

ITEM 16
MANAGER'S REPORT NO. 72
COUNCIL MEETING 86/12/08

RE: COMPLETION OF THE FIRST PHASE COMMUNITY PLAN
PRIMARY METROTOWN CORE - RESPONSE TO QUESTIONS
RAISED AT THE COUNCIL MEETING OF 1986 SEPTEMBER 22

MUNICIPAL MANAGER'S RECOMMENDATION:

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

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TO: MUNICIPAL MANAGER 1986 DECEMBER 04
FROM: DIRECTOR PLANNING & BUILDING INSPECTION OUR FILE: 15.312.2
Area One
SUBJECT: COMPLETION OF THE FIRST PHASE COMMUNITY PLAN
PRIMARY METROTOWN CORE - RESPONSE TO QUESTIONS
RAISED AT THE COUNCIL MEETING OF 1986 SEPTEMBER 22

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RECOMMENDATION:

1. THAT this report be received for information purposes.

R E P O R T

1.0 SUMMARY

The preparation of this report for the consideration of Council has served to reinforce the need to maintain a phasing policy for the properly managed and optimum redevelopment of Burnaby's primary Metrotown core. The report conclusions are outlined in Section 4.0 of this report.

Staff were requested to respond to enquiries raised by Council members at the 1986 September 22 meeting. These responses are outlined in Section 3.0 of this report.

At its meeting of 1986 September 08, Council considered a report (Supplementary Item 5, Manager's Report No. 52) and adopted a phasing policy for the primary Metrotown core at that time. That report outlined pertinent points in support of the phasing policy, and these points which are still valid have been reiterated in Section 4.0 of this report. Also listed in Section 4.0 are additional points which support the retention of the phasing policy.

The chart included with this report indicates that the development of the primary Metrotown core is on the threshold of achieving a wide range of long-awaited Municipal goals and objectives. It is important that Burnaby not place the ultimate success and health of Metrotown under needless risk. It is recommended that the policy continue to be maintained for the phasing plan providing for the orderly development of the primary Metrotown core, and ensuring that completion of construction and occupancy of the approved first phase core plan is first achieved and assessed, prior to Council's adoption of phasing amendments to the Community Plan to accommodate further core area development.

2.0 BACKGROUND

On 1986 September 08, Council considered a report (Supplementary Item 5, Manager's Report No. 52), related to the completion of the First Phase Community Plan for the primary Metrotown core and adopted as a Community Plan Policy the following:

"In order to provide for the orderly development of the primary Metrotown core, phasing should be implemented to ensure that the completion of construction and occupancy of the approved first phase core plan is first achieved, as described in and qualified by Sections 3.2 and 4.0 of the report; subsequently followed by further core area phasing plans upon Council reassessment and adoption of phasing amendments to the Community Plan."

On 1986 September 15, Council agreed to hear several delegations who expressed a desire to comment on the phasing policy. Appearing as delegations at the Council meeting of 1986 September 22 were Mr. G. Shank (Cal Investments), Mr. D. Allison (Manufacturers Life), Mr. D. Rogers (The Bay), Mr. D. Hewitt (Chalet Bakeries) and Mr. P. Butler (Cambridge Leaseholds). Council is aware of the positions taken by these delegations. Mr. D. Hunter of Kelly-Douglas who also requested permission to appear as a delegation was unable to attend the meeting. As suggested by Council, Kelly-Douglas was contacted to determine whether the Company wished to make any comments. Mr. Hunter of Kelly-Douglas appreciated the opportunity to comment and submitted a letter dated 1986 October 16 concurring "with the District's intended policy of deferring approval of phase two proposals until such time as the arterial infrastructure can be shown to accommodate them".

Staff were requested to respond to enquiries raised by Council members at the 1986 September 22 meeting. In order to respond, the points raised have been combined into ten (10) comprehensive enquiries which bear on a particular issue or major component of Metrotown development. To assist in responding to the Council enquiries, staff have met with the three major developers within the primary core to give them an opportunity to provide further information or clarification. The following staff comments are provided for the information of Council.

3.0 RESPONSE TO COUNCIL ENQUIRIES

3.1 COUNCIL ENQUIRY

Could a comparison be provided with respect to trip generation and parking of the Phase I core developments taking into consideration particular types of uses such as, for example, a mega-market with its characteristic hours of operation and parking use? Are there also further traffic studies available related to Metrotown core developments?

