



Promenade Centre Secondary Plan Study

Case Studies and Best Practices Review

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1. Introduction

The Case Studies and Best Practices Review (the Review) has been prepared as a background document to inform the Promenade Centre Secondary Plan Study (the Study). The Secondary Plan will establish a planning framework that will guide future development of the Study Area. The Study Area (see Figure 1) currently includes the Promenade Mall Lands, high-rise residential, commercial, and institutional buildings, a woodlot, a public park, and the Promenade Transit Terminal, which is served by York Region Transit, and Toronto Transit Commission bus routes.

The purpose of the Review is to explore best practices, emerging trends, and development principles that can be inferred from past, current and on-going major shopping centre redevelopments across North America and Australia. The Review identifies urban design and planning strategies that can be used to foster mixed-use, transit-oriented, pedestrian friendly intensification of such shopping centres. Additionally, the Review describes three Canadian case studies which provide insight into current approaches to shopping centre redevelopment in Canada.

The Case Studies and Best Practices Review contains the following sections:

Section 2.0 Best Practices and Principles outlines general principles utilized in the redevelopment of shopping centres.

Section 3.0 Case Studies reviews three distinct examples of Canadian shopping centre redevelopment and identifies key strategies that support their success.

Section 4.0 Key Lessons summarizes key takeaways in applying the Best Practices and Principles to the Case Studies.

Section 5.0 Conclusion describes how the document will be used to inform the Secondary Plan Study.



Figure 1: Promenade Mall Secondary Plan and Comprehensive Transportation Study Area and Context

2. Best Practices and Principles

A number of principles and practices can be developed through the review of past, current, and on-going major shopping centre redevelopments across North America and Australia. To inform the Case Studies and Best Practices Review and develop an understanding of common urban design principles being utilized, the following major shopping centre redevelopments were used as design precedents:

- Galleria Mall, Toronto, Ontario
- Agincourt Mall, Toronto, Ontario
- The Shops at Don Mills, Toronto, Ontario
- Brentwood Village Mall, Calgary, Alberta
- Brentwood Town Centre, Burnaby, British Columbia
- Lougheed Town Centre, Burnaby, British Columbia
- CF Richmond Centre, Richmond, British Columbia
- Coquitlam Centre, Coquitlam, British Columbia
- Central City Shopping Centre, Surrey, British Columbia
- Oakridge Centre, Vancouver, British Columbia
- City Centre, Houston, Texas
- Belmar, Denver, Colorado
- Eastland Town Centre, Melbourne, Australia

The following section discusses urban design principles that were extracted from review of the precedents. Principles, their benefits, and how they can be implemented through urban design measures are examined alongside associated precedent images. The principles are contained within the following categories:

- Land Use and Built Form
- Mobility and Connectivity
- Community Integration

The principles are proposed for consideration to provide guidance for future urban development within the Promenade Centre Secondary Plan Area.

2.1 Land Use and Built Form

Major shopping centres have traditionally been developed as single use commercial sites that occupy a large parcel of land. Like Promenade Mall, many such shopping centres feature a small number of anchor tenants that have larger space requirements alongside numerous ancillary retail and service tenants that have smaller space requirements. These stores are generally connected by enclosed corridors and large atrium spaces for circulation and gathering for shoppers and other visitors, in tandem with vast at grade parking lots. As those sites are single use and have limited hours of operation, these immense spaces tend to go underutilized outside of peak shopping hours.

One way in which this concern is being addressed is through redevelopment and intensification which introduces a mix of more intense, urban uses. Promenade Mall is located within an Intensification Area, designated as a primary centre within the Vaughan Official Plan, 2010. This existing policy direction provides a basis for the transformation of the study area, encouraging a mix of uses and building heights to allow for better utilization, while still facilitating an appropriate transition to neighbouring areas.

The principle of redevelopment/intensification, by accommodating suitable densities to support transit use and promote walking and cycling throughout the site, will allow Promenade Mall to better be able to utilize space, establishing a more efficient and functional use of the site.

The following practices can be applied to implement this principle:

- Mixed-Use Nodes
- Compact Development
- Employment Opportunities and New Commercial Uses
- Phased Implementation

These practices are outlined on the following pages.



Central City Shopping Centre saw the addition of university and office uses to Surrey Place Mall through redevelopment of the site (Source: Revery Architecture).

2.1.1 Mixed-Use Nodes

As part of a trend toward intensification, it has become common for major shopping centres to intensify as mixed-use nodes. Redeveloping such shopping centres as mixed-use nodes allows sites to include residential, office, park, and sometimes institutional land uses, alongside commercial land uses. These additional uses can allow the site to develop into a more vibrant space that is occupied at all hours of the day, while enabling a live-work environment which improves overall quality of life, resulting from reduced commute times to work and direct access to daily needs.

A variety of uses in proximity to one another with a significant number of residents and employees establishing Promenade Centre as a mixed-use node, will be crucial in both the maintenance of commercial stability, as well as supporting its financial viability. A variety of uses can also reduce the reliance on vehicles, and encourage walking, cycling and transit modes due to reduced travel distances between activities, enhancing the accessibility of the Study area.

Challenges

- Assembly of land parcels for larger sites;
- Ensuring good fit between retail and other uses and residential uses; and
- Introducing a connected transportation system.

Opportunities

- Intensifying the Secondary Plan Area with higher densities to make more efficient use of the underdeveloped sites;
- Introducing a variety of new uses;
- Creating a true community destination; and,
- Encouraging walking, cycling, and transit use.



University City is a multi-tower residential complex with retail at grade that was constructed on a portion of the Brentwood Village Mall site in Calgary (Source: Kirby Cox).

2.1.2 Compact Development

Many shopping centres exist in suburban residential neighbourhoods, which, compared to their urban counterparts, tend to lack the density and supportive infrastructure that are conducive to the creation of a complete community¹.

Compact development practices employ greater densities to conserve land, providing a more sustainable development including a convenient walkable environment for community members. Through redevelopment, it is also possible to create more compact neighbourhoods that are more accessible to a variety of incomes and age groups and that require shorter travel distances for everyone.

Challenges

- Establishing appropriate densities within the planned context; and
- Establishing a full range of housing (including affordable and rental housing) within the planned context.

Opportunities

- Strategically locating densities to create neighbourhood transitions.

¹Complete communities is defined in the Growth Plan, 2019 as “Places...that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.”

2.1.3 Employment Opportunities and New Commercial Uses

Traditionally, major shopping centres such as Promenade Mall have excellent accessibility and locational attributes as they are situated along major arterial roads or highways. These locational characteristics, which supported retail uses, have resulted in many major shopping centres being attractive sites for other uses. As the redevelopment of a shopping centre occurs, significant opportunities to incorporate other commercial uses in addition to traditional retail can arise.

