
TO: CITY MANAGER **DATE:** 2016 March 2

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: REZ #15-23

SUBJECT: **REZONING REFERENCE #15-23**
LOUGHEED TOWN CENTRE CORE AREA MASTER PLAN
9850/9855 AUSTIN ROAD AND 9858/9898 GATINEAU PLACE
RESPONSE TO ISSUES RAISED AT PUBLIC HEARING

PURPOSE: To provide further information on the proposed Lougheed Town Centre Core Area Master Plan as requested at the Public Hearing for Rezoning Reference #15-23.

RECOMMENDATION:

1. **THAT** a copy of this report be sent to the applicant and to those who spoke at, or submitted correspondence to, the Public Hearing for Rezoning Reference #15-23.

REPORT

1.0 BACKGROUND

On 2016 February 23, a Public Hearing was held for Rezoning Reference #15-23. The purpose of the subject rezoning application is:

1. To establish a Master Plan that defines the general land use, form, massing, subdivision pattern, overall site servicing, development phasing, and distribution of applicable development densities for the Lougheed Town Centre Core Area; and,
2. To specifically apply the Lougheed Town Centre Core Area Master Plan guidelines to the subject site at 9850/9855 Austin Road and 9858/9898 Gatineau Place through Comprehensive Development zoning.

It is noted that no specific development proposal is being advanced in connection with the subject rezoning application.

At the Public Hearing, it was noted that 54 written submissions were received in response to the proposed bylaw amendment, including three petitions. Twenty-two delegations also appeared

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before Council, some of whom expressed concern and/or requested further information generally related to: the proposed development form as it relates to shadowing, site lines, and privacy; public services and amenities; traffic and pedestrian safety; construction activities; crime; new development and housing affordability; environmental sustainability; commercial opportunities; population growth; and project communication and public engagement. Council requested that staff prepare a report addressing the matters raised by the delegations. This report responds to Council's request.

2.0 TOPICS RAISED

2.1 Development Form

Concern was expressed regarding residential tower location and heights as they relate to shadowing, light, and sightlines.

Residential Tower Location and Heights

The conceptual residential tower heights, ranging from 10 storeys to 65 storeys, are consistent with the RM4s and RM5s Multiple-Family Residential District densities proposed for the Lougheed Town Centre Core Area (the "Core Area"). Through a detailed site planning process, City staff, Shape Properties Corp. (the subject rezoning applicant), and its consultants, together through the public consultation process, have developed a plan that preserves the greatest amount of open space, ensures proper transitions to surrounding neighbourhoods, and respects the surrounding street edge condition. The result of this work is the definition of specific tower locations and heights as illustrated in Appendix A.

Based on the Core Area's 29.1 hectare (72 acre) size and an average tower site area requirement of approximately 0.53 hectares (1.3 acres), the Core Area could theoretically support approximately 55 towers with slightly lower heights, but in bulkier, more impactful forms. This option, which was not supported through the plan development process, would have generated further impacts, such as substantially less open space, increased shadowing, greater view obstruction, and reduced separation between buildings. The proposed plan, in contrast, proposes a limit of 30 residential towers atop commercial podium buildings. "Landmark" towers are positioned at key sight lines to act as termination points and as gateways when paired. Other towers are generally sited in a north-south alignment of rows, with the base building defining street edges and open spaces. The general tower locations have also been fine-tuned to form clusters around the landmark towers so to achieve a distinct skyline, while also maintaining adequate building separation and maximizing view opportunities from each tower. The towers have also been spaced further apart around major open spaces to maximize both light penetration and views.

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With respect to height, under the proposed Plan, the tallest towers are placed near the Transit Plaza and at the intersection of Grand Promenade and Cross Creek – locations close to public transportation and with higher intensity activities. These towers are also important landmarks that symbolize arrival into the Core Area. Medium height towers are positioned at the centre of the Core Area. Tower heights further reduce towards the edges of the Core Area in order to blend into the existing development context to the west, north and east. Towers heights were further calibrated through shadow studies to ensure major public open spaces are not adversely affected, which resulted in a maximum building height being established for each of the proposed towers. Furthermore, no additional residential towers beyond the 30 proposed will be permitted under the Master Plan.

