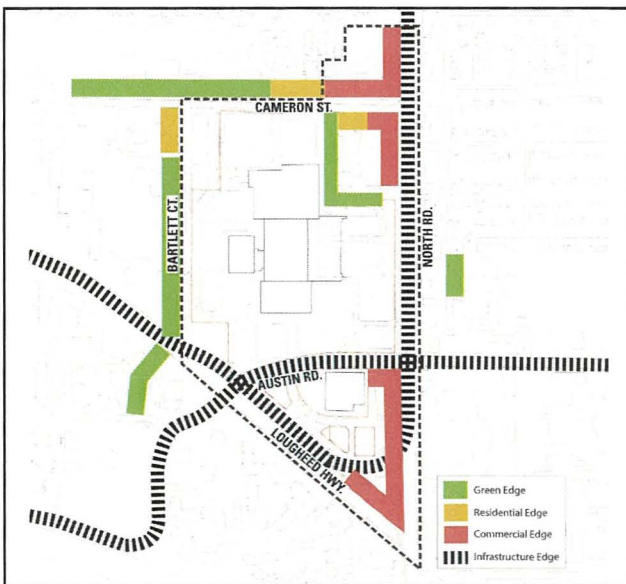


Figure 7a illustrates the existing edge conditions of the Core Area. The area is bound by two major arterial roads, the Lougheed Highway and North Road, and is bisected by a third, Austin Road. The overhead SkyTrain guideway extends along the southern and eastern edges of the area. The conditions along the western and northern boundaries are primarily green, while a more urban commercial edge frames the corner of Cameron and North Road and the southeast corner of the Core Area.

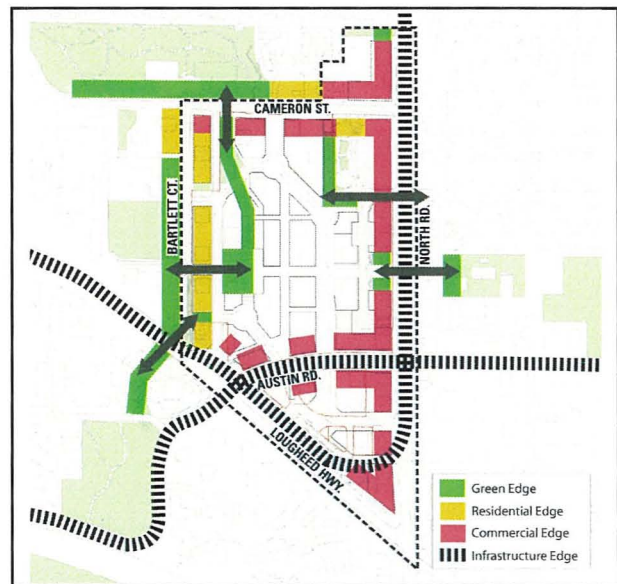


Figure 7b illustrates much stronger green connections through the Core Area. A residential only zone is proposed along Bartlett Court and a varying mixed-use edge is proposed along Cameron Street, merging with the existing commercial edge along North Road. A new commercial edge is proposed along Austin Road.

Figure 8: Core Area Precincts

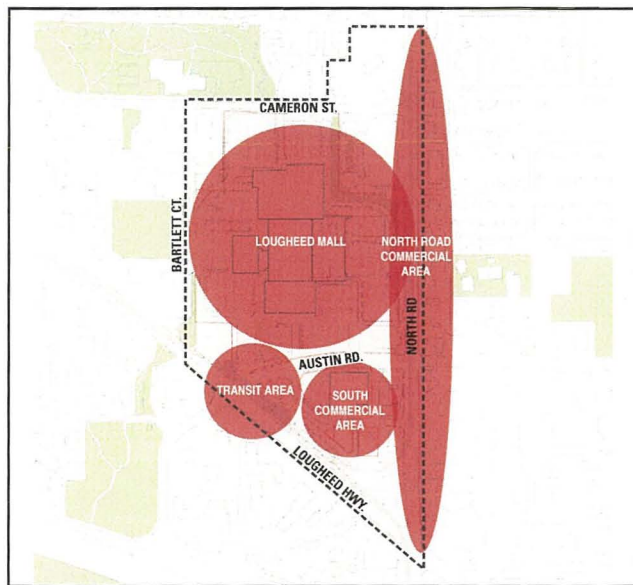
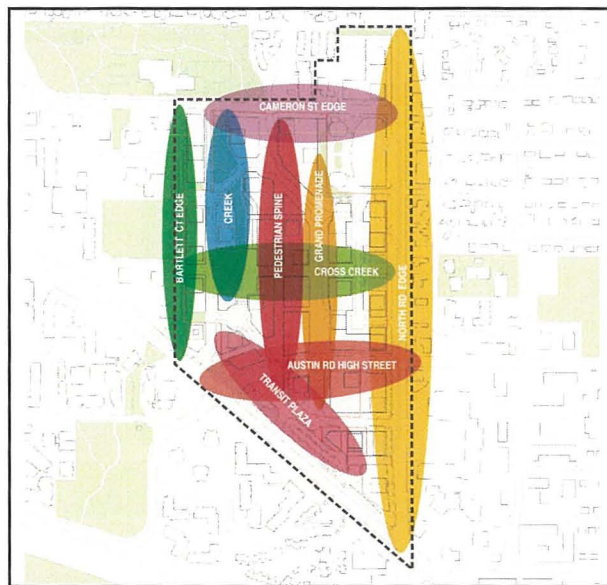


Figure 8a shows the Core Area currently consists of four main precincts: the Lougheed Mall, a transit area, a commercial area south of Austin Road, and a discontinuous commercial strip along North Road.



Various character neighbourhoods and public open spaces are envisioned in the re-imagined Core Area, as illustrated in Figure 8b. Each is distinct yet related, contributing to a rich and varied urban fabric.

3.2 Concept Plan Framework

The urban design response illustrated in the figures above forms the basis for the draft Concept Plan. Pedestrian, bicycle, transit, and vehicular networks are expanded to provide safe, direct, and convenient connections to and through the Core Area. Open space areas are expanded to provide a variety of active and contemplative gathering places in both urban and more naturalized settings. New land uses are introduced to help create distinct mixed-use neighbourhood precincts. The draft Concept Plan then takes into consideration appropriate development densities and building forms. Density, or allowable residential and commercial gross floor area, takes into consideration regional and City goals for accommodating residential and employment growth; the critical mass necessary to support retail shops and services, various housing options, and public services and infrastructure; and land use compatibility. Building form takes into consideration a building's relationship to other buildings and land uses, the street, and the public realm. The draft Concept Plan for the Core Area is detailed in the following section.

4.0 PROPOSED LOUGHEED TOWN CENTRE CORE AREA DRAFT CONCEPT PLAN

The overall draft Concept Plan for the proposed re-imagined Lougheed Core Area is illustrated in Figure 9.