New commercial uses can range considerably, but in most cases, significant emphasis is placed on providing employment opportunities through new office development. Office uses not only provide a site with more varied employment opportunities for residents, but can also benefit existing and proposed retailers by providing a daytime working population that drives demand for retail and services and provides daytime activity. As part of a shopping centre redevelopment project, office uses complement proposed residential and retail uses by incentivizing a complete community where there is a suitable mix of housing, jobs and services.

In addition to office uses, potential commercial uses can be in the form of hotel space, as well as entertainment uses that can complement an existing or proposed retail offering.

Challenges

- Competition for high quality retail and maintaining a set target of retail space;
- Lack of market support for office tenants; and,
- Insufficient demand for new hotel uses in suburban markets.

Opportunities

- Commercial office uses can provide retailers with daytime activity and demand;
- Entertainment uses can provide activity outside of standard retail shopping hours; and,
- An adequate mix of various commercial, employment, and residential as well as community facilities and transportation options that can support the creation of complete communities



The Agincourt Mall development application includes a six-phased approach to redevelopment of the site (Source: City of Toronto).

2.1.4 Phased Implementation

Many existing shopping centres are in the process of renewal due to shifting market trends in the retail employment sector. The method through which a centre is redeveloped can determine its long term success and must consider whether or not existing retail will continue to operate as redevelopment and construction is ongoing. As such, phased implementation of a redevelopment strategy has become a beneficial practice in creating a more complete redevelopment approach.

Phased implementation may require separating redevelopment into segments. This allows for continued use of some of the commercial aspects throughout the construction period, while providing a more holistic approach for the planning of the project. A phased approach to implementation is a crucial element of a successful implementation strategy because it helps overcome resistance to change and allows lessons learned in early phases to be incorporated in the systems installed in later phases. To ensure there is an attainable, long term vision for Promenade Centre, phased implementation should be utilized, offering a more structured plan for redevelopment.

Challenges

- Risk of retail vacancies during construction;
- Ensuring site access for all modes of transportation through construction process; and,
- Maintaining safety for retail customers / employees.

Opportunities

- Potential benefits for both current and future retailers/ residents; and,
- Ability to ensure funding through various stages of the project.

An aerial photograph of a modern shopping mall plaza. In the foreground, several people are walking across a paved area with a geometric tile pattern. In the middle ground, a group of five people is sitting on a long, low wooden bench. The background shows more of the plaza and some trees. A semi-transparent white box with text is overlaid on the right side of the image.

2.2 Mobility and Connectivity

Major shopping centres have functioned for decades as hubs for commercial retail activity. Mall properties are often comprised of large development blocks with limited public streets, designed primarily to be accessed by those traveling to the site by vehicle. This is problematic for connecting internally and to the surrounding community, as well as alternative modes of transportation such as walking or cycling.

Mobility is an important consideration in mall redevelopment for establishing a well-connected environment that supports a multi-modal transportation system and prioritizes pedestrian and other modes of travel that contribute to the social and environmental health of a community. In an attempt to reduce automobile reliance and improve circulation throughout the site, many shopping centre redevelopments have emphasized improvements to infrastructure that support alternative modes of transportation, the reconfiguration of the shopping centre into urban blocks, and co-location with major transit.

There are several practices that can be employed to accomplish these goals in relation to mobility and mall redevelopment, including the following:

- Well Connected Streets and Paths
- Transit Oriented Development
- Strategic Approaches to Parking



The Shops at Don Mills - street network before and after redevelopment (Source: Google Earth)

2.2.1 Well Connected Streets and Paths

Major shopping centres tend to be largely tailored toward vehicular transportation. The network of streets connecting these malls to adjacent neighbourhoods and the wider community often lack infrastructure that is supportive of alternative modes of transportation.

Enhancement of the walkability of an area has a number of benefits. Walkable streets ensure people are connected to the places they want to go. In many instances, walkability has been tied to statistically improved economic benefits and an improved sense of place that fosters social interaction and community identity. Enhanced streets function not only as places to move through, but as public places for gathering and activity. Moreover, walkable streets promote not only walking, but cycling and the use of public transit. By encouraging walking, cycling, and transit, a well connected street network also fosters sustainability through reducing reliance on single occupant vehicle travel.

A system of interconnected streets, laneways, and paths help increase transportation efficiency and encourage walking and physical fitness. Additionally, a well connected street network helps reduce the volume of traffic and traffic delays on major streets.

A hierarchy of street types including arterial, collector, and local roads help implement a well connected street network. Paths, multi-use trails, and alternative street types such as mews or laneways also assist in ensuring a finer grain of connectivity. In addition, encouraging a network that is well connected helps achieve a more walkable neighbourhood. Traditional grid patterns are often the most efficient way of achieving a well-connected network; however, street networks should also take into consideration existing built form and topography.

Challenges

- Land ownership may dictate private versus public streets.

Opportunities

- Creating compact, connected and walkable street and block networks;
- Designing for higher pedestrian, cyclist and transit volumes; and,
- Recognizing that streets are public places and providing landscaping and street furniture and other facilities that reflect that role.



The street network at City Centre in Houston, Texas was designed to include traffic calming measures (Source: Urban Land Institute).



Redevelopment of The Shops at Don Mills introduced a modified grid network of streets to enhance pedestrian movement through the site (Source: Cadillac Fairview).



The proposal for Coquitlam Centre (Coquitlam, BC) adds new streets and walkways to the site that connect to the surrounding street network and prioritize bicycle and pedestrian infrastructure (Source: Morguard Investments).





Brentwood Town Centre is located along the Millenium Line of Metro Vancouver’s SkyTrain rapid transit system (Source: Shape Properties Corp.).

2.2.2 Transit-Oriented Development

Due to the automobile focused design of many major shopping centres, efforts can be made to improve accessibility through a number of approaches which enhance transit-friendly design.

The York Region Transit Oriented Development Guidelines (2006) (the Guidelines) define Transit-Oriented Development (TOD) as “an approach to planning and design that recognizes the relationship between how we grow and our ability to provide efficient and effective transit services”. The Guidelines define several elements of TOD, including:

- development concentrated around transit stations;
- building that are compact and well-designed;
- providing a mix of land uses along transit routes including commercial and residential uses;
- providing activity-generating uses like schools and shopping along transit routes; and
- providing access to transit stations through sidewalks.

As many shopping centres are already located in areas of existing and planned higher-order transit, TOD has become an increasingly common practice with shopping centre redevelopment, as it has both environmentally conscious effects and can improve accessibility for a range of people including older and younger residents who cannot drive and lower income individuals that may not be able to access the site otherwise.

