

ITEM SUPPLEMENTARY 10
MANAGER'S REPORT NO. 73
COUNCIL MEETING 85/11/18

RE: *PROPOSED COMMERCIAL DEVELOPMENT*
REZONING REFERENCE NO. 71/85
4700 KINGSWAY

MUNICIPAL MANAGER'S RECOMMENDATION:

1. *THAT the recommendation of the Director Planning & Building Inspection be adopted.*

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TO: MUNICIPAL MANAGER 1985 NOVEMBER 14

FROM: DIRECTOR PLANNING & BUILDING INSPECTION OUR FILE: 02.264

SUBJECT: PROPOSED COMMERCIAL DEVELOPMENT
REZONING REFERENCE #71/85

LEGAL: LOT 209, D.L. 153, PLAN 670 65, N.W.D.

FROM: M1 MANUFACTURING DISTRICT AND
CD COMPREHENSIVE DEVELOPMENT DISTRICT

TO: CD COMPREHENSIVE DEVELOPMENT DISTRICT
(UTILIZING C3, P2 AND RM5 USES)

ADDRESS: 4700 KINGSWAY

RECOMMENDATIONS:

1. THAT Council abandon Amendment Bylaw #31/84, Bylaw No. 8209, Rezoning Reference #78/83, a predecessor of the subject zoning application after Second Reading has been granted for this new rezoning proposal.
2. THAT a Rezoning Bylaw be prepared and advanced to First Reading on 1985 November 25, and to a Public Hearing on 1985 December 17 at 19:30 h.
3. THAT the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development for the Phase I development and of a Community Plan which will serve as a general guide for the ultimate development of the subject site.
 - b) The deposit of sufficient monies to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to Municipal standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.

- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The submission of an undertaking to remove all existing improvements from the site within six months of the rezoning being effected but not prior to Third Reading of the Bylaw. In the event that existing improvements on the site are vacant and considered to be a hazard to life or property, the Fire Prevention Office may issue an order to demolish such improvements and remove the resultant debris prior to Third Reading.
- e) The granting of any necessary easements.
- f) The dedication of any rights-of-way deemed requisite.
- g) The provision of a public pedestrian walkway easement between Kingsway and Central Boulevard.
- h) The provision of a grade-separated pedestrian passerelle linking the Metrotown ALRT station with escalators to the bus loop, and to the commercial development. The coordination with BC Transit of development aspects which affect the bus loop and the ALRT station.
- i) The deposit of the applicable charge of \$.50 per gross building square foot to go towards the acquisition of public open space in Metrotown.
- j) The pursuance of the construction within this site of the pedestrian overpass of Kingsway just east of Sussex Avenue from the second level entry face of the proposed building to the Kingsway property line.
- k) The provision of a reciprocal easement and the agreement of the developer to bear construction costs related to the provision of a joint service access off Central Boulevard with the property to the east.

R E P O R T

1.0 SUMMARY

The applicant has submitted an overall development plan which generally reflects Municipal objectives for Metrotown, and outlines a high-quality major Phase I retail/office development within the context of an appropriate Community Plan indicating the ultimate development potential for the subject site. Further refinements and necessary adjustments will be pursued in the ongoing rezoning process. The completion of the rezoning and consideration of further readings would be pursued under standard procedures.

The development of this site is considered a key one which together with the Sears/Woodward's/Cal Investments proposal now under construction on the adjacent site to the east will assure the solid establishment of Metrotown as a prime municipal and regional focus.

This is a complex proposal accommodating in its major component parts:

- i) Two-level shopping mall with 2 major and 1 minor retail anchors with a gross floor area of 845,000 sq.ft. and with a potential third level future retail mall expansion.
- ii) A 2-level shopping mall linkage to the Sears/Woodward's shopping mall to the east.
- iii) Office development of 359,000 sq.ft.
- iv) Metrotown bus loop.
- v) Passerelle linkage from the development to the bus loop and ALRT station.
- vi) Major landscaped pedestrian plazas on the Kingsway and Central Boulevard frontage.
- vii) Major developed public pedestrian corridors and bridges.
- viii) Future phased development in the form of additional retail, offices, and possibly an hotel and apartments.

It is recommended that this rezoning application be advanced to a Public Hearing.

2.0 REZONING INTENTION

The intent of the proposed rezoning bylaw amendment is to accommodate a major multi-leveled retail commercial development with a significant component of offices as a Phase I development. Future phased development composed of additional retail, office, hotel and ancillary residential uses will be accommodated through the establishment of a Community Plan, outlining one appropriate general concept for the ultimate development of the subject site.