Shadowing / Light / Sightlines

As part of the extensive site planning exercise undertaken for the Core Area, strong consideration was given to limiting the shadowing effects of buildings on public spaces and adjacent land uses. As a requirement of the Master Plan, the applicant was required to submit a shadow analysis modelling the proposed building heights. By limiting the number of towers, siting the towers as shown in Appendix A, and by providing a minimum 30.5 m (100 ft.) of separation between towers, the overall shadowing effects have been minimized. Many towers are also offset or sited corner-to-corner to mitigate overlook from the windows or balconies of one building to another. This overall effort has served to maximize privacy between buildings.

Shadowing of the Central Open Space, Creekside Open Space, and Transit Plaza is transient, as is shadowing on the mixed-use development at the northeast corner of the Core Area. Shadowing effects on the Cameron Elementary School playfield and the multi-family developments to the west of Bartlett Court are limited to a brief period in the late morning during fall and winter. The brief period of shadowing across North Road is limited to periods in the late afternoon. It is also worth noting that during the fall and winter months in the Lower Mainland region, skies are typically overcast, thus shadows are not cast. During the spring and summer months, shadows are shorter and have minimal effect on adjacent land uses. Additionally, it should be noted that the two pocket parks along North Road were purposefully sited and designed to provide additional solar access to North Road. In summary, the placement of towers as shown in Appendix A not only maximizes open space in the Core Area, but also benefits visual permeability. The specific location of towers also maximizes sightlines from each tower.

Overall, within this urban setting, the Master Plan has taken into consideration issues of building height and massing, shadowing, sightlines, and privacy separation. Through future site specific rezoning applications, there will be further opportunity to explore detailed architectural solutions that will increase actual or perceived tower separation and further enhance privacy, such as through non-parallel walls, tapering or curved tower forms, offsetting balconies and principal windows, and balcony screens.

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2.2 Public Services and Amenities

A concern was raised regarding the capacity of local schools. Questions were also raised about the provision of open space and community amenities

School Capacity

With regard to the capacity and expansion of local schools relating to the projected population growth within the Lougheed Town Centre, the City works closely with the Burnaby School District to project future population growth and its relationship to school enrolment and the provision of new public school facilities. Planning for school needs, which is a Provincial and School District responsibility, is set within an overall context of a relatively stable total school age population demographic. The relative stability of Burnaby's student age population has meant that the City and School District have not had significant challenges in meeting school needs. As such, current and anticipated near term growth within the Town Center is expected to be accommodated within the existing or potential capacity of district school sites including Cameron Elementary School, Lyndhurst Elementary School, Stoney Creek Community School, and Burnaby Mountain Secondary School. The School District, through Provincial approvals, also manages capital upgrade and replacement programs, which provides the opportunity to upgrade and increase the capacity of facilities to meet the growth of the school population, as needed.

Open Space and Community Amenities

The Master Plan for the Core Area is based on a public realm first approach, with open space being at the core of the concept and comprising 30% of the Core Area. Five public open spaces in both urbanized and more natural settings are proposed: a 0.65 hectare (1.6 acre) Central Open Space that will support activities such as civic celebrations, community gatherings, exercise activities, and farmers markets; a 0.69 hectare (1.7 acre) Creekside Open Space that will have a water feature and recreational trail; a Transit Plaza with trees and other landscaping, public art, water features, and seating; the North Road Pocket Parks, which will provide space for smaller gatherings; and the Cochrane Steps, an important connective element in the open space network that also provides informal space for recreation and outdoor enjoyment. These community gathering places will be designed and programmable for daytime and nighttime uses, multi-seasons, and all weather conditions. These spaces will be complemented by 4.5 km of new pedestrian pathways, 5 km of new cycling routes, and 3.5 km of upgraded sidewalks, all of which will be planted with trees and other landscaping.

Regarding community amenities in the Core Area, it is anticipated that all development sites will achieve their full residential development potential, which requires the contribution of Community Benefit Bonus Funds as each individual parcel redevelops. Benefits achieved through density bonusing provide for cash in-lieu contributions towards major civic amenities.