Challenges

- Coordination of city transit to allow for more frequent transit route opportunities.

Opportunities

- Providing density in close proximity to transit stops; and
- Providing clear pedestrian and cycling connectivity to transit stops and other public uses.

2.2.3 Strategic Approaches to Parking

Where and how cars are parked is a major factor in the quality of a retrofit or redevelopment of a mall. For the best results, a number of solutions to parking can be incorporated into the overall redesign.

At grade or surface parking currently dominates most mall sites, prioritizing functional aspects, such as accommodating vehicle circulation, maximizing parking spaces and ease of servicing; while compromising factors such as better utilization of the site, sustainability and sense of place. Present day shopping centres are beginning to transform these expansive parking lots to foster safe, comfortable pedestrian infrastructure, and allow for better utilization of the site through intensification. This intensification also has the benefit of reducing excessive paving to mitigate urban heat island effects and allow for more efficient stormwater infiltration.

Parking is now more frequently being provided in above grade structured parking and/or below grade, or underground parking. Both forms of parking have the benefits of repurposing site areas for other development purposes, including the erection of buildings and landscaped public domain, ideal for residential complexes. This, however, raises other concerns regarding safety, wayfinding issues and cost.

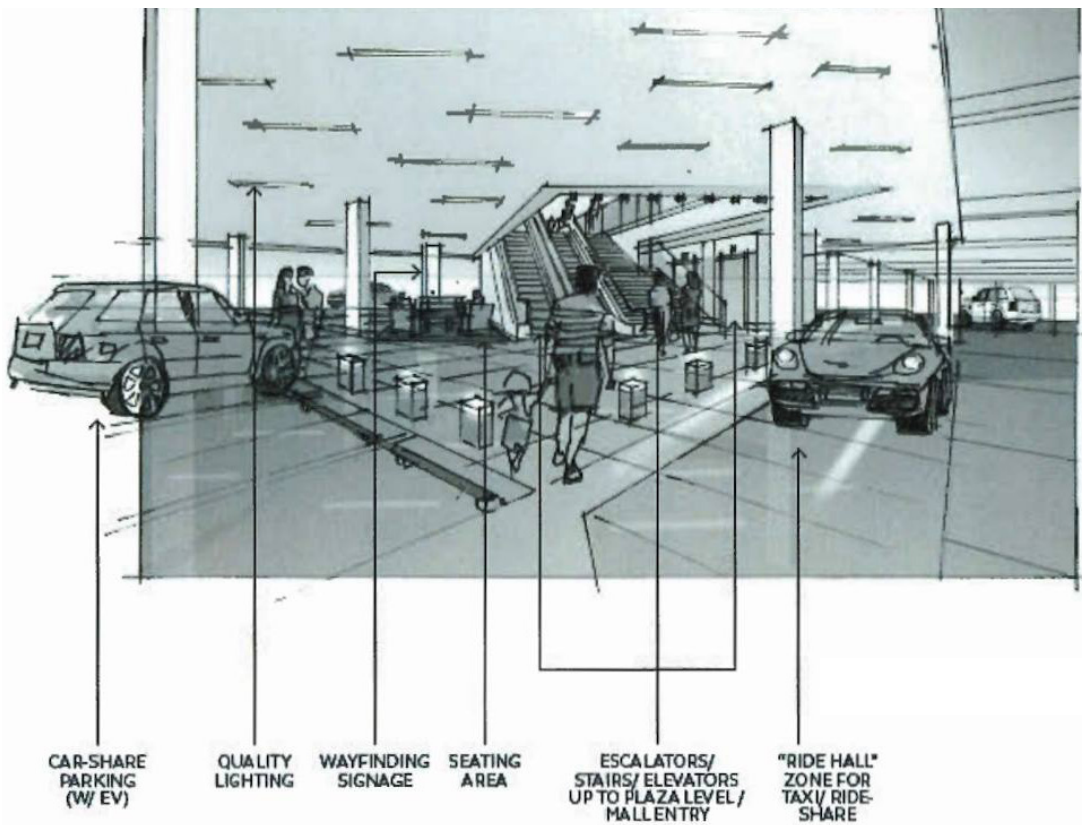
With respect to above grade, structured parking, this parking form can be beneficial when underground parking is not viable. Structured parking should also be determined based on the urban context, as aesthetics often play a part with this form of parking. Above ground parking garages can have a significant impact on the character and quality of the public realm they are situated in, and therefore architectural facades can assist with integration into the surrounding environment.

Challenges

- Ensuring adequate parking for additional/increased retail, residential, office and other uses on site; and,
- Stormwater management and reduction of hard paved surface areas.

Opportunities

- Low impact development (LID) techniques to improve stormwater management;
- Underground/at grade/above-ground parking facilities and site servicing areas integrated into new development; and,
- ‘Wrapped’ parking configurations that allow for retail uses to enclose parking structures for improved public realm experience.



Redevelopment of CF Richmond Centre, Richmond, B.C. features two underground mobility hubs that include access to parking and rideshare services (Source: GBL Architects / Cadillac Fairview / SHAPE).



A parking garage in Belmar, Denver, Colorado, features retail storefronts at the ground floor and solar panels on the upper level (Source: sitephocus.com).



2.3 Community Integration

Shopping malls have traditionally been a space for public gathering, for both retail purposes and social interaction. Today, some malls have deteriorated and may be bordering on obsolescence. In order to re-establish a sense of community and draw individuals back to the site, there are several practices that can assist this integration process.

Redevelopment of major shopping centres can better integrate with their community through:

- Sensitive Transition to Existing Neighbourhoods;
- Community Facilities; and
- Public Realm and Open Space.





The Galleria Mall (Toronto) redevelopment proposal features buildings with terraced massing (Source: Reimagine Galleria).

2.3.1 Sensitive Transitions to Existing Neighbourhoods

In developing higher intensity uses, issues can arise due to lack of cohesion between new residential, commercial and other development and neighbouring established residential properties. To achieve a more seamless transition between both areas, appropriate densities with transitional building heights and other design approaches should be applied to suit the neighbourhood context. Failing to do so can leave these areas feeling disjointed and visually unappealing, and result in negative impacts such as shadowing.

Additionally, connectivity between the redevelopment and the surrounding areas by all modes of transportation is essential. Where feasible, a series of accessible and grid-like street networks should be set in place as the foundation of a well-connected neighbourhood, while ensuring that non-neighbourhood related traffic is minimized. In combination, these elements can establish a well organized and cohesive urban environment.