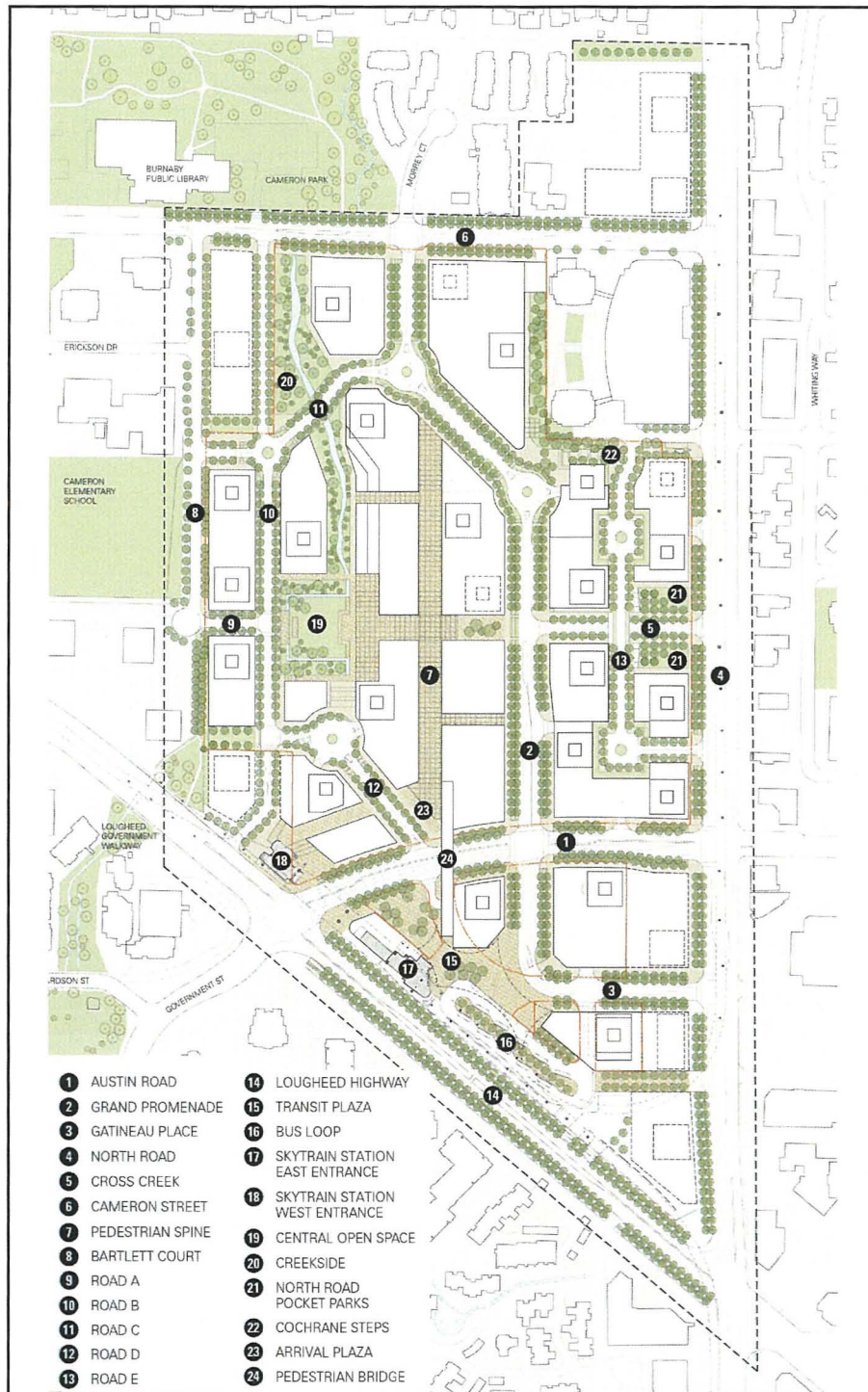


Figure 9: The overall draft Concept Plan for the Lougheed Core Area

The draft Concept Plan involves the longer term transition of a predominately car-oriented retail area with expanses of surface parking into a complete, pedestrian and transit-oriented area with a system of shopping streets and more diverse employment and service opportunities. Seven major character precincts and five major public spaces, each integrated with and accessible to

surrounding neighbourhoods and the broader Lougheed Town Centre, are proposed, as shown in Figure 10.

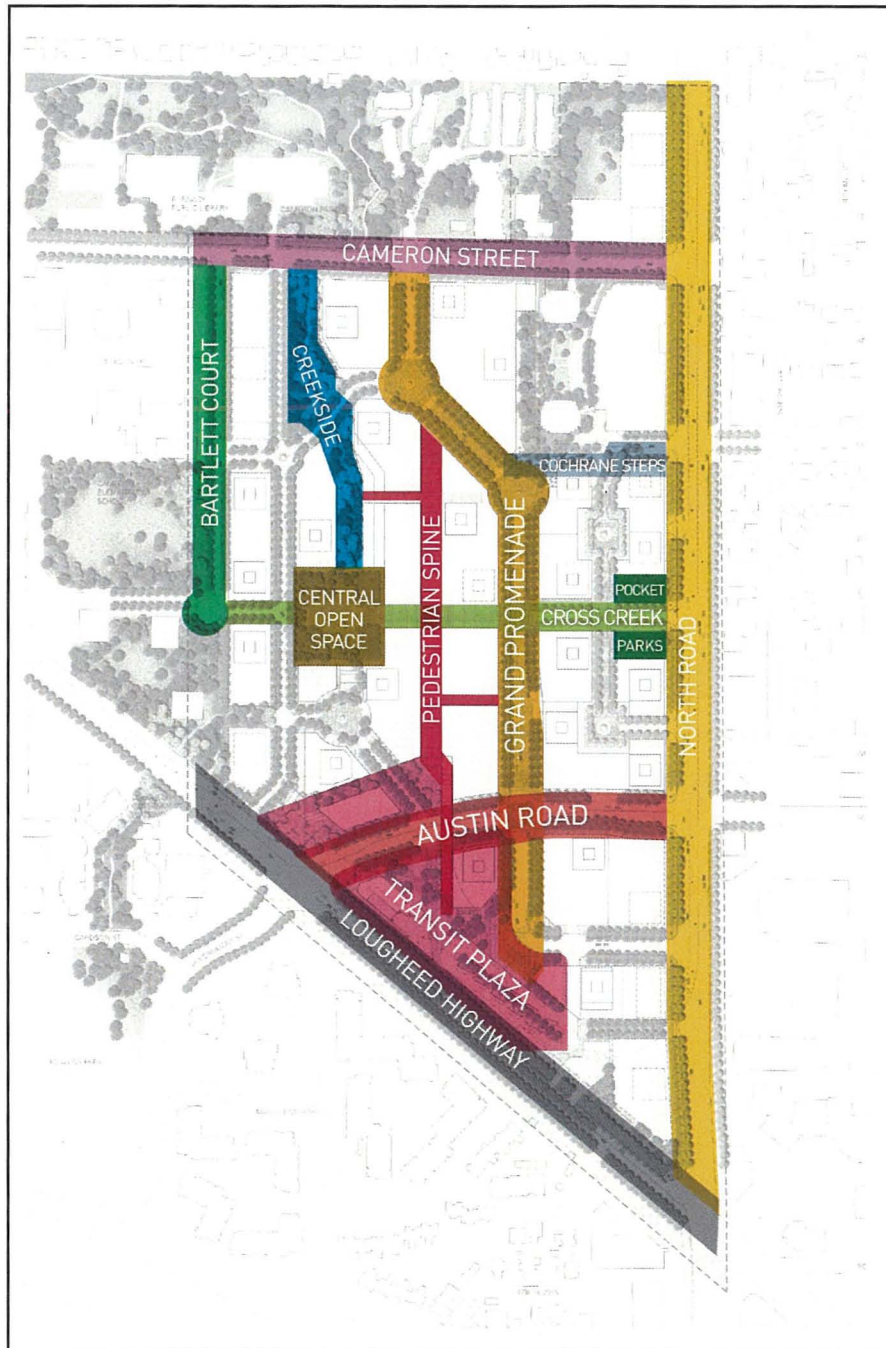


Figure 10: The draft Concept Plan for the Lougheed Core Area proposes seven major character neighbourhoods and five major public spaces.

4.1 Major Character Precincts

- 1) *Austin Road:* Located in the southern portion of the Core Area, the Austin Road precinct is a primary gateway into the Core Area and into Burnaby from those travelling from the east, from Coquitlam and beyond. It is characterized as an active, pedestrian friendly high street with generous sidewalks that spill into various public plazas, cycle tracks, ample trees and landscaping, high quality retail shops, and a public art feature at its intersection with North Road. A key feature within this precinct is an architecturally treated footbridge that spans Austin Road and connects pedestrians from the northerly neighbourhoods directly to the Transit Plaza. Land use in the Austin Road precinct includes a mix of retail, commercial, and office, with some residential. Building form and architectural expression within this precinct are high rise towers atop street wall podium buildings approximately 21.3 m (70 ft.) in height, which will frame and provide definition to the street and adjacent open spaces.