3.0 BACKGROUND

Council, on 1978 February 20, approved a proposed development concept for Metrotown, a higher level town centre of regional significance in the Kingsway/Central Park area. A core area was delineated within the Metrotown precinct which is intended to be the centre of primary concentration of commercial development and main focus of urban activity within the Municipality. The subject 21.8 acre site is located (see attached Sketch) in the strategic centre of the core area and offers a prime opportunity for major new commercial development. The subject site is also related to two other prime abutting core development sites which are the 5.7+ acre Electrolier site to the west and the 25+ acre Sears/Woodward's/Cal site to the east.

An initial rezoning report was submitted to Council on 1985 October 28, and Council authorized the Planning & Building Inspection Department to continue to work with the applicant in accordance with the terms outlined in that report towards the development of a suitable plan of development appropriate for presentation to a Public Hearing.

The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

4.1 Rezoning Guideline

The subject development is being rezoned -

From: M1 Manufacturing District and
CD Comprehensive Development District

To: CD Comprehensive Development District

Based on the C3 District for commercial uses, the P2 District for institutional uses, and the RM5 District for future residential uses. The guidelines outlined in the policy report "Metrotown - A Development Plan" also apply. The Metrotown bus loop is currently zoned CD Comprehensive Development.

4.2 Site Servicing

The Director Engineering has been requested to prepare an estimate for all services necessary to serve this site. These services will include specified roadworks, storm and sanitary services and water services.

The servicing requirements will include the following:

- a) The provision of streaming lanes along Kingsway in to and out of the project accesses and relocation of any affected services. Access improvements off Central Boulevard.
- b) The provision of traffic signals at the main project entrance off Central Boulevard if considered warranted by the Director Engineering.
- c) The upgrading and/or possible necessary replacement of traffic signals at the main project entrance off Kingsway at Sussex Avenue.
- d) The provision of pedestrian paving along the Kingsway and Central Boulevard frontages with street trees.

4.3 Dedications

The dedication of Kingsway right-of-way widening amounting to a 16.5 ft. wide strip is required.

The site has been consolidated into one legal parcel in conjunction with the approved Sussex Avenue Road Exchange Bylaw. As part of the exchange agreement, the Kelly-Douglas Produce Building which straddles the new Central Boulevard right-of-way is to be removed by 1986 July 01.

4.4 Kingsway Under Provincial Jurisdiction

The Ministry of Transportation and Highways is being consulted with regard to its interest in Kingsway which is a provincial highway and with regard to accesses off Kingsway into this subject development site.

4.5 Metrotown Bus Loop

The Metrotown Bus Loop connected by the passerelle to the ALRT station and to the Phase I development is accommodated within the site in accordance with the P2 zoning guideline. The Metrotown Bus Loop is currently zoned CD Comprehensive Development.

4.6 Passerelle

An elevated covered pedestrian passerelle is to be provided linking the ALRT station, bus loop, and Phase I development. A direct link to the sidewalk at-grade on the north side of Central Boulevard is indicated. The needs of the handicapped should be accommodated wherever possible in relation to this passerelle. The passerelle is also expected to provide places of special interest or some commercial activity (i.e. newstand, sundries) along its length. Double escalators (up and down) will be expected from the passerelle to the bus loop level.

4.7 Pedestrian Canopy and Development Facade

A continuous pedestrian canopy/arcade 10 feet wide is provided along the north and south faces of the Phase I building development. Interesting facade modelling, extensive fenestration, display windows, and shops where feasible, are encouraged along the face of the development.

4.8 Linkage to Sears/Woodward's/Cal

A two-storey retail mall linkage between the subject proposal and the Sears/Woodward's/Cal retail mall to the east is indicated at a mutually-agreeable location which is compatible with the approved Sears/Woodward's/Cal Comprehensive Development Plans. The best efforts of the Municipality will continue to be made to achieve this desirable linkage.

4.9 Joint Service Access

The provision of a joint service access with the development on the Sears/Woodward's/Cal site to the east is required to avoid potential traffic problems at Central Boulevard. The developer will provide a reciprocal easement covering a flat area approximately 23 ft. wide and 100 feet into the site to enable a joint access to be constructed. The developer/owner is to bear the cost of any construction work with respect to his property arising from this access work. The developer of the Sears/Woodward's/Cal proposal has already agreed to the provision of the necessary reciprocal easement on his property.

4.10 Future Residential

Residential development in future phases will be governed by the Community Plan guidelines and the RM5 zoning district. Residential development is desirable in the form of point-block towers or innovative terraced developments above a minimum two-storey commercial podium development. The roof areas of podium development should be landscaped and accessible for use by residents.