Challenges

- Ensuring adequate density while being sensitive to existing community

Opportunities

- Providing strategically located density through the site which is designed to suit the neighbourhood context
- Establishing a network of streets to connect redevelopment to the existing community, while ensuring that non-neighbourhood related traffic is minimized



Wallace Emerson Park and Community Centre will undergo revitalization as part of the Galleria Mall redevelopment (Source: Reimagine Galleria).

2.3.2 Community Facilities

Major shopping centre redevelopment has opened opportunities to incorporate a broader spectrum of amenities, aside from single purpose retail. Shopping centres and their surrounding neighbourhoods are evolving now faster than ever, accompanied by an influx in the population of the area. This has created a demand for additional or upgraded community facilities such as libraries, community centres, recreation and sports facilities, as well as a variety of health, social, and educational facilities.

These amenities have become increasingly important in providing for the growing community and contributing to the character of a development, while fostering a unique sense of place and connection.

Challenges

- Managing long-term partnerships between various organizations

Opportunities

- Integrating existing or expanded community amenities into new redevelopment
- Develop new partnerships to provide additional community amenities



Redevelopment of Eastland Town Centre (Melbourne) included the addition of a public library to the site (Source: ACME Architecture).



Lougheed Town Centre (Burnaby) proposes a series of public plazas (Source: Shape Properties).



The Oakridge Centre (Vancouver) proposal includes a 3.6 hectare park (Source: Shape Properties).

2.3.3 Public Realm and Open Space

Mall properties tend to have a distinct lack of open spaces, squares, parks and plazas, providing an environment that does little to establish vibrant spaces that serve the community as a whole and encourage pedestrian, cyclist and transit activity. The importance of the public realm and open space lie not only in contributing to the aesthetics and sustainability of a space but to the overall mental and physical health of individuals.

Whether owned by the private sector or wholly provided by a municipality, a successful public realm has the ability to provide a welcoming environment to existing users and is more attractive to prospective businesses, employees and residents. By including open space in redevelopment master plans, benefits are provided not only to new visitors to the site, but to existing community members. This provides a safer, more attractive space to establish year round public engagement and social interaction that activates the full potential of the site.

Challenges

- Developing a safe and integrated system of open and green spaces for public use
- Distinguishing public versus private space without full segregation

Opportunities

- Improving streetscape and open space qualities in order to activate the public realm in all seasons
- Providing a combination of public and privately owned public spaces of adequate size to create a cohesive open space network

3. Case Studies

The following section discusses three Canadian shopping centre redevelopments at various stages of the implementation process. The Case Studies were selected based on the following criteria:

- Case Studies should be near higher-order transit or MTSA areas comparable to Promenade Centre;
- Case Studies should focus on mixed-use redevelopments that include commercial, office, and residential uses
- Case Studies should share a similar suburban context to Promenade Mall

Given these metrics, the following Case Studies were selected:

- Brentwood Town Centre, Burnaby, British Columbia;
- Agincourt Mall, Toronto, Ontario; and
- Oakridge Centre, Vancouver, British Columbia.

Each Case Study includes a summary, site statistics, and key strategies utilized through the redevelopment process alongside images of the project.

An architectural rendering of a modern urban development. The scene is dominated by tall, multi-story residential buildings with balconies and large windows. In the foreground, a wide, paved pedestrian walkway runs alongside a road. A man in a light green shirt and yellow pants is walking away from the viewer. To the left, a person is riding a bicycle. Further down the path, a group of people is gathered, and a man is holding a young child. The walkway is bordered by a landscaped area with various plants, including purple flowers and green shrubs. In the background, a car is visible on the road, and more buildings are visible under a clear sky. The overall atmosphere is bright and modern, suggesting a vibrant, walkable community.

3.1 Agincourt Mall, Toronto, Ontario

3.1.1 Summary:

The Agincourt Mall Master plan envisions the transformation of the existing mall into a mixed-use community that includes residential, commercial, and office uses supported by a new street network and open spaces. The site is located near existing and planned transit, including the Stouffville GO Transit Corridor and Sheppard Avenue East LRT Corridor, which have both been identified as Priority Transit Corridors in A Place to Grow, the Growth Plan for the Greater Golden Horseshoe. Additionally, the site is located within 500 metres of the Agincourt GO Station. High, medium, and low density residential uses surround the existing mall, in addition to office uses and Ron Watson Park.



Agincourt Mall, 2017 (Source: North American Development Group).

The Master Plan proposes a complete redevelopment of the site through the addition of six public roads and two private roads that divide the existing large parcel into a modified grid network of streets and blocks. The built form on the site consists of a series of high- to mid-rise podium and tower buildings, with podiums ranging from five to eight storeys and towers ranging from 12-48 storeys. Retail uses are focused at ground level predominantly along a north-south retail promenade and an east-west neighbourhood street as the existing mall will be demolished. The redevelopment is planned to accommodate a variety of retail footprints, with individual store sizes ranging up to a maximum of 6,500 square metres (approximately 70,000 sq ft), which is provided for the relocation of the existing Wal-Mart anchor tenant. As part of this redevelopment, both the existing Wal-Mart and a supermarket anchor tenants will be retained albeit in smaller, more compact urban formats.

A number of community uses are proposed as part of the Master Plan, including a 1.2 ha Central Park, a .25 ha park along Sheppard Avenue East, and .75 ha of privately-owned-public-spaces (POPS), divided among six locations along the edges and within the interior of the site. The existing Agincourt Library will be complemented by a Cultural Hub located at the base of a proposed building in Block 2, located between the new Central Park and the library.