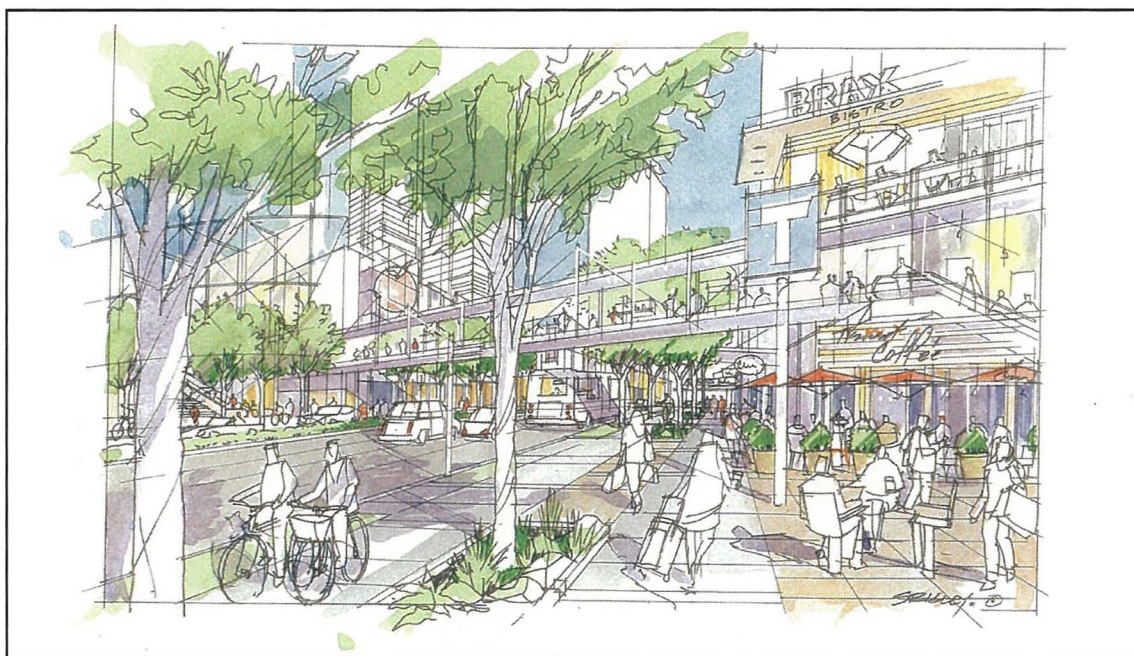


Figure 11: Austin Road is envisioned as a vibrant, pedestrian high street.

- 2) *Grand Promenade:* The Grand Promenade is the main north-south connection through the Core Area, linking Cameron Street to the north to the Transit Plaza. It is characterized as the Core Area's main outdoor shopping destination – a dynamic high street with active retail storefronts, street side cafés, wide sidewalks and cycle tracks. It is designed as a “festival street”, with opportunities for temporary and permanent programming including street festivals, farmers markets, parades, night markets, and fashion shows. Gateway features are proposed where the Grand Promenade intersects with Cameron Street and Austin Road to provide a sense of arrival into the heart of the Town Centre. Special enhanced paving materials, landscaping, and street furniture are proposed throughout the precinct to create a unique and attractive destination. South of Austin Road, the Grand Promenade continues down to the

Transit Plaza, which is defined by an iconic roof. The Grand Promenade features the highest intensity of commercial retail in the Core Area. Residential uses are also envisioned. Building forms are commercial podiums set at an average height of 19.8 m (65 ft.), with high rise residential towers above. Higher podium heights could be considered at certain strategic locations. As the Core Area's primary outdoor commercial street, architectural expression in this precinct is exciting, creative, and extroverted.

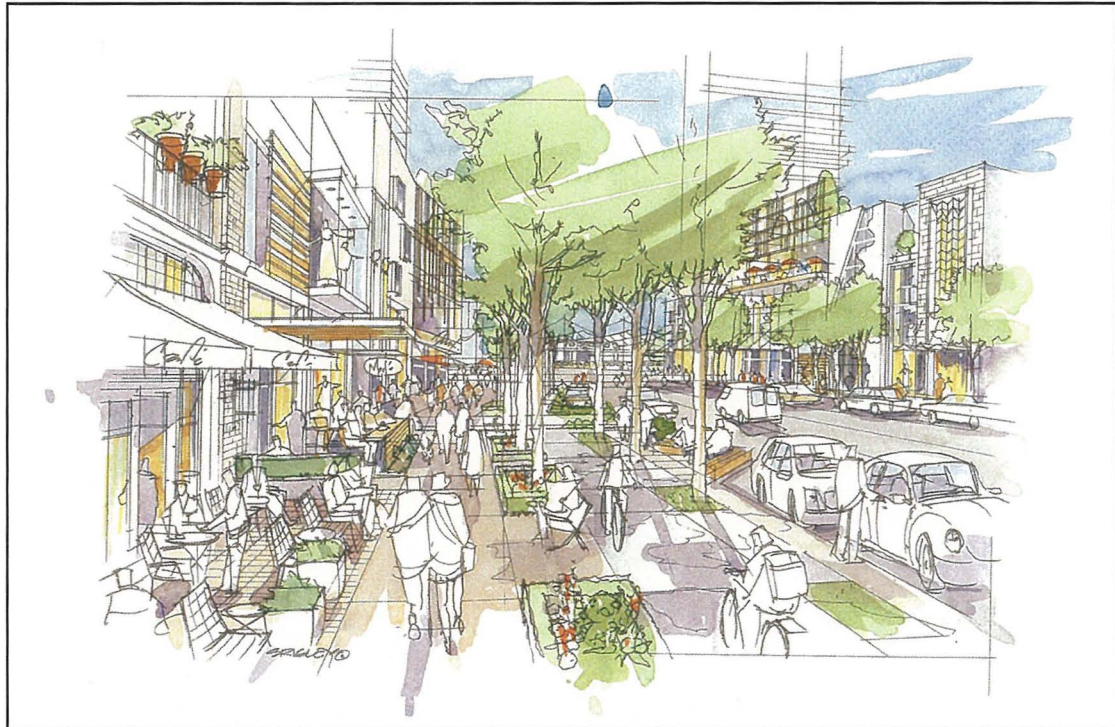


Figure 12: Designed as a “festival street”, the Grand Promenade is the Core Area’s main outdoor shopping destination.

- 3) *North Road*: The North Road precinct is located along the eastern edge of the Core Area. The concept is to establish a new ground plane related to North Road to allow the development of street fronting retail uses, as well as a new internal residential street to the west. North Road itself is envisioned as a retail street with generous sidewalks, a double row of street trees, landscaped boulevards that provide a rainwater management function, cycle tracks, and a landscaped centre median, all of which help create a safe, comfortable pedestrian environment along this busy arterial street and SkyTrain corridor. North Road’s intersection with Cross Creek forms a secondary gateway into the Core Area from the east. Land use is envisioned to include retail, residential, and public realm components, including two pocket parks at the Cross Creek gateway. Building form and architectural expression along North Road includes high commercial podiums with a typical height of 26 m (85 ft.), to help provide a strong sense of enclosure along this wide arterial, with residential high rise towers above.



Figure 13: North Road is envisioned as a retail street with generous sidewalks, a double row of street trees, landscaped boulevards, and wide cycle tracks.

- 4) *Cross Creek*: Cross Creek, the main east-west connection through the heart of the Core Area, is characterized as a pedestrian-friendly thoroughfare that celebrates the topographical conditions of the area, providing a key link from North Road down to Bartlett Court through a cascading series of public spaces. As noted above, the eastern end of Cross Creek is one of the easterly gateways into the Core Area and is flanked by two pocket parks. Cross Creek then connects to the Grand Promenade, extends to the covered Pedestrian Spine “galleria” and the Central Open Space before arriving at Bartlett Court. Land use in the Cross Creek precinct includes significant amounts of public open space as well as commercial and residential uses. Commercial podiums in this precinct are lower scale, typically 12.2 m (40 ft.), to respect their interface with the surrounding open spaces. Residential high rise towers are designed atop these base buildings.