The Neighbourhood Parkland Acquisition Charge in accordance with the established schedule will apply to any future residential development. This charge would be deposited at the time of a future rezoning application which encompassed a detailed residential component.

4.11 Internal Traffic Provisions and Site Accesses

The applicant continues to pursue further refinement of his internal traffic network in cooperation with Municipal staff. Further study of access provisions and locational improvements are required along the Kingsway and Central Boulevard frontages and along the Kingsborough Street alignment (from the west). The applicant desires the Kingsborough Street access east from Silver Avenue to be provided for his Phase I development. This developer would be encouraged to obtain the right-of-way (76 ft. wide) from the owner of the GTE/Electrolier property at 6102 Silver Avenue and to construct the access street to Municipal engineering standards, failing which it is contemplated that the required right-of-way and road construction would be provided through standard rezoning/subdivision procedures by the future developer of the GTE/ Electrolier property. The Chief Fire Prevention Officer must also be satisfied that sufficient accesses for fire fighting purposes are provided within the development.

4.12 Parking Requirements

Phase I parking requirements are based on the proposed retail of 655,913 sq.ft. of gross leaseable area and offices of 358,800 sq.ft. of gross floor area.

OFFICES - 358,800 sq.ft. gross floor area

- It is supportable that office space amounting to 10% of gross leaseable retail area of a shopping mall of the outlined size can be accommodated without requiring additional parking
- 358,800 sq.ft. - 35,880 sq.ft. = 322,920 sq.ft.
- Bylaw requirement - 1 parking stall per 495.16 sq.ft.
- 322,920 sq.ft. divided by 495.16 = 652 parking stalls.
- Council has in the past approved, on a site-by-site basis in conjunction with Comprehensive Development rezonings, a parking reduction of up to 20% from the bylaw requirement for office development contingent upon a deposit for each parking stall reduced to go towards the provision of centralized public parking facilities. The deposit amount for previous rezonings was \$2,000 per stall. The developer may wish to avail himself of this approach.

RETAIL - 665,913 sq.ft. gross leaseable area

- 3.9 parking stalls/1,000 sq.ft.
- 2,598 parking stalls.

TOTAL: OFFICES..... 652 STALLS
RETAIL..... 2,598 STALLS
TOTAL PROVIDED... 3,250 STALLS

The developer's traffic and parking consultant may pursue further parking refinements or adjustments to be resolved in cooperation with Municipal staff. It is noted that a transportation consultant study for the former Daon proposal had justified a parking ratio down towards 3.5 stalls per 1,000 sq.ft. of gross leaseable retail floor area. The overall number of parking stalls provided in the Phase I development is considered supportable by staff.

For future phases, the parking provisions and requirements will be assessed in conjunction with an amendment rezoning proposal for retail, office, hotel, apartment, and other future uses.

4.13 Park and Ride

The developer has expressed the desire that park and ride facilities be provided on the south end of the GTE/Electrolier property at 6102 Silver Avenue for the use of commuters. This Department is currently re-examining the issue of providing park and ride facilities within the context of the Metrotown as well as the other Burnaby ALRT stations. It is expected that a report on this subject will be submitted for the consideration of Council in the near future.

5.0 PUBLICLY-ORIENTED PROVISIONS

5.1 Public Pedestrian Corridors and Plazas

The prime public pedestrian corridors are:

- a) along the Kingsway frontage within the dedicated right-of-way
- b) along the Central Boulevard frontage within the dedicated right-of-way
- c) north-south corridor through the development within an easement.
- d) east-west corridor from the west approximately mid-site tying into the north-south corridor within an easement.

The developer will be expected to provide quality pedestrian paving with boulevard trees, ornamental lighting, and appropriate street elements such as benches. These public corridors should directly access private pedestrian linkages and forecourt plazas to private development. For the two pedestrian corridors on easement, these easements will protect the right of the public to use these pedestrian ways while providing for the maintenance of these walkways by the developer as an integral part of this development. It is necessary that these public pedestrian easements permit the right of the public to pass through, at a minimum, for the duration of each day that the ALRT system is in operation.

Both Kingsway and the Central Boulevard frontages of the Phase I development are expected to provide major forecourt plazas enriching the pedestrian street experience along these frontages and providing "gateway" settings for the retail mall. The previous Daon proposal outlined a 22,000 sq.ft. town square with two major plazas on the Kingsway and Central Boulevard frontages. Approval of this development would be subject to the minimum provision of a plaza on the Central Boulevard frontage and a plaza from Kingsway south to the face of the building which is at least 90 feet wide, similar in width to the plaza provided on the Sears site to the east.