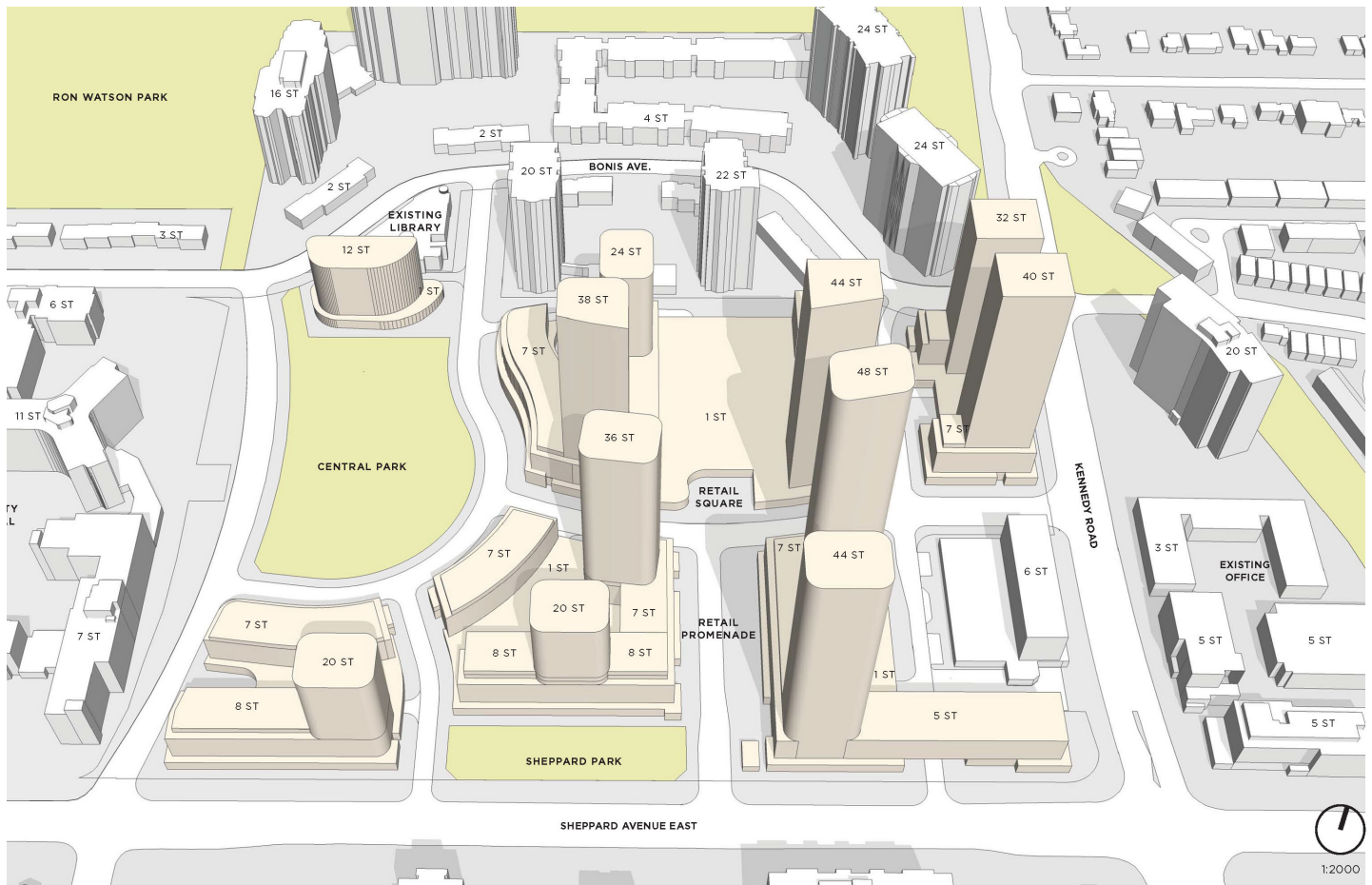
3.1.2 Statistics:

The following statistics reflect the February 15, 2019 Development Approval Resubmission for 3850 and 3900 Kennedy Road and 2350-2362 Sheppard Avenue East submitted to the City of Toronto. All statistics are approximate.

Site Area:	10.54 ha
Retail GFA:	24,772 sq m
Residential GFA:	375,395 sq m
Res. Units:	4,725
Office GFA:	9,072 sq m
Community GFA:	2,187 sq m
Parkland:	14,564 sq m
POPS:	7,500 sq m
FSI (gross):	3.90



Agincourt Mall Master Plan, 2019 (Source: City of Toronto).



Agincourt Mall Master Plan, 2019 (Source: City of Toronto).



The Central Square is located at the intersection of the Retail Promenade and the east-west public road.

3.1.3 Key Strategies:

Modified Grid for Increased Mobility

The Agincourt Mall Master Plan is distinctive in that it proposes a network of public roads throughout the site, rather than a single, private 'high street', which is more common in shopping centre redevelopments. This street and block network creates a more permeable site that allows vehicles, bicycles, and pedestrians to move through the site while connecting the redevelopment to the adjacent high density residential neighbourhoods on the north and west. The Master Plan shows a hierarchy of road types that create a variety of spaces through the site. The street and block network proposed in the Master Plan is particularly considerate of the pedestrian realm, often utilizing POPS to enhance streetscapes along key streets. Generous sidewalks are provided, as well as cycling facilities on larger public roads.



Public parkland is shown in green, while POPS are shown in orange (Source: City of Toronto).

Investment in Open Space and Community Amenities

Approximately 18.4% of the Agincourt Mall site will be occupied by public parkland. This investment in public infrastructure is an example of how redevelopment of existing sites can provide significant public benefit to the larger community. The new Central Park is located on the westerly portion of the site, allowing good access to sunlight and minimized shadow conditions. The park's location allows the open space to act as an interface between the site and the adjacent high density neighbourhood. As part of the redevelopment of the Agincourt Mall, at least one of the two new parks is required by the City of Toronto to be constructed within the first phase of development and construction.

In addition to the public parkland provided on site, the Master Plan proposes a Cultural Hub on the base floor of one building. The Cultural Hub proposes a cluster of community services in proximity to the existing Agincourt Library, the adjacent park, and the Central Park. Including community services within the Master Plan provides opportunities for improved community integration with the adjacent residential and commercial uses.



The Retail Promenade will feature ground-floor retail uses (Source: City of Toronto).

Emphasis on Successful Retail Main Streets

The Agincourt Mall Master Plan proposes providing a majority of retail commercial uses along a north-south retail promenade with access to Sheppard Avenue East, along with an east-west neighbourhood street. The Master Plan establishes a more narrow building face to building face dimension of 27 metres along these streets. This width is indicative of some of Toronto's most successful retail main streets such as Danforth Avenue (26 metres) and Queen Street West (20 metres). Specifically, traditional main streets are typically dense, narrow commercial streets that activate the street edge and feature continuous retail frontages and door spacings that are accessible to people using different forms of transportation.

The success of Toronto's retail main streets is perpetuated through these structural design characteristics, as they encourage cross street shopping and street animation which results in high footfall densities. Footfall density relates to the number of pedestrians passing by a storefront on a given day, which is critical to a retailer's success. Traditionally, active retail streets are narrow enough to encourage pedestrians to cross and shop on both sides of a street. By proposing to emulate the design characteristics of Toronto's existing successful retail main streets, Agincourt Mall will incorporate a proven streetscape design that can maintain high footfall densities and encourage cross-street shopping.