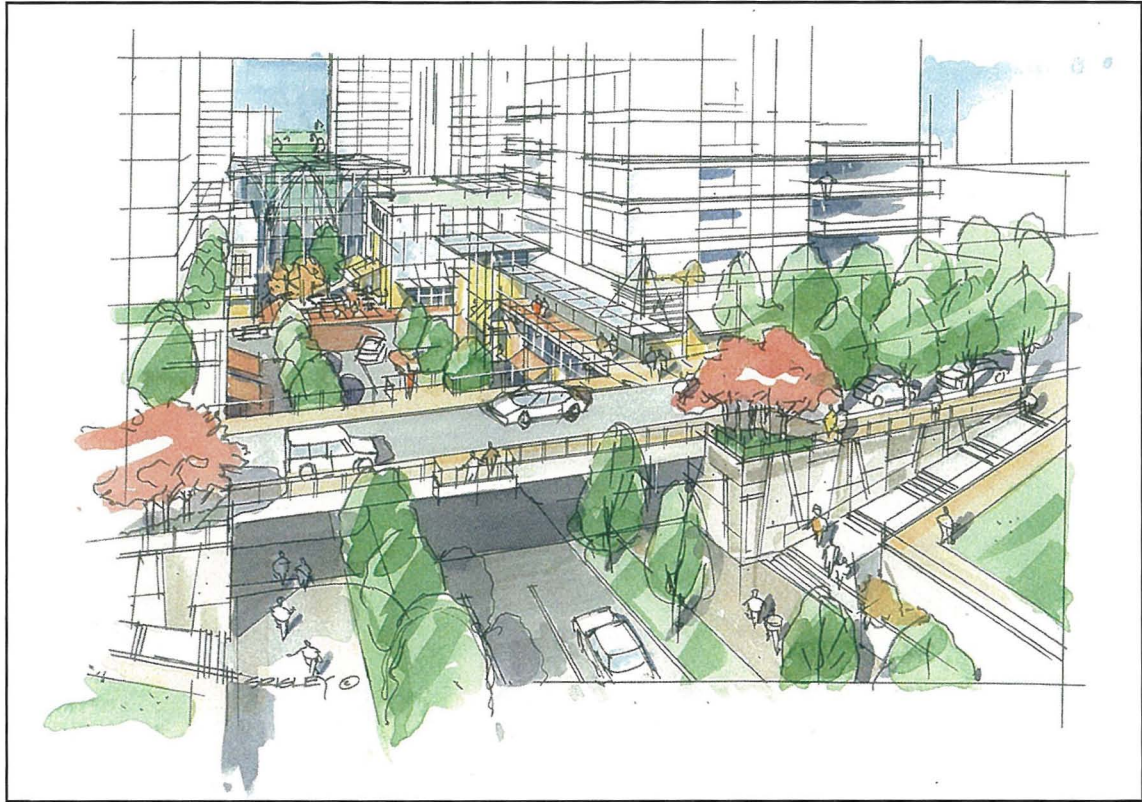


Figure 14: Cross Creek is characterized as a pedestrian-friendly thoroughfare that celebrates the topographical conditions of the area.

- 5) *Cameron Street*: Located along the northern edge of the Core Area, Cameron Street is a mixed-use precinct that serves as a transitional area between the concentrated activity in the heart of the Core Area and the existing lower scale residential development and park and public uses on the north side of Cameron Street. It is characterized by wide sidewalks, cycle tracks, landscaped boulevards, and a double row of street trees. Residential and commercial uses are envisioned along Cameron Street, including street fronting retail uses and residential townhouses to provide “eyes on the street”. Building form and architectural expression along the Cameron Street corridor are residential high rises atop commercial or townhouse podiums with a typical height of 18.3 m (60 ft.), to respect the surrounding street edge condition and Cameron Park, which is located on the north side of Cameron Street.



Figure 15: Cameron Street is envisioned as a mixed-use precinct with street fronting retail uses and residential townhouses to provide “eyes on the street”.

- 6) *Pedestrian Spine*: The Pedestrian Spine is a pedestrian-only, open air but weather protected north-south connector that links Cameron Street to the Transit Plaza via the heart of the Core Area. The Pedestrian Spine offers a variety of experiences along its 320 m length. It begins at Cameron Street as a semi-open retail “galleria” type space. It opens up as it intersects with Cross Creek and provides seamless connections to the Central Open Space and to the Grand Promenade. Further south, the Pedestrian Spine adopts a more enclosed form before crossing Austin Road via an elevated architectural footbridge, enabling a direct connection to the Transit Plaza. The Pedestrian Spine functions as the main weather-protected shopping destination in the Core Area, with a wide range of retail shops, cafés and restaurants, and other commercial uses. Residential uses are also envisioned. Building forms include different types of weather protected structures with varying degrees of openness and street wall podium buildings with a typical height of 18.3 m (60 ft.) with high rise residential towers above. The intended architectural character of the Pedestrian Spine is that of an outside city street without vehicles. Building design and architectural expression, including choice of materials, must reflect this.

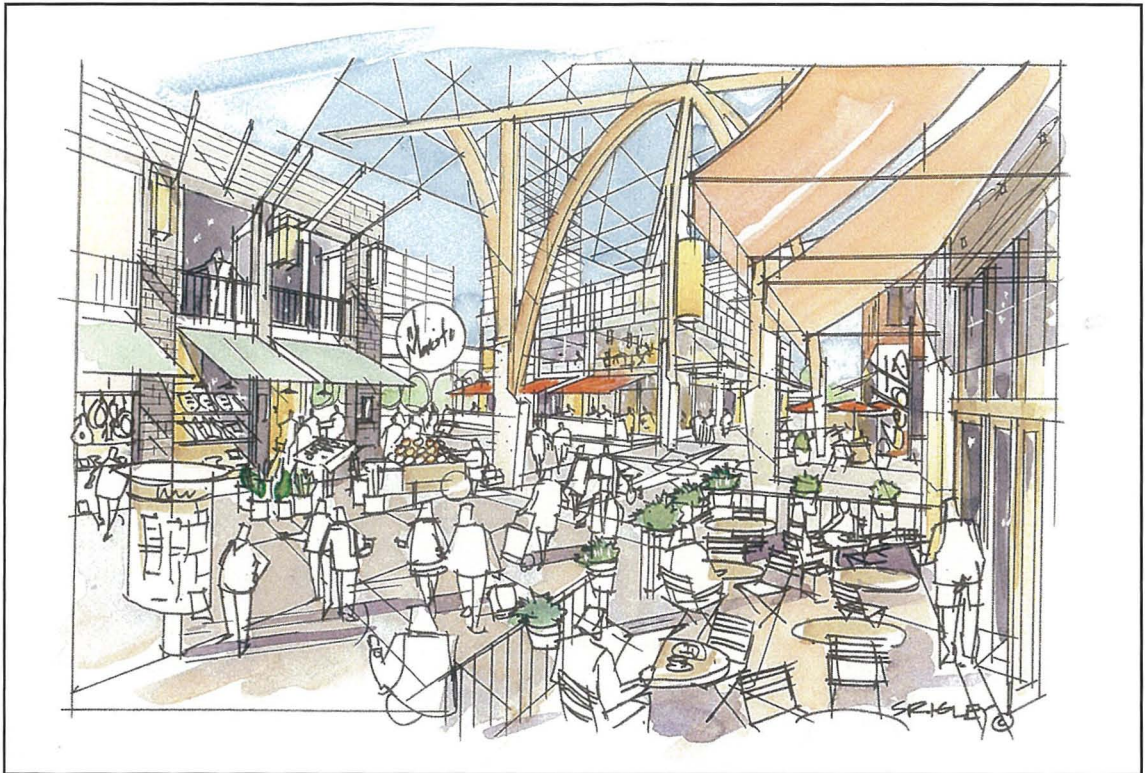


Figure 16: The Pedestrian Spine functions as the main weather-protected shopping destination in the Core Area, with a wide range of retail shops, cafés and restaurants, and other commercial uses.

- 7) *Bartlett Court*: Located along the western edge of the Core Area, the Bartlett Court precinct is primarily a residential neighbourhood that serves as a transitional area between the activity in the Core Area and the existing school, park, and residential uses to the west. Existing street trees along Bartlett Court contribute greatly to the charm and character of this street, and the public realm along this corridor is envisioned to continue to be one of a green residential street, with a narrower road width. Land use along Bartlett Court is primarily residential, with a minor retail component at the north end by Cameron Street. Building form and architectural expression along Bartlett Court include high rise residential forms atop street fronting townhomes that will provide “eyes on the street” and a neighbourly interface with Cameron Elementary School to the west.



Figure 17: Bartlett Court is envisioned to continue to be a leafy, primarily residential street, with a minor retail component at the north end by Cameron Street.