5.2 Metrotown Grade-Separated Linkage Charge

A Metrotown Grade-Separated Linkage Charge of \$0.306 per gross sq.ft. of commercial building floor area is applicable to this overall development. It is proposed that this requirement be met through the actual construction by this developer of the pedestrian overpass of Kingsway just east of Sussex Avenue within this site from the face of the proposed building to the Kingsway property line. A direct second level linkage into the proposed retail mall is indicated. The deposit of a Letter of Credit to assure this provision will be required. The balance of the bridge will be constructed when sufficient additional funds have been deposited by other core-area developers or as a result of future more intensive development.

6.0 DEVELOPMENT PROPOSAL

6.1 Area

- | | |
|--------------------|-------------|
| a) Gross Site Area | 21.8 acres |
| b) Dedications | 0.24 acres |
| c) Net Site Area | 21.56 acres |

6.2 Proposed Floor Areas - Phase I

	<u>Gross Floor Area</u>	<u>Gross Leaseable Area</u>
a) Retail	845,012 sq.ft.	655,913 sq.ft.
b) Office	358,800 sq.ft.	323,590 sq.ft.
c) TOTAL FLOOR AREA	1,203,812 sq.ft.	979,503 sq.ft.
d) Floor Area Ratio (Phase I)	1.3	
e) Building Height:	2 storey retail mall	
	30 storey office tower	

6.3 Parking (Phase I)

Parking provided - Underground: 2,670 stalls
Surface: 580 stalls
TOTAL 3,250 STALLS

129

Number of Loading Bays provided: 6 large bays
20 small bays

Appropriate garbage collection facilities will be determined.

6.4 Necessary Publicly-Oriented Siting Aspects Include:

- landscaping in and around surface parking areas
- landscaped public pedestrian routes
- landscaped pedestrian orientation along the Kingsway and Central Boulevard frontages
- major pedestrian plaza forecourts on Kingsway and Central Boulevard
- integrated street furniture concept involving project lighting, benches, project paving, and special features such as fountains, sculpture, etc.

6.5 Exterior Materials and Finish

The exterior is to be compatible with the Sears/Woodward's/Cal project to the east. The external palette of materials will likely include precast concrete, granite-faced concrete, brick, metal panels, and glass including extensive mall skylighting. Pavers in plaza and pedestrian walkway areas with ornamental lighting are expected.

6.6 Comprehensive Sign Plan

A Comprehensive Sign Plan is required which will provide integrated designs encompassing all exterior signs, freestanding signs, informational and identification signs, and traffic management signs. The number of signs permitted by the C3 zoning category would not be exceeded but the location of signs will be determined on a comprehensive basis to enhance the development.

6.7 Metrotown Bus Loop

The existing Metrotown bus loop will continue to be appropriately accommodated within the subject site.

6.8 Community Plan

The development of additions to the retail centre, of additional offices, and of possible apartments is envisaged.

- a) The Community Plan will permit incremental development of further phases which will be specifically implemented through the amendment rezoning process.
- b) Commercial uses are permitted throughout the overall site which has a depth of over 1,000 feet south of Kingsway. Residential development in this Metrotown core area is precluded within a narrow corridor approximately 260 feet on either side of Kingsway recognizing the primary commercial emphasis of this stretch of Kingsway between Willingdon and Nelson. Residential development is permitted on the balance of the site.

Future development is proposed in the form of high-rise, point-block towers. Large overshadowing slab buildings are not desirable. Towers could accommodate (among others) offices, hotels, apartments, and medical/dental buildings. This high-rise development will be so located and configured to optimize penetration of natural light to the pedestrian "street" and plaza areas.

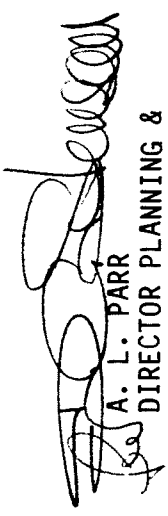
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- c) A system of project plazas, canopied areas, landscaped areas, and inter-project pedestrian linkages will be provided. Full underground or hidden and integrated above-ground structured parking provisions are called for.
- d) The potential future expansion of the retail mall into the Sears/Woodward's/Cal project to the east. The general manner in which future development of the abutting GTE/Electrolier and Sears sites could be integrated with the subject site is indicated.
- e) For the future, the provision of a third level retail mall expansion of approximately 275,000 sq.ft. and two additional office towers of approximately 1,150,000 sq.ft. are currently illustrated. For the total potential development, increases in the Floor Area Ratio toward a maximum of 5.0 are possible although care will have to be taken to avoid "spot" overbuilding.