3.2 Oakridge Centre, Vancouver, British Columbia

3.2.1 Summary:

The Oakridge Centre Redevelopment proposes the transformation of the existing Oakridge Centre into a mixed-use development featuring retail, office, residential and civic uses, built over three levels of underground parking. Currently, Oakridge Centre functions as a well-used shopping centre with retail, service, and entertainment uses. Additionally, the site contains a strata residential building, and community amenities including a library, a senior's centre, a childcare space, and an auditorium. The site is located adjacent to the Oakridge-41st Avenue station on the Canada Line of the SkyTrain, in the Oakridge neighbourhood of Vancouver, British Columbia. The site is surrounded largely by low-density residential land uses, with some higher density residential uses.

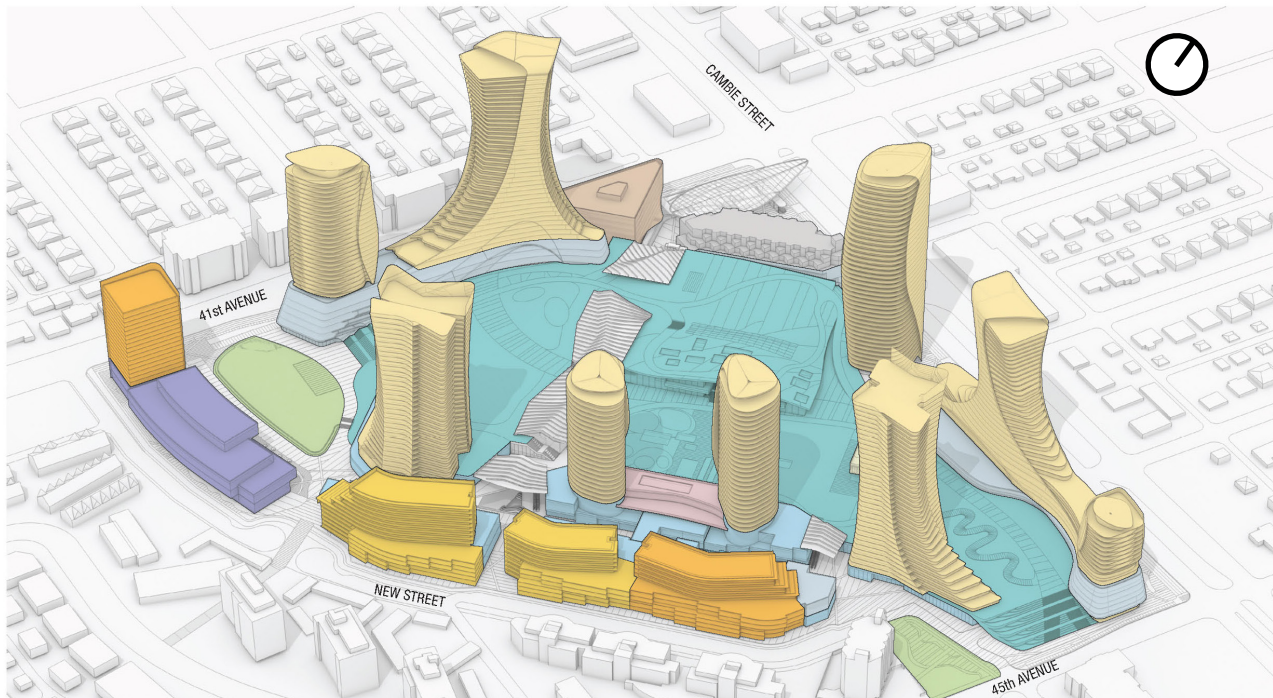


Existing conditions at Oakridge Centre and existing office buildings (Source: Google)

The site is designed around a large mixed-use development with office and retail uses that will replace the existing mall building and encompass the majority of the site. A 3.6 hectare park sits atop the mixed-use development, while a number of secondary pedestrian paths are provided across and through the development. Ten towers are located at the site, with nine arranged around the perimeter of the mixed-use development, and one located atop a proposed Civic Centre. The tallest towers are 43 storeys, and are proposed on the northeast corner of the site, near the SkyTrain station. Three mid-rise buildings, as well as the Civic Centre, are located along a new street that is proposed along the northwest to southeast diagonal perimeter of the site. An interior pedestrian 'High Street' parallels the new street and acts as an interface between the mid-rise buildings and the mixed-use development.

Oakridge Centre is intended to be constructed in two major phases with multiple development permit applications required throughout the process. The intention of the project phasing is to minimize interruption of current retail operations over the course of construction. Components of the park will be constructed throughout both phases.

- Existing to Remain
- Retail at Grade – Existing / New
- Retail Below Park – Existing / New
- Office – Existing
- Office – New
- Civic Centre
- Residential Market
- Residential Rental
- Residential Non-Market
- Residential Amenity
- Circulation
- Park at Grade



Programmatic perspective of Oakridge Centre (Source: City of Vancouver)

3.2.2 Statistics:

The following statistics reflect the April 6, 2018 Development Application for 650 West 41st Avenue submitted to the City of Vancouver.

Site Area:	11.4 ha
Retail GFA:	119,198 sq m
Residential GFA:	256,541 sq m
Res. Units:	2,548
Office GFA:	40,245 sq m
Parkland:	36,000 sq m
FSI (gross):	3.61