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The Council-adopted Priority Amenity Program List for the Lougheed Town Centre includes a new community centre, pool, and library, and the existing Cameron Park site has been identified as the location for these future public facilities. Other benefits that can be achieved through density bonusing can include non-profit office space and other Council-approved amenities. The specific value and nature of the cash in-lieu contributions or community amenity 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.

2.3 Traffic and Pedestrian Safety

Concerns were expressed regarding the impact of Core Area development on traffic and pedestrian safety.

Area Traffic

As a requirement of the Master Plan concept, a traffic consultant prepared a comprehensive Transportation Master Plan (TMP) for the Core Area. The TMP notes that given the Core Area's density and mix of land uses, the proposed improvements to pedestrian and cycling facilities along bounding streets and through the site, and the availability of SkyTrain and bus service, the mode split of users will shift toward a larger proportion of pedestrians, cyclists, and transit users. To support alternate modes of transportation, individual residential developments within the Core Area will be required to pursue Transportation Demand Management (TDM) strategies, including the provision of transit pass subsidies, car share programs, and additional bicycle parking. Residential parking spaces will be provided in accordance with the adopted Burnaby Zoning Bylaw requirement of 1.1 spaces per unit. Shape Properties has also committed to establishing a monitoring program to gauge the effectiveness of the TDM strategies employed and to collect data that could support potential future adjustments to the TDM program and parking supply rates. All required parking spaces, both residential and commercial, will be accommodated underground.

The TMP includes a detailed site access plan (see Appendix B), which proposes that vehicle traffic generated by redevelopment within the Core Area be distributed across 12 major site access points. Austin & Grand Boulevard, North Road & Gatineau Place, North Road & Cross Creek, and Cameron & Grand Promenade will be the Core Area's primary access points. Secondary but important access points in distributing traffic through the network will be Cameron Street & Bartlett Court, Gatineau Place & the Bus Exchange Access Road, Road D & Austin, as well as Lougheed Highway & Road B. There will be internal circulation roadways providing connections to the primary site access points on Cameron Street, North Road, and Austin Road. Secondary but important site access points will also be provided to Bartlett Court and Lougheed Highway. On the west side of the Core Area, a new right-in/out access to Lougheed Highway is proposed, which will reduce traffic impacts on Austin Road, Cameron Street and Bell Avenue.

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The City's Transportation Planning and Traffic Engineering Divisions have reviewed the TMP and concur with its overall finding that the proposed TDM strategies and the proposed improvements to pedestrian and cycling facilities, transit access, site access, and the local street network will appropriately support desired movements by all modes within the Core Area. It is also emphasized that as no specific development rights are being sought as part of the Master Plan, further more detailed traffic impact analyses will be required with each future site specific rezoning application. As development in the Core Area will be phased over a 30+ year timeframe, this will allow, on an ongoing basis, further review and refinement of the transportation system to respond to future needs and considerations.

Pedestrian Safety

A concern was raised regarding pedestrian safety around the Cameron Elementary School Area.

Core Area redevelopment will include 4.5 km of new pedestrian pathways and 3.5 km of upgraded sidewalks, which will help improve pedestrian safety. Cameron Street will be upgraded to include 2.2 m (7.2 ft.) wide pedestrian sidewalks, separated from the roadway by a 2.6 m (8.5 ft.) rainwater management amenity, a 2.1 m (6.9 ft.) bicycle path, and a 1.5 m (4.9 ft.) front boulevard with street trees and street lighting. The pedestrian realm on the east side of Bartlett Court will also be improved to include an additional 1.2 m (3.9 ft.) wide pedestrian walkway and landscaping on adjacent development sites. Furthermore, to minimize vehicular movement on Bartlett Court, the two development sites on the east side of Bartlett Court will be primarily accessed from Road B internal to the Core Area, as shown in Appendix B, with secondary residential-only access accommodated from Bartlett Court.

As noted above, applicants will be required to provide more detailed traffic impact analyses with each future site specific rezoning application. If any recommendations for pedestrian safety measures are raised in these studies, they would be pursued concurrently with that phase of development, as appropriate. Any specific concerns that arise in future can also be addressed through further review and necessary safety enhancements by the City's Engineering Department.

2.4 Construction Activities

Concerns were expressed regarding the impact of construction activities on residents and businesses.