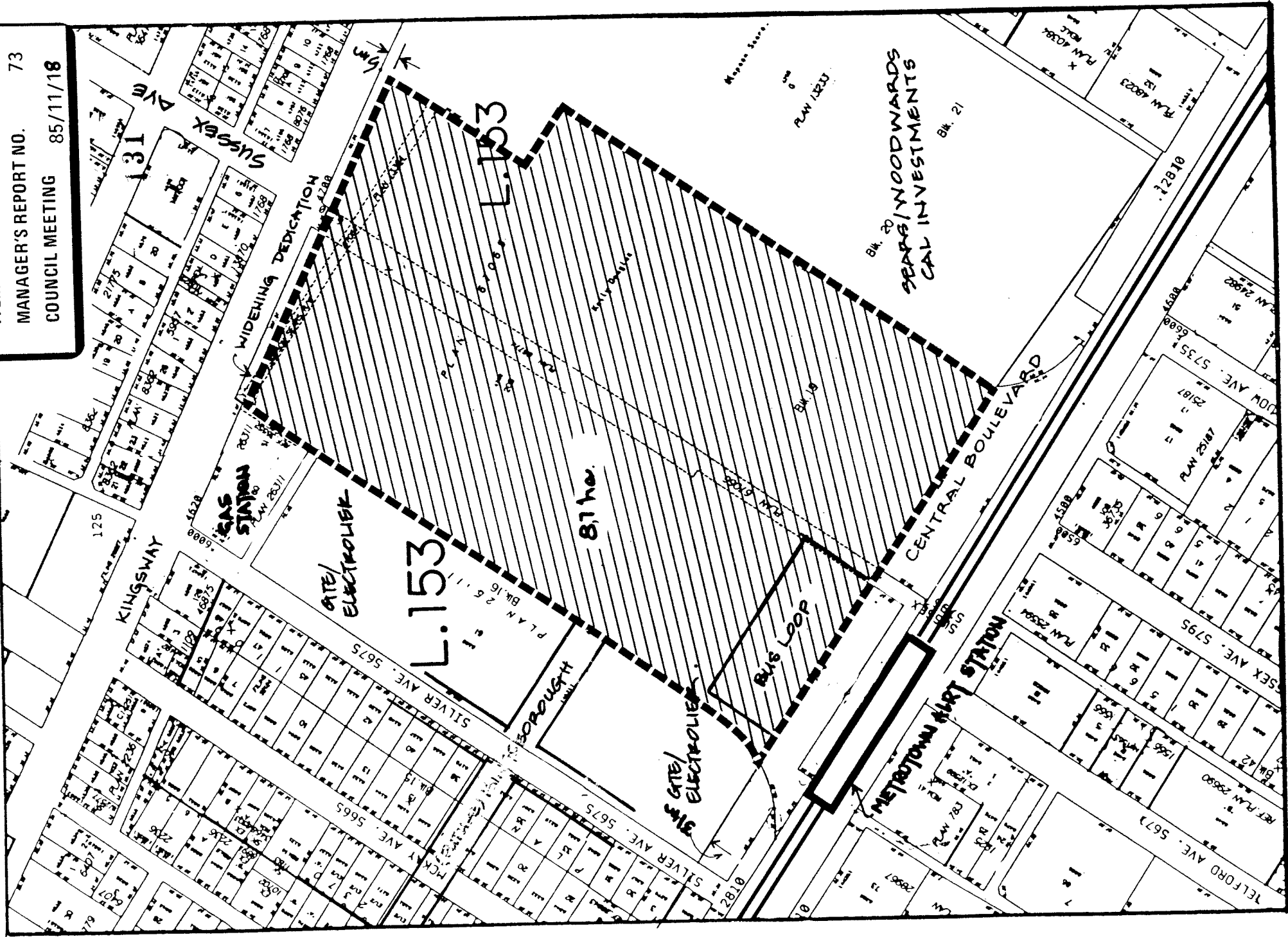
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Attachment

cc: Municipal Solicitor
Director Engineering
Director Finance
Director Recreation & Cultural Services
Fire Chief
Chief Building Inspector


A. L. PARR
DIRECTOR PLANNING &
BUILDING INSPECTION

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Burnaby Planning Department

Date
October 1985

Scale
NTS.

Rezoning # 71/85
(Net Project Site)

Drawn By



North

Sketch