4.2 Public Realm and Public Spaces

The Concept Plan for the Core Area is based on a public realm first approach. The public realm is defined as space that is accessible to the public, both physically and/or visually and includes open space that can be used actively and passively, streets, urban trails, view corridors, landmarks and other special features (both natural and built), as well as building interface to such public spaces. The public realm comprises 30% of the Core Area. Each neighbourhood precinct within the Lougheed Town Centre Core Area is made unique by its public realm. In addition to the public realm features in each precinct, the Core Area will feature five major public spaces that will be built by the private developer. The Central Open Space will be under a form of public ownership, while the other spaces will be secured for the use and enjoyment of local, Town Centre, and Burnaby residents by means of a statutory right-of-way.

- 1) *Central Open Space*: Located in the heart of the Core Area, the Central Open Space is a ~0.65 hectare (1.6 acre) outdoor area that functions both as a civic park and as a major urban plaza. It is comprised of both active, urbanized spaces as well as more passive, naturalized areas. Large trees and formal landscaping frame the north and south sides of the Central Open Space, while a plaza on the eastern side connects seamlessly to the adjacent Pedestrian Spine. Within the plaza, a centrally located fountain punctuates the axial line of Cross Creek. Grand stairs are located at the park's southern edge and connect to the Transit Plaza. The water that flows from the

Creekside area to the north is treated within a formal element in the Central Open Space, with the water flowing within a runnel that separates the Central Open Space's lawn from the landscaping that defines its northern and southern edges. The Central Open Space is envisioned to host a number of activities including: civic celebrations such as Canada Day, seasonal celebrations, concerts, sport watching events, festivals and cultural events, community and charity focused events, small scale parades, exercise activities such as Tai Chi and dance classes, farmers markets, and night markets. The space, which could potentially accommodate some 10,000 people for special events, will be the heart of the Town Centre and a catalyst for social interaction and community building.

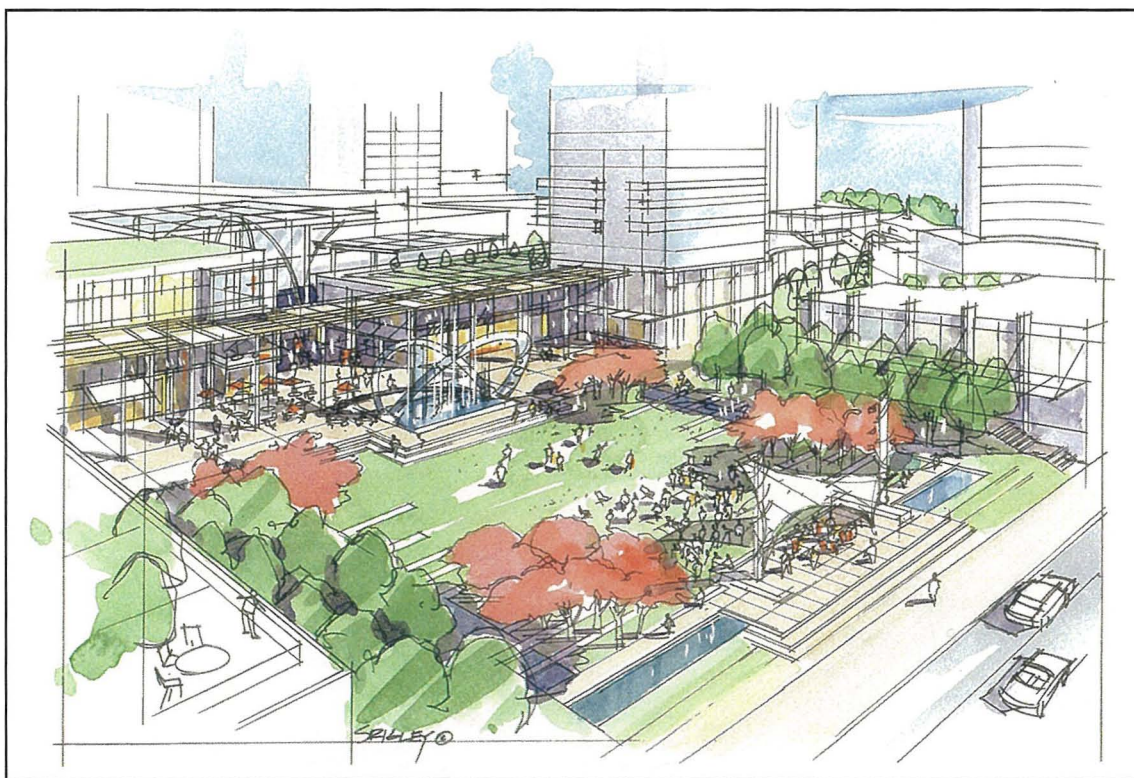


Figure 18: The Central Open Space functions both as a park and as an active, urban plaza in the heart of the Core Area.

- 2) *Transit Plaza*: The Transit Plaza, near the south end of the Core Area, functions as the main public gateway for those arriving to the Lougheed Town Centre by SkyTrain or bus. It is characterized as a lively, active, animated plaza that celebrates the prominent role of transit in the Town Centre. It is designed to facilitate movement between multiple modes of travel and towards the Pedestrian Spine and the Grand Promenade, the two main north-south corridors in the Core Area. The Transit Plaza is predominantly used as an open space. Trees and other landscaping, special paving, public art, water features, seating, lighting, and other outdoor furnishings provide wayfinding cues to guide people to their destinations and convey an atmosphere of play, energy, and fun. Retail and office uses are envisioned around the Transit Plaza

to provide convenient services for transit users and strategically located employment opportunities. Some residential uses are also envisioned in this area. A key architectural feature of the Transit Plaza is its iconic roof, which enhances the vibrant feel of the plaza, supplies weather protection for transit users, and allows use of the plaza space in all weather conditions. The roof also offers a dramatic street end view to those travelling southward along the Grand Promenade. Surrounding development is envisioned to take the form of high rise buildings atop commercial podiums that help frame the plaza.

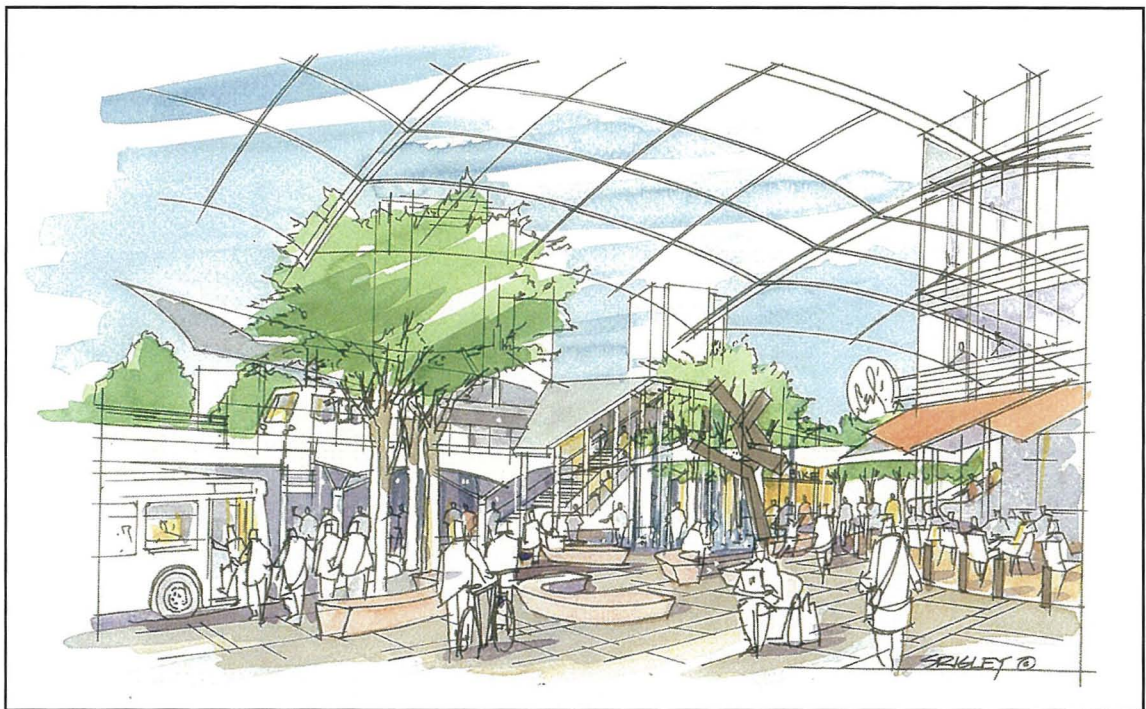


Figure 19: The Transit Plaza is characterized as a vibrant, active, animated plaza that celebrates the prominent role of transit in the Town Centre.