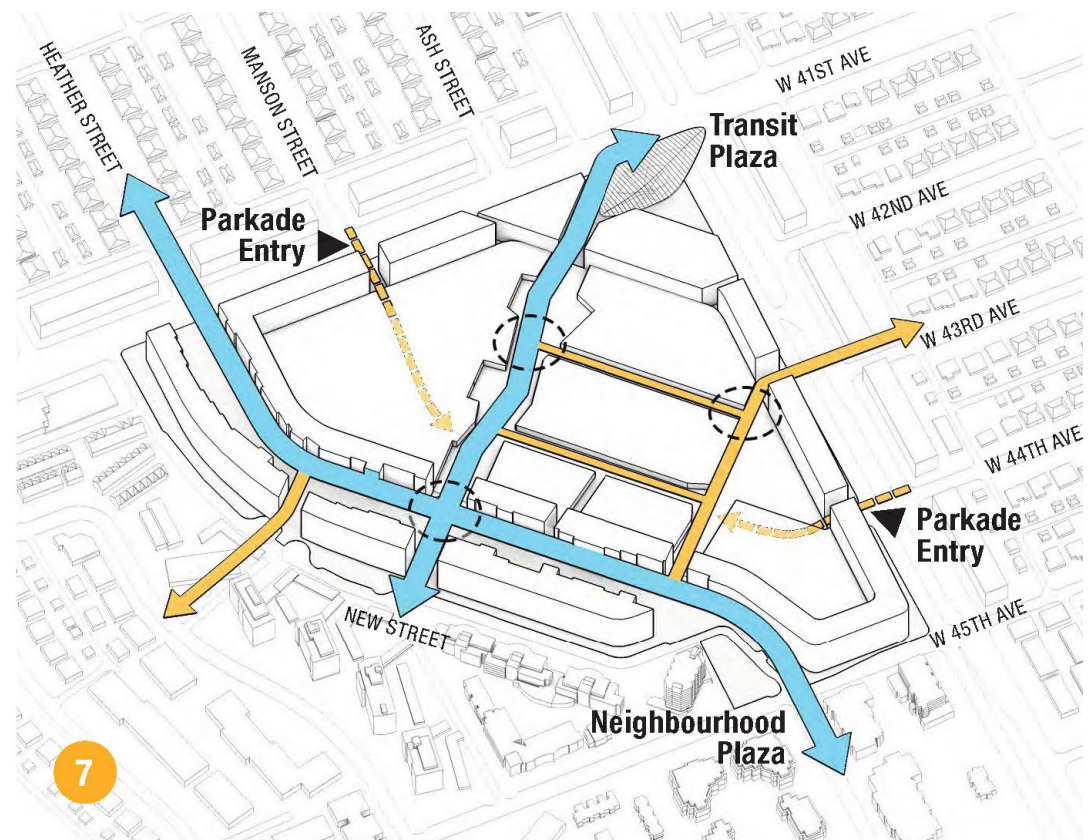


Diagram showing primary and secondary pedestrian connections, as well as the urban streetwall (Source: City of Vancouver).

3.2.3 Key Strategies:

A Pedestrian Oriented Site

Although only one new street is provided as a part of the Oakridge Centre redevelopment, extensive pedestrian networks are proposed through the site that allow for movement within the site and connectivity to the adjacent neighbourhood. By locating all parking and site servicing underground, the ground floor and upper levels of the site allow for increased pedestrian flow. The pedestrian oriented nature of the ground level retail/office and upper level park take into consideration the site's adjacency to nearby transit, emphasizing access to and from the site by transit users.

Strong Urban Streetwall

The Oakridge Centre Master Plan proposes new urban streetwalls along the exterior edges of the site, improving the interface between the redevelopment and the existing neighbourhood. By providing breaks in the streetwall periodically throughout the block, pedestrians are able to access the site with ease.



3.3 Brentwood Town Centre, Burnaby, British Columbia

3.3.1 Summary:

Brentwood Town Centre is a multi-phased redevelopment project that aims to transform an existing suburban shopping centre into a transit-oriented mixed-use neighbourhood. Located at the Brentwood Town Centre Core of Burnaby, British Columbia, the site is surrounded by existing commercial, office, and high-density residential development and is located adjacent to the Brentwood SkyTrain Station. The 11.5-hectare site will include eleven residential towers and two office towers ranging from 20 to 70 storeys, a public plaza, the redevelopment of Brentwood Mall, underground parking, parks and pedestrian walkways and streets.



Brentwood Town Centre, 2014 (Source: Wikipedia).

The Brentwood Town Centre Master Plan and Development Guidelines were approved by the City of Burnaby in July 2012, and propose four distinct precincts:

- A Street Frontage Precinct located along busier adjacent arterial streets on the southern and western edges of the site, featuring commercial buildings that frame the street and pedestrian and cycling improvements to better connect the development to transit
- An Entertainment Precinct at the southwestern corner of the site which includes the highest intensity residential uses, entertainment uses, connections to the SkyTrain station, as well as a privately-owned-public plaza that acts as a gateway to the site
- A Central shopping Precinct that includes a new high street that runs along the perimeter of the existing mall site, new pedestrian and cycling connections across the site, as well as office and residential uses
- A Northern Transition Precinct that includes low-rise townhouse and apartment development as well as a green buffer to serve as an interface between the site and the adjacent single-family residential neighbourhood

Phase 1 of construction, which focuses on the high-density Entertainment Precinct in the southwest quadrant of the site, is expected to be complete by fall of 2019. Phased renovations of the existing mall are expected to be completed alongside development of the remainder of the site.

3.3.2 Site Statistics:

The following statistics reflect the July 25, 2012 Master Plan and Development Guidelines for Brentwood Town Centre (Rezoning Reference #11-22) submitted to the City of Burnaby.

Site Area:	11.5 ha
Retail GFA:	234,519 sq m
Residential GFA:	379,500 sq m
Res. Units:	6000



Central Shopping Precinct
 Entertainment Precinct
 Street Frontage Precinct
 Northern Transition Precinct

Brentwood Town Centre Precinct Diagram (Source: City of Burnaby).



Rendering of the proposed High Street (Source: SHAPE Properties).



Rendering of the plaza in the Entertainment Precinct, which is located on the second level of the development (Source: SHAPE Properties).

3.3.3 Key Strategies:

Focused Density and Sensitive Edges

The Brentwood Town Centre Master Plan focuses density at the southwest corner of the site, near the busiest intersections as well as the adjacent SkyTrain station. Active building frontages are focused on the southern and western edges of the site, as well as along the High Street that runs across the site. Building heights and intensity of uses step down gradually from this corner towards the nearby low density residential neighbourhoods. In addition to gradual transitions in height, the Master Plan also employs generous landscape buffers adjacent to the townhome and low-rise apartment residential buildings. Through paying close attention to the exterior edges of the site, the Master Plan ensures that the development will be closely integrated with the surrounding community.



The Rec Room entertainment centre will overlook the plaza (Source: SHAPE Properties).



Retail uses in the existing mall are still functioning as Phase 1 construction is ongoing (Source: Kenneth Chan/Daily Hive, SHAPE Properties).

Phased Implementation and Evolution of the Existing Mall

The Brentwood Town Centre Master Plan proposes a holistic vision of how the site, including the existing mall building, can redevelop over time. Phasing of the project focuses on constructing portions of the existing parking lot while the mall still remains functional. The Master Plan envisions that the four precincts would be developed in approximately 16 sub-phases over a period of 30 years. In addition to redevelopment of the entire site, incremental improvements to the existing mall will occur alongside new construction.

By developing a tightly phased Master Plan for the entire site, the developer ensures that construction on site can occur without hampering the function and use of the existing mall. The segmented approach to phasing also allows for various applications to respond to market demands and city processes, taking into consideration that the re-zoning and construction process may speed up or slow down due to a number of external factors.



High density residential uses, as proposed in Phase 1 of the project, are located in close proximity to the SkyTrain station (Source: SHAPE Properties).