STAFF COMMENT

The transportation consultant engaged by the Municipality, T. Partridge & Associates, has provided preliminary information on expected trip generation and parking demand for the Phase I core developments. The Municipality's Consultant has also been in contact with N.D. Lea and Associates, the Consultant for both Station Square and Metrotown Centre and Barton Aschman Associates, the Consultant for Eaton Centre (formerly Galleria), and obtained available information from both of these consultants. Preliminary comments on estimated trip generation, parking demand, and mega-markets are outlined as follows:

3.1.1.1 When the Phase I developments are complete, the three primary developments are expected to have p.m. peak hour total, estimated (inbound and outbound) trip-generation for Station Square of 1,989 trips; for Eaton Centre of 3,120 trips; and for Metrotown Centre of 2,152 trips.

The total estimated trip generation at the p.m. peak hour for the Metrotown primary core developments is summarized as follows:

a) 1985 pre-development conditions	1,723 trips per hour
b) 1986 Metrotown Centre Phase I complete	2,481 "
c) 1988 Phase I total (3 projects)	7,261 "
d) 1988 plus future phases	11,527 "

There is a relatively small estimated increase of 758 trips between 1985 pre-development conditions and the estimated trip generation with the Phase I Metrotown Centre fully operating, as compared to the estimated difference of 4,780 trips from the current situation with Phase I Metrotown Centre operating to the point when both Station Square and the Eaton Centre come on stream. The 1988 plus future phases trip generation total of 11,527 represents a 669% increase over 1985 figures and 464% increase over 1986 figures.

3.1.2 The preliminary parking demand for the three primary core developments is estimated as follows:

	Estimated Parking Demand	Developer's Parking Provisions
Station Square	2,200 spaces	1,736 spaces
Eaton Centre	3,408 "	3,423 "
Metrotown Centre	3,136 "	2,683 "
TOTAL	8,744 SPACES	7,842 SPACES

Parking demand is estimated to triple over the existing situation with only Metrotown Centre Phase I operating, to the point when all three primary core Phase I developments become operational. Of the three Phase I developments, Eaton Centre has handled parking in the most appropriate manner in terms of both the number of spaces provided and parking location and layout.

From the limited information available on mega-markets, it is possible to draw a preliminary conclusion that the parking demand difference between a mega-market and a large shopping centre is not great, but that the trip generation characteristics (i.e. turn-over) of a mega-market would be substantially higher than that for a large shopping centre.

The Municipal consultant is building a computer-based transportation model of the Metrotown area that will simulate the traffic conditions arising from varying development and infrastructure conditions. The consultant's progress has been slower than expected because of unanticipated problems in calibrating the p.m. peak model. As a consequence, we expect to be able to provide Council with a report in approximately two months. However, in view of the above growth figures, it is essential that the actual traffic situation be monitored when the three Phase I developments are complete, in order to incorporate these results into the modelling process, as the basis for evaluation and planning for further development phases including the public infrastructure required to service increased transportation demands.

3.2 COUNCIL ENQUIRY

An overall comparative evaluation of the approved First Phase developments as well as an indication of further core Phases was requested.

STAFF COMMENT

The attached chart gives a comparative overview of the First Phase developments for the primary Metrotown core as well as preliminary figures on contemplated future phases.

The following significant points can be drawn from the chart:

Phase I Developments

- a) The combined First Phase developments total approximately 2,815,000 sq.ft. which is more than three times the amount currently developed in Metrotown Centre. This amount of floor area is permitted by the phasing policy.
- b) Eaton Centre is the largest project at 1,146,000 sq.ft., somewhat larger than Metrotown Centre's 910,000 sq.ft. Station Square occupies 759,000 sq.ft., representing 27% of the total floor area while having less than 20% of the site area.
- c) With respect to the desire to increase density in the Metrotown core, Station Square is the highest density development at 1.5 FAR, followed by Eaton Centre at 1.2 FAR and then by Metrotown Centre at 0.8 FAR.
- d) Metrotown Centre is the largest retail mall at 668,500 sq.ft., slightly larger than Eaton Centre at 630,500, and more than double the size of the Station Square retail at 301,500 sq.ft. The total First Phase gross leaseable shopping centre floor area of approximately 1,600,500 sq.ft. will make this core area the largest shopping centre complex in the Province.
- e) Phase I will provide for 464,500 sq.ft. of office space. Eaton Centre provides the largest office component, 314,000 sq.ft., representing 67% of the total.
- f) Station Square provides the widest mix of major uses, such as a hotel, apartment towers, offices, health club and cinemas. The retail mall is most dominant in Metrotown Centre representing over 85% of its gross floor area.
- g) A total of 7,842 parking spaces are provided in Phase I. Eaton Centre provides the highest amount of parking (3,423 spaces) and the highest ratio of parking for both retail mall and office uses.