- 3) **Creekside:** Creekside is located in the northwest part of the Core Area. The area, which measures approximately 0.69 hectares (~1.7 acres), pays homage to a tributary to Lost Creek, a waterway that once flowed through the Lougheed Mall site but was piped during site development. While detailed investigations have revealed that there is insufficient upstream flow to allow for a daylit, natural creek, there is the opportunity to create an amenity that will support natural stormwater management and provide opportunities for environmental education and enjoyment. A linear water feature and a greenway that blends natural habitat with more manicured, park like landscape features is envisioned for Creekside. The area will function as a multi-purpose open space that helps meet local stormwater management, increases habitat values for wildlife, and provides active and passive recreation opportunities. To accommodate seasonal variations in rainfall, Creekside is designed to be appealing when the water feature is dry and when it carries water. Landscape features include: indigenous and native plants; shade trees that provide beauty and seasonal interest;

and paving, seating, and furnishings that reinforce the primarily natural character of the area, with an emphasis on rustic elements such as rough-surfaced stone and wood. Creekside also features a recreational trail along its eastern edge that connects walkers and joggers from Cameron Street to the Central Open Space and the heart of the Core Area.



Figure 20: Creekside will blend both natural habitat with more manicured, park like landscape features.

- 4) *North Road Pocket Parks*: This pair of intimately scaled, terraced pocket parks is located at the junction of Cross Creek and North Road and form a sunlit forecourt and signature gateway feature to the Core Area from the east. The parks feature open lawn and tree-shaded areas that provide opportunities for small gatherings, play, recreation, and continuous indoor-outdoor synergy between the landscape and the surrounding buildings. The parks respond graciously to the steep topography in the area. Stone retaining walls along Cross Creek allow the parks to sit atop flat terraces that are fully accessible and visible from North Road, while stairs and public elevators at the west edges of the parks provide pedestrian access from the park terrace down to Cross Creek, which connects to the Grand Promenade, Pedestrian Spine, and Central Open Space. A proposed bridge spanning Cross Creek is integrated with the west edges of the park.



Figure 21: The North Road Pocket Parks form a sunlit forecourt and signature gateway feature to the Core Area from North Road.

- 5) *Cochrane Steps*: The Cochrane Steps, which are located in the northeast portion of the Core Area adjacent the existing Northgate Village development, provide an important pedestrian access from Cochrane Avenue and North Road to the Grand Promenade and to the heart of the Town Centre. They also provide a uniquely designed, scenic vantage point that celebrates the existing escarpment character of the Lougheed Mall site. The design of the Cochrane Steps addresses the challenge of sloping topography with a set of lushly planted pedestrian terraces. A series of steps and pathways navigate an 18.3 m (60 ft.) change in elevation while also offering expansive views and informal spaces for recreation and outdoor enjoyment. The steps terminate at a plaza at the north end of the Grand Promenade, which then provides a direct connection to the north end of the Pedestrian Spine and to the Creekside area. In effect, the Cochrane Steps serve as an important connective element in the open space network while also providing a distinct open space experience. Landscape planting along the Cochrane Steps is designed to soften the visual impact of the dramatic elevation change while making the connection along the steps an enjoyable and distinct experience. Materials chosen for this area are consistent with the design of adjacent street edges to establish an elegant urban character: simple and efficient linear elements and clean geometric forms for seating, terraces, paving, and other outdoor furnishings. Public elevators in the vicinity will provide an alternate form of access from Cochrane Avenue and North Road to the Grand Promenade.



Figure 22: The Cochrane Steps provide an important pedestrian access from North Road to the Grand Promenade and to the heart of the Town Centre.

- 6) *Lougheed Highway*: While not considered an area with major redevelopment potential due to existing transit infrastructure and facilities, the Lougheed Highway, which extends along the southern edge of the Core Area, is an important transportation corridor that requires careful treatment of its public realm. The Lougheed Highway is envisioned as a comfortable, safe environment for pedestrians and cyclists, with wider sidewalks, a double row of street trees, landscaped boulevards that provide a rainwater management function, and cycle tracks. A Bike Centre, with facilities such as lockers, showers, bike parking spaces, repair and rental services, and ancillary retail services, is envisioned adjacent to the east SkyTrain station house and interfacing with the Lougheed Highway. This facility also helps convey the importance of the Lougheed Town Centre as a regional transportation hub and animates the street. An additional pedestrian crossing is proposed approximately halfway between North Road and Austin Road to further enhance pedestrian accessibility in the Town Centre, particularly for those in the existing residential neighbourhood south of the Lougheed Highway.

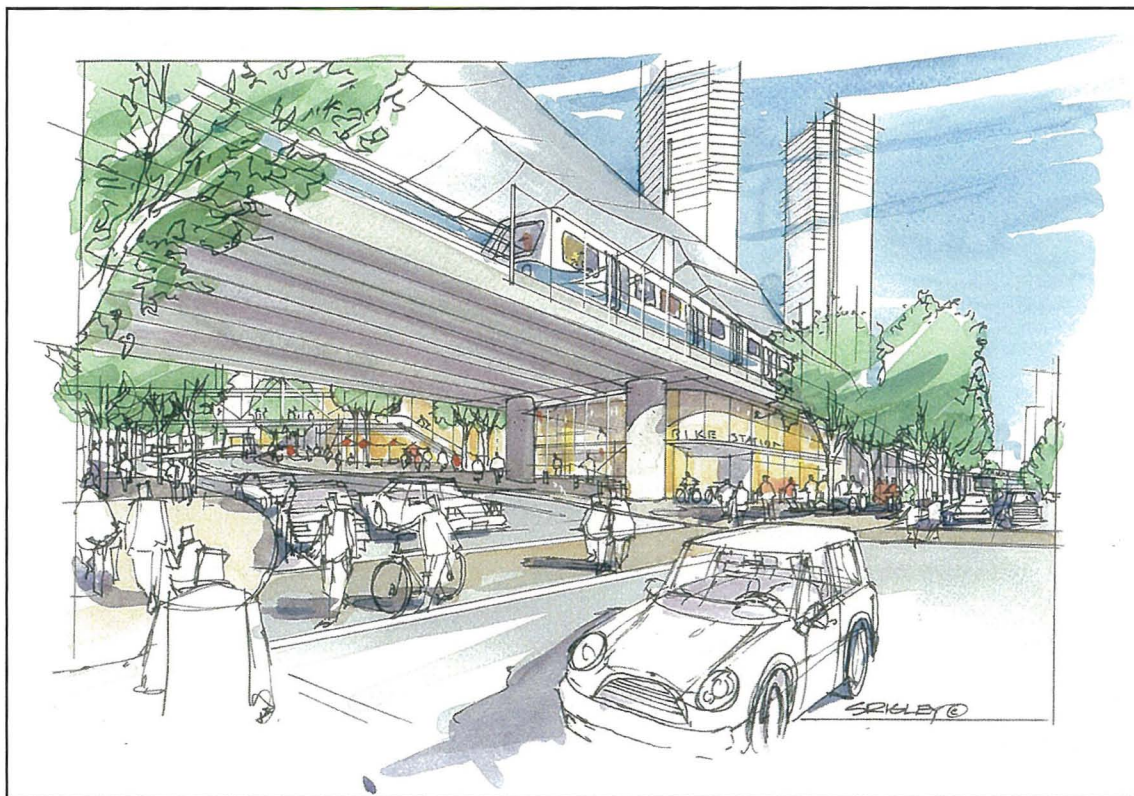


Figure 23: The Lougheed Highway is envisioned to be transformed into a comfortable, safe environment for pedestrians and cyclists, with wider sidewalks, a double row of street trees, landscaped boulevards, cycle tracks, and a Bike Centre.