It is recognized that during the construction phase of any development, there will be a need to manage impacts to surrounding areas, including issues related to traffic, noise, and dust. Staff will work with applicants and their consultants to minimize any disruption to adjacent streets, residents, and businesses.

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To mitigate potential traffic impacts, applicants will be required to submit a construction access plan to the Engineering Department prior to commencement of construction. The plan would address construction access locations, materials delivery locations and timing, and specific requests for construction related road closures. As an overarching principle, applicants will be requested to accommodate construction traffic and materials delivery on the development site itself, wherever possible. Furthermore, contractors and trades will be encouraged to use transit to access the site, and applicants will also be required to secure sufficient off-street parking for contractors and trades so that parking on City streets is not necessary. Applicants will also be encouraged to work with local businesses to develop wayfinding and other strategies to help mitigate the impact of construction activities on the access to and visibility of businesses.

To mitigate dust, applicants are required to submit a sediment control plan to the Engineering Department prior to issuance of a building permit to ensure that dust and other sediment control matters are properly managed.

Finally, with respect to noise, any construction and vehicle noise originating from a development site must abide by the Burnaby Noise Bylaw. The bylaw limits construction activity to 7:00 am to 8:00 pm from Monday to Friday, and 9:00 am to 8:00 pm on Saturdays. The Bylaw also limits the level of noise emanating from construction sites to 85 dBAs.

2.5 Crime

A suggestion was made that a study be conducted on crime as it relates to higher density development.

Staff and RCMP are not aware of evidence that suggests that higher density development, such as that proposed for the Lougheed Core Area, leads to higher crime rates. The RCMP does not anticipate Core Area redevelopment to be a catalyst for crime. The Master Plan includes a compendium set of architectural and landscape design guidelines which have been informed by Crime Prevention Through Environmental Design (CPTED) principles. Public and private spaces are to be adequately delineated, sightlines are to be well maintained, and the area is to be well-lit. Most importantly, additional residential uses to the Core Area result in “eyes on the street” outside of commercial hours, providing a sense of comfort and safety for residents and visitors. Given the foregoing, staff believe the proposed Master Plan will have a positive, not negative, impact on crime in the area.

2.6 New Development and Housing Affordability

A comment was made expressing concern about new development in the area and the affordability of the new housing stock.

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Numerous benefits will be achieved through the redevelopment of the Lougheed Core Area, including new residential units to meet the growing housing needs of the City and the region, significant open space and public realm improvements, new civic amenities, and a much broader range of commercial shops and services and employment opportunities. Commercial space will be designed to support both large format businesses as well as smaller local enterprises. Smaller-scale commercial activities will also be supported by providing live-work opportunities in some residential units, flex office spaces that can be adapted or modified for other uses over time, and space for activities such as farmers' markets and craft fairs. This commercial space will accommodate independent local businesses, and other new businesses choosing to locate in the area.

The Core Area is envisioned as an inclusive community with a variety of home ownership and rental choices, including the potential for non-market housing through partnerships with senior government. Each site specific rezoning application will provide opportunity to review, in detail, housing type, tenure, affordability, unit sizes, and unit mix. Additionally, the City has in place policies and practices to encourage development of affordable housing, such fast-tracking applications, grants from the City's Housing Fund, and reduced parking standards.

Overall, the proposed Master Plan is anticipated to have a positive impact on the broader community and to contribute additional and more affordable housing options.

2.7 Environmental Sustainability

A request was made that new development in the Core Area be environmentally friendly.

The Lougheed Core Area embodies an environmentally sustainable approach through its high densities, mix of uses, transit-oriented design, support for alternative modes of transportation, naturalized green spaces, and green building principles. The Core Area is anticipated to achieve a Leadership in Energy and Environmental Design Neighbourhood Development (LEED ND) Gold rating or equivalency. Sustainable design will be pursued in the areas of energy and air quality, green space, water, and solid waste through a comprehensive set of strategies and considerations, including: reduced per capita greenhouse gas emissions through sustainable transportation options, reduced energy demands, and the potential for renewable energy systems; the development of green spaces with habitat and ecological value, such as community gardens and rooftop urban farms; measures to reduce off-site impacts of stormwater, such as rain gardens and green roofs; and measures to reduce the amount of solid waste sent to the landfill, such as distributing recycling collection facilities through the Core Area and using construction waste best management practices in all demolition and construction activities.