The Importance of a Unique Retail and Service Destination

Prior to redevelopment, Brentwood Town Centre was similar to many other enclosed regional malls in terms of its traditional retail offering including a department store anchor and a range of ancillary apparel, furniture and speciality retailers. With that in mind, a significant focus of this redevelopment project has been to explicitly reimagine the retail offering of the site from a largely traditional retail shopping mall to a more experiential and entertainment-oriented centre. A significant amount of new space on the site will be devoted to new restaurant, entertainment and service type uses that are intended to draw attention to the site beyond peak shopping hours. Examples of these uses include a Cineplex VIP Cinema and entertainment centre and a new food hall. The focus on experiential retail is a direct result of changing demographics and consumer preferences, the prevalence of e-commerce and advancements in technology.

4. Key Lessons

In evaluating the Case Studies based on the Best Practices and Principles discussed in Section 2, a number of themes arose. The following section discusses conclusions derived from the Best Practices and Principles in conjunction with the Case Studies for consideration within the next stages of the Secondary Plan Study.

Similar to the Best Practices section of the document, the Key Lessons are contained with the following categories:

- Land Use and Built Form
- Mobility and Connectivity
- Community Integration

The Key Lessons are proposed for consideration to provide guidance for future urban development within the Promenade Centre Secondary Plan Area.

4.1 Land Use And Built Form

The Right Mix of Uses is Place-Specific

The precedents and case studies of shopping centre redevelopment all take varied approaches to developing a mix of land-uses based on factors such as market demands, surrounding context, and the existing retail offerings on site. In the case of Brentwood, ensuring the correct mix of land uses is linked to the phased approach of the Master Plan as SHAPE Properties, the developer of Brentwood Town Centre, is considering facilitating additional office space within the next phase of development as there has been increased demand through the region. The Agincourt proposal focuses much more heavily on creating additional residential space while introducing new ground floor retail uses and maintaining existing anchor tenants such as Wal-Mart. In the case of Oakridge Centre, the ratio of commercial space was lowered between the proponent's 2014 Rezoning Application and their 2018 Development Application to reflect higher demand for residential units and accommodate additional open space.

Residential Uses are Important for a Complete Community

While ratios of retail, office, and residential uses varied across precedents and case studies, the addition of significant residential land use remained consistent. Thus, intensification through residential uses is an important factor in ensuring successful redevelopment of shopping centres.

Approaches to Phasing Should Consider the Final Outcome

Precedents and case studies phasing approaches consider the full build out of the site, rather than a portion of the site, had more complete urban design visions that were more considerate of other Best Practices and Principles discussed, such as well-connected streets and paths, and sensitive transitions to existing neighborhoods. Therefore, it is important to establish a long-term vision for the entire site in order to create a more cohesive and pleasant urban environment.



Residential uses as well as a well-connected street network that supports retail are among the key elements of the Coquitlam Centre proposal (Source: Morguard Investments)

4.2 Mobility and Connectivity

Residential Uses and Associated Traffic are Critical for Retail Success

Ground-floor retail within mixed-use developments requires the same attributes as typical retail uses, whether it be on main streets, strip plazas or shopping centres. Pedestrian and /or vehicular traffic is critical for long term retail success. A key factor in generating this traffic is the surrounding residential density and the daytime population on or surrounding a site. As a result, the inclusion of residential and other commercial uses on a retail site through redevelopment can act as a catalyst for increased footfall density and demand for retail uses at all hours of the day. Each of the case studies examined and a number of precedents place a particular emphasis on improving pedestrian access, walkability and movement to, from and within a site, which in turn benefits footfall densities and pedestrian traffic.

Strategic Parking Approaches and Phasing Go Hand in Hand

Each of the case studies proposed underground parking as part of the final stage of their Master Plan, with potential for minimal lay-by parking on streets. By making parking uses less visible, a more attractive public realm and pedestrian network can be provided to visitors and residents. In the initial phases of the redevelopment process, however, most projects maintained a significant amount of surface parking. This ensures that the site is still functional through the construction stage of redevelopment, prior to new residential and other uses being added. As new underground parking is provided, the surface parking can be phased out accordingly.



The plaza at Eastland Centre increases access across the site and is privately owned (Source: ACME Architecture).

4.3 Community Amenities

Open Space and Public Realm is Increasingly Important

Approaches to enhancing the quality of the public realm and improving access to open space varied across the case studies and precedents, however it is clear that as shopping centre redevelopments become common forms of intensification, significant public realm contributions are included. While the Brentwood Master Plan (2012) proposes a single POPS plaza at the corner of the site, the increased expectation for high-quality public realm can be seen in the Oakridge and Agincourt and proposals, both submitted in 2019 and 2018, respectively. In both the Agincourt and Oakridge proposals, a porous site with generous public realm and open space contribute significantly to the character of the development and are linked to the potential success of retail and residential land uses.

New Forms of Parkland are Common

POPS and strata parks (parks that have been developed over top of parking structures) are present in all three case studies and many of the precedents. Siting of open space is approached differently across the examples, with the largest parkland proposal at Oakridge being placed on the central interior of the site, atop a mixed-use development. In the case of Agincourt, public parkland is located at the exterior of the site, and POPS are located more towards the interior along public roads. Whether open space and parkland is privately-owned or city-run, each example shows that creating a high quality public realm requires negotiation, partnership and cooperation between the private sector and the municipality. In the Brentwood example, the POPS at the southwestern corner of the site will be privately owned and maintained with a statutory right-of-way granting 24 hour public access. An operating agreement outlines how the City will permit the underlying owner to program the space; how the City will program the space; and how maintenance costs will be allocated.

5. Conclusion

The Best Practices and Principles, Case Studies, and Key Lessons discussed in this report will be considered in the preparation of the Development Alternatives and Urban Design Guidelines developed in later stages of the Promenade Centre Secondary Plan and Comprehensive Transportation Study.

The Key Lessons derived from the study can be summarized as follows:

Land Use and Built Form

- The balance between commercial, residential, and community land uses should be determined by the local context
- Residential land uses are important to supporting the commercial functions of a neighbourhood
- Phasing is important to create building and open space patterns that function in both the short term, while the Mall is still in place, and the long term.



Mews type streets are proposed at Coquitlam Centre (Coquitlam, BC) (Source: Morguard Investments).



Brookfield Place (Perth, Australia) features improved public realm elements at various levels of the mixed use centre (Source: Hassel).

Mobility and Connectivity

- The inclusion of residential and other commercial uses on a retail site through redevelopment can act as a catalyst for increased pedestrian traffic and demand for retail use.
- Access to the site by foot, cycle, transit, and automobile is important. Although large amounts of parking are required to support commercial uses and residents, it should be placed underground so that other modes of travel can be encouraged.

Community Amenities

- Generous public realm and open space contributions to the character of the development and are linked to the potential success of retail and residential land uses
- Both privately owned public spaces (POPS) and publicly owned public spaces contribute to the open space network of many master plans



BrookMcIlroy/