In summary, the Concept Plan proposes a diverse range of neighbourhood experiences and public realm characteristics, ranging from active urban spaces to more natural, contemplative spaces. A common aspect of these public spaces, however, is their connectivity to the surrounding areas, inviting the broader community to help build and develop a truly special sense of place within the Core Area. Figure 24 illustrates public realm spaces for the Core Area.

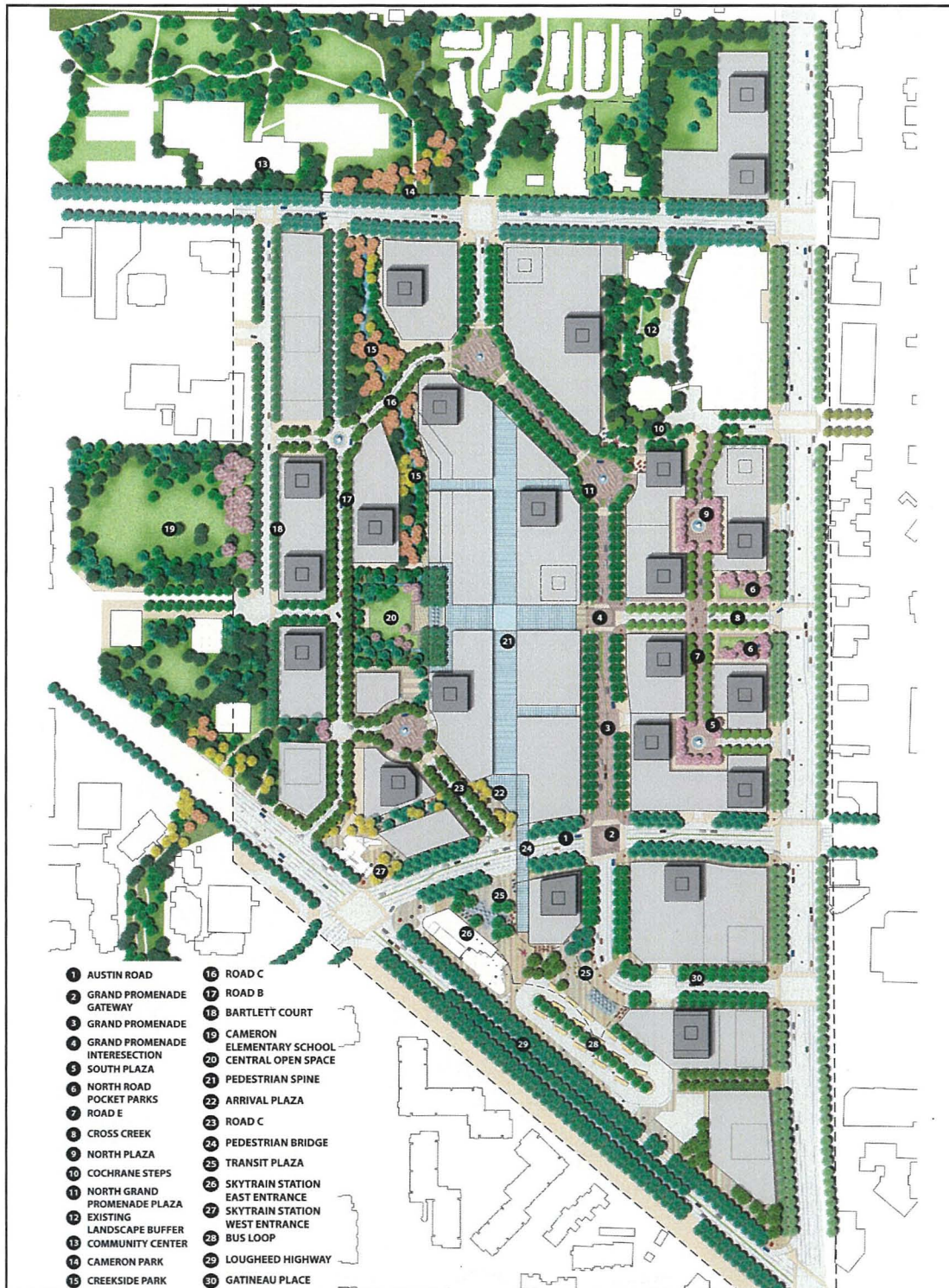


Figure 24: The public realm comprises 30% of the Core Area

4.3 Development Density and Proposed Plan Amendment

The draft Concept Plan for the Lougheed Core Area proposes an overall residential density of 5.0 FAR for all development sites, with the exception of the sites on the north side of Cameron Street, which are proposed to have a residential density of 3.6 FAR. This translates to approximately 1.13 million square metres (12.2 million square feet) of residential gross floor area in total. The Concept Plan also allows the potential for up to 6.0 FAR of commercial space in the Core Area, for a potential of 1.39 million square metres (14.9 million square feet) of retail, commercial, office, and entertainment space to support the shopping, service, and employment needs of residents within the Lougheed Town Centre and beyond. At this time, Shape Properties, the majority land owner in the Core Area, is considering in the order of 204,400 m² (2.2 million square feet) of commercial floor area, the equivalent of 1.2 FAR, for its properties. An appropriate balance of retail and office space will be sought to help ensure the creation of a wide range of job opportunities in both the service and knowledge sectors. Development around the Transit Plaza will be expected to have a significant office component. As retail and office markets and community needs are continually evolving, the Concept Plan will also be flexible and allow the consideration of additional commercial floor area through future site specific rezoning applications.

While compact building forms are proposed in order to achieve the public realm and open space features envisioned within the Concept Plan, it should be noted that density will not be distributed evenly throughout the Core Area. Up to 20% of residential density will be permitted to be transferred between development parcels. It is anticipated that higher densities and therefore higher building forms will be sited more centrally within the Core Area and closer to the SkyTrain station and bus exchange. Lower building forms would be sited around the edges of the Core Area, especially along the Bartlett Court and Cameron Street frontages, as a transition to existing surrounding neighbourhoods and to respect the surrounding street edge condition. Building forms are also scaled to ensure a strong relationship to the street and to frame various public spaces. Figure 25 illustrates the proposed distribution of building heights throughout the Core Area.



Figure 25: Taller buildings will be sited more centrally within the Core Area and closer to the SkyTrain station and bus exchange, while shorter buildings would be sited around the edges of the Core Area.

An amendment, for Council consideration, to the current adopted Lougheed Town Centre Plan is expected to arise in order to accommodate the vision and concepts presented in this report. Figure 26 identifies the proposed amendments to the plan.