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2.8 Commercial Opportunities

Comments were made requesting that new development in the Core Area include a variety of commercial opportunities, including cultural and entertainment facilities.

The Core Area is envisioned as a mixed commercial and residential community, with each individual development site comprised of a commercial podium with one or more residential buildings above. The Master Plan is expected to generate at least 292,700 m² (3.15 million sq.ft.) of commercial space. C3 General Commercial District zoning will apply to the majority of the commercial spaces in the Core Area, which will provide opportunity for a broad range of businesses in the area, including cultural and entertainment uses such as theatres, galleries, studios, and specialized recreation facilities. A well-balanced mix of complementary commercial activities is envisioned, and space will be designed and programmed to support both large and small businesses. As retail and office markets and community needs are continually evolving, the Master Plan will also be flexible and allow the consideration of additional commercial floor area through future site specific rezoning applications.

2.9 Population Growth

A request was made that the City conduct studies on population growth.

The City ensures proper management of growth and development by preparing land use plans, bylaws, and policies, and by managing development approval processes that are consistent with the approved plans, bylaws, and policies. As part of this work, census data is continually collected and analysed and trends identified.

As articulated in the Burnaby's Official Community Plan, the City's approach to growth management is to continue to accommodate a significant portion of the city's population and job growth in its four designated Town Centres, which includes the Lougheed Town Centre. This approach 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%) and for agricultural 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.

In summary, the proposed Master Plan and related community plan amendment are consistent with policy and land use directions set for the City through the Burnaby Official Community

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Plan, the currently adopted Lougheed Town Centre Plan, the City's Regional Context Statement, and the adopted Metro Vancouver Regional Growth Strategy.

2.10 Project Communication and Public Engagement

Concern was expressed regarding the availability and timing of project communication and notification materials.

The Master Planning process included a robust communications and public engagement program to gain a sense of community perspectives, values, goals, and ideas. The City's communications and public engagement process completed over a 2 year period included the following:

- **Webpage:** A dedicated public webpage was created in February 2014 to provide access to relevant resources and information. The page has been continually maintained and updated. Detailed information, including the Master Plan document, is available to the public on the City webpage: www.burnaby.ca/lougheed
- **Community Open Houses:** Community open houses on the Master Plan concepts were held in February 2014 (preliminary concepts) and June 2015 (detailed concepts). Two full-day "preview sessions" were also held in February 2016 for the public to view the final draft of the Master Plan, ask questions, and provide feedback prior to Council's formal Public Hearing.
- **Survey (Online and Hardcopy):** Two public opinion surveys seeking formal written input on the Master Plan were created. The surveys were distributed at the two open houses and posted on the project webpage.
- **Direct Mail:** Brochures and information postcards were sent to one thousand property owners and occupants in the Core Area in February 2014, June 2015, and February 2016 advertising the open houses and "preview sessions".
- **Traditional Media:** To generate interest and to invite feedback from the broader community, newspaper advertisements were published in the Burnaby Now and Burnaby Newsleader (circulation of 49,000 and 60,000 respectively) and an article was published in InfoBurnaby, a newsletter that is distributed to 94,000 households and businesses.
- **Public Hearing Notification:** In accordance with legislative requirements and City policy, the 2016 February 23 Public Hearing was advertised by posting seven notification signs around the perimeter of the subject site, placing two notices in the local newspaper, and sending notification letters to all property owners and occupants within 30 m of the subject site.

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3.0 CONCLUSION

This report has been prepared in response to matters raised at the Public Hearing held for Rezoning Reference #15-23, which include: proposed development form as it relates to shadowing, site lines, and privacy; public services and amenities; traffic and pedestrian safety; construction activities; crime; new development and housing affordability; environmental sustainability; commercial opportunities; population growth; and project communication and public engagement. These items have been considered and addressed in the Master Plan. It is noted that this Master Plan does not grant any specific development rights. Any development proposal within the Core Area will require a site specific rezoning application, which will provide further opportunity for the public to comment through future Public Hearing processes.

It is recommended that a copy of this report be sent to the applicant and to individuals presenting to the Public Hearing for Rezoning Reference #15-23.

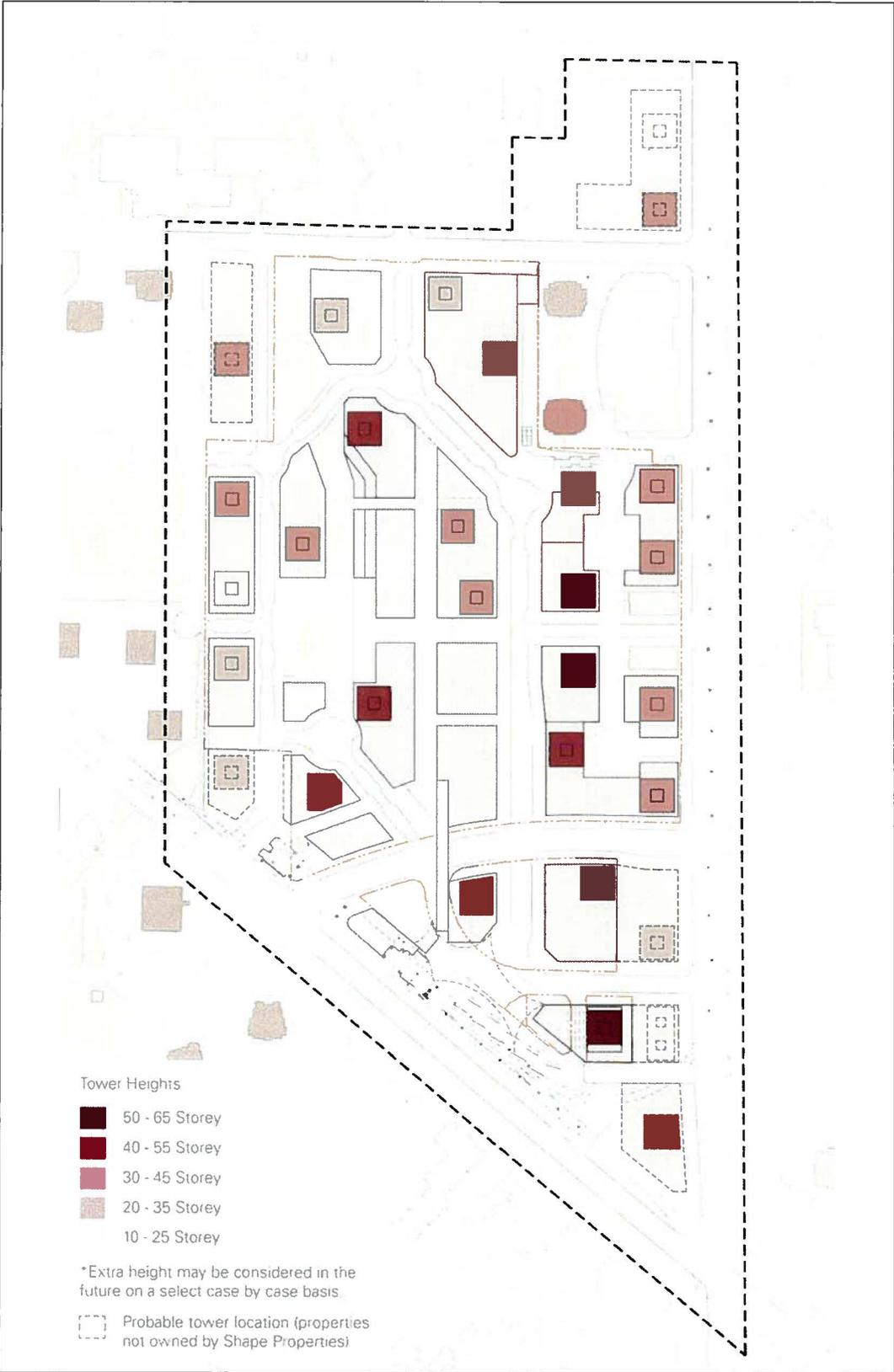

Lou Pelletier, Director
PLANNING AND BUILDING

KH:

Attachments

cc: City Clerk
Director Engineering
Director Finance

Appendix A: Tower Height and Location



Appendix B: Site Access Plan