Figure 26: Proposed Lougheed Town Centre Plan Amendment

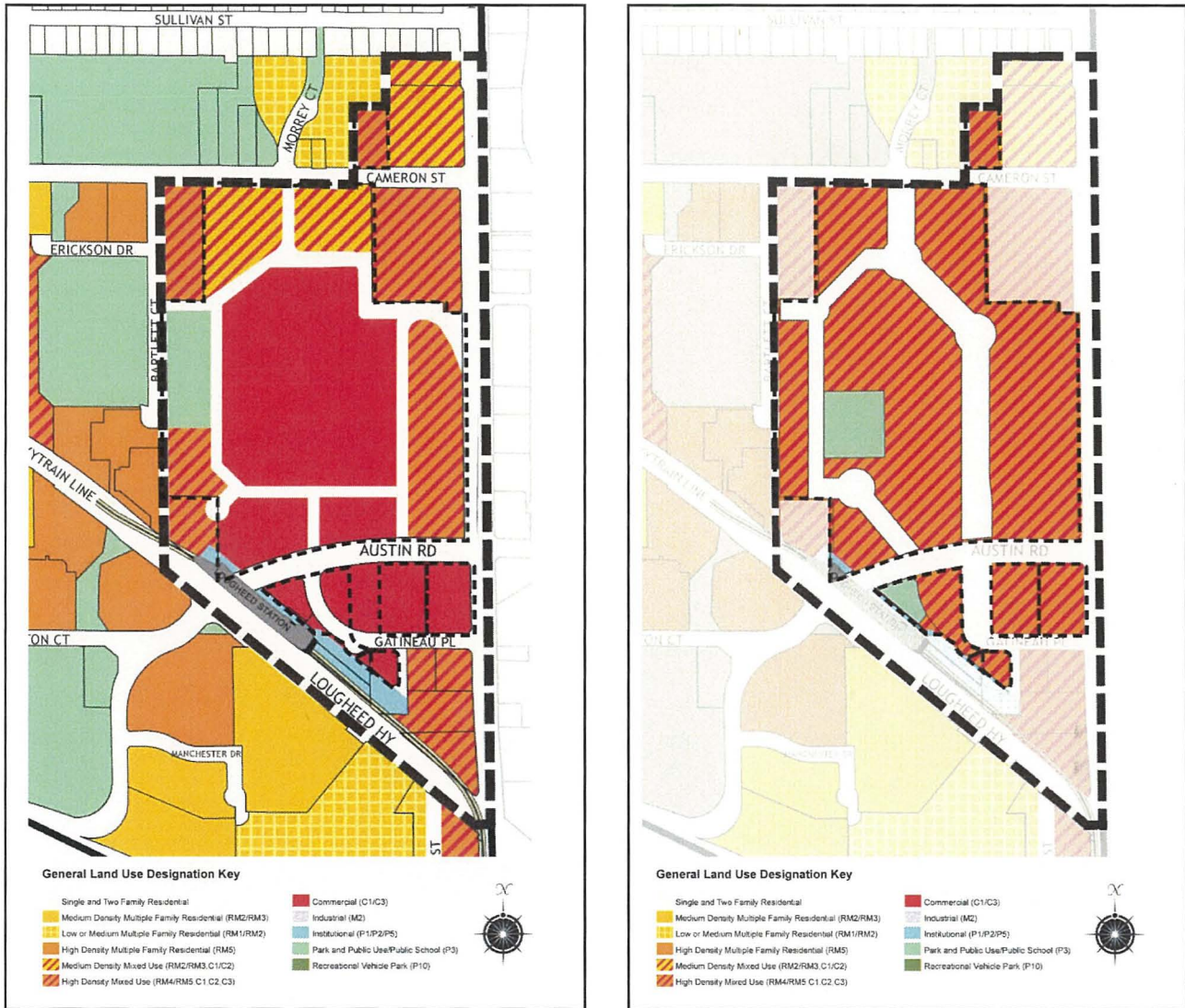


Figure 26a shows the existing land uses in the Lougheed Town Centre Core Area.

Figure 26b highlights the lands within the Lougheed Town Centre Core Area that are proposed for amendment.

4.4 Community Benefits

Numerous community benefits will be achieved through the redevelopment of the Lougheed Core Area, including the development a new ~0.65 hectare (~1.6 acre) Central Open Space, a ~0.69 hectare (~1.7 acre) Creekside park which will include a water feature, and significant public realm improvements such as the Transit Plaza, North Road Pocket Parks, and the Cochrane Steps. The Core Area will also feature 4.5 km of new pedestrian pathways, 5 km of new cycling routes, and 3.5 km of upgraded sidewalks. Community benefits will also be achieved through density bonusing and the contribution of Community Benefit Bonus Funds as each individual parcel redevelops. Benefits achieved through density bonusing may include cash

in-lieu contributions towards the future replacement of Cameron Recreation Centre (including a pool) and Cameron Library, as identified in the Council-adopted *Priority Amenity Program List* for the Lougheed Town Centre, as well as on- or off-site amenities such as non-profit office space, affordable housing, and environmental enhancements. The specific value and nature of these contributions will be determined at the time of rezoning of individual parcels, consistent with the Council-adopted Community Benefit Bonus Policy and subject to further Council consideration. The final Concept Plan will identify the general location of the future recreation centre, pool, and library.

4.5 Development Phases and Timing

Redevelopment of the Core Area is envisioned to occur over the next 30 years. Three main phases are anticipated, with the first phase at the southern end of the Core Area and progressively extending northward. Each phase of development is intended to be comprised of buildings, pedestrian pathways, cycle tracks, streets, services, and community amenities such that each phase of development is able to function independently as a neighbourhood area. Each phase of development will provide opportunity for public input through the site specific rezoning process.

4.6 Summary of Key Elements

In summary, the draft Concept Plan is anticipated to transform the Lougheed Core Area into a pedestrian and transit-oriented mixed-use centre with the following elements:

- Seven character neighbourhood precincts, each with its own character and architectural and landscape expression.
- Extensive public open space, comprising approximately 30% of the Core Area.
- Five major public open spaces, including a Central Open Space, a weather-protected Transit Plaza, and a Creekside Park, which will support a variety of events and activities and contribute towards community building.
- 4.5 km of new pedestrian pathways, 5 km of new cycling routes, and 3.5 km of upgraded sidewalks, all of which will contribute towards better connectivity to and through the Core Area.
- A “heart” for the Lougheed Town Centre that showcases economic, social, and environmental sustainability.
- Up to 1.13 million square metres (12.2 million square feet) of new residential floor area in up to 30 towers and townhouse podiums, which will provide a variety of housing options with a broad range of affordability.

- Some 204,400 m² (2.2 million square feet) of commercial floor area on Shape Properties owned land and additional commercial area on other lands, which will provide new employment opportunities, attract new business, and a provide a much broader range of shops and services for residents within the Town Centre and beyond.
- The potential for additional commercial floor area through future site specific rezoning applications in response to evolving community needs.
- Community benefits achieved through density bonusing, including cash in-lieu contributions towards the future replacement of Cameron Recreation Centre (including a pool) and Cameron Library, and on- or off-site amenities such as non-profit office space, affordable housing, and environmental enhancements.

5.0 NEXT STEPS

5.1 Public and Community Consultation

It is proposed that Committee and Council authorize staff to undertake an Open House at a local venue in the Lougheed area in mid-June 2015 to introduce the draft Concept Plan for the re-imagined Lougheed Core Area and receive public and community input. Feedback from this second Open House would further inform and guide the development of a final Concept Plan, land use framework, and related Lougheed Town Centre Plan amendments for future Council consideration.

As part of the public notification process for the Open House, it is proposed that a postcard inviting public input be mailed to property owners and occupants in the Core Area and advertised within two consecutive newspapers. It is also proposed that the materials to be presented at the Open House be made available on the City's website with an opportunity to submit comments, ideas, and issues directly through an on-line submission. The public display panels for the Open House have been prepared and will also be made available on the City's website. It is noted that, due to their size, the panels for the Open House have not been included in this report, but will be provided to Council under separate cover.

Staff would also be available to meet with individual members of the public or with community groups.

5.2 Master Plan Rezoning

As noted, input received through the second public consultation process will help further refine the Concept Plan. The eventual final Concept Plan will illustrate the overall development of the Core Area. It will also include compendium design guidelines that guide and inform each specific phase of development. Together, the final Concept Plan and design guidelines will constitute the "master plan" for the Lougheed Core Area.

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Upon completion of the master plan, staff would seek its advancement through the rezoning approval process, including a Public Hearing, to enable the Core Area's eventual redevelopment and transformation. The proposed amendments to the Lougheed Town Centre Plan would be a prerequisite condition for the master plan's approval. Once the master plan is established, each subsequent phase of development would require a parcel-specific rezoning application and Public Hearing. The Public Hearings for the master plan rezoning and the parcel-specific rezonings will provide further opportunities for public input.

6.0 CONCLUSION

The Lougheed Town Centre Core Area has strategic importance as the easterly gateway into the City of Burnaby and given its location at the confluence of two rapid transit lines and numerous bus routes. The Town Centre's designated Core Area holds great potential and is primed for change. The phased transition of this predominantly car-oriented retail area into a truly special, pedestrian and transit-oriented district with diverse housing, employment, shopping, and recreation opportunities requires a planning process that is dynamic, responsive, creative, innovative, and inclusive in its engagement of the community and public for input. The draft Concept Plan that has been developed for the Core Area not only showcases architectural excellence and exceptional urban design, but also demonstrates leadership in economic, social, and environmental sustainability and significant amenity contributions that will benefit the broader Lougheed Town Centre.

In view of the foregoing, it is recommended that Council endorse the draft Concept Plan for Lougheed Core Area, as a basis for receiving community feedback, as outlined in this report. It is further recommended that the Council authorize staff to undertake an Open House to receive public and community input on the draft Concept Plan for the Lougheed Core Area, as outlined in this report.


Lou Pelletier, Director
PLANNING AND BUILDING

KH:tn

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