- h) Eaton Centre has 77.8% of its parking spaces underground. Over 88% of the parking for both Station Square and Eaton Centre is to be either structured or underground parking. Over 49% of Metrotown Centre's parking is on surface.
- i) Of approximately 2.6 acres of major public open spaces (Plazas, squares) provided, Eaton Centre provides 1.9 acres or 73% of the total.
- j) Eaton Centre provides the bus loop on its site and a passerelle to the SkyTrain Station. It also provides for potential pedestrian bridge linkages to the transit interchanges and mall connections from Station Square and Metrotown Centre.
- k) Both Metrotown Centre and Eaton Centre provide pedestrian bridge structures to the Kingsway frontage for future overpassing of Kingsway. All three developments provide for pedestrian ways through their projects.
- l) Phase I will provide for a functional overall core-related road network. Station Square provides extensive road network infrastructure including provisions related to McKay Avenue, Kingsborough Street, and Kingsway.

Phase II Developments

- i) The total Phase II developments will double the gross floor area provided in Phase I, resulting in a grand total of both First and Second Phases of approximately 5,678,000 sq.ft.
- ii) The shopping centre component will increase by 845,500 sq.ft. (50%) resulting in a shopping centre grand total of 2,446,000 sq.ft. which would continue to maintain this shopping centre complex as one of the largest in the Province. Both Metrotown Centre and Eaton Centre plan major mall expansions of 367,000 sq.ft. and 388,500 sq.ft. respectively.
- iii) The office component of 1,582,000 sq.ft. would represent a much higher proportion (55%) of the Second Phase developments as compared to its proportion (16.5%) of the First Phase developments. Eaton Centre continues to provide the highest proportion of offices in Phase II at 51%, followed by Metrotown Centre with 31% and by Station Square with 18%.
- iv) Metrotown Centre proposes a two tower apartment component.
- v) Metrotown Centre plans additional public open space of 28,000 sq.ft. which would bring its total open space component up to 1.04 acres as compared to the 1.89 acres provided by Eaton Centre and 0.28 acres by Station Square.
- vi) Parking provisions for Second Phase developments will need to be established in future following an evaluation of traffic and parking experience of the First Phase developments.

SUMMARY

The Phase I developments are described in very large numbers and represent a major regional commercial focus. The level of publicly-oriented infrastructure provided through the completion of the Phase I developments is very high and is considered of great benefit to Metrotown. The developers of the two Phase I developments, Station Square and Eaton Centre, have received Council approval and have committed to commence construction based on the phasing policy.

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Phase II will double the Phase I gross floor area of 2,815,000 sq.ft. to a grand total of 5,678,000 sq.ft. The shopping centre gross leaseable area will increase by 50% over Phase I to a grand total of 2,446,000 sq.ft. Clearly, the scale of ultimate development demands that it be properly phased and managed. The pursuance of a comprehensive evaluation after the three Phase I developments are all complete and operating is an essential part of this management process, particularly in relation to additional major public expenditures.

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3.3 COUNCIL ENQUIRY

How does the First Phase Metrotown primary core development compare with the amount of commercial development in downtown Victoria or in Mississauga City Centre, Ontario?

STAFF COMMENT

3.3.1 Downtown Victoria comprises a 204 acre precinct, which accommodates approximately 2,892,000 sq.ft. of retail floor area including an Eaton's, The Bay and London Drugs. A 100,000 sq.ft. new retail development by Cadillac Fairview is proposed. A 1981 consultant report estimated a possible market absorption of 50-60,000 sq.ft. of additional retail per year up to 1991. There is also approximately 3,914,000 sq.ft. of office space in this downtown precinct. The total gross floor area in downtown Victoria including other uses such as hotels, apartments and parking structures is approximately 10,752,000 sq.ft. There are approximately 9,600 parking spaces provided including on-street parking. The downtown serves a metropolitan population of approximately 250,000 and a high component of tourists.

3.3.2 The Mississauga City Centre in Ontario is a planned suburban mixed-use centre which has or will include a new city hall and community facilities, hotels, apartments, offices, and retail on development sites totalling approximately 370 acres not including road rights-of-way. One developer (Hemerson) is the original owner of 75% of the area under development. The centre of this planning area accommodates the Square One regional shopping centre which currently encompasses 1,055,000 sq.ft. of gross leaseable area with The Bay, Sears and Woolco as major tenants. Future planned phases include Eaton's and Superstore for 1988 (450,000 sq.ft.) and West Pavilion and another department store for 1991 (700,000 sq.ft.). The overall grand total is 2,205,000 sq.ft. Approximately 1,500,000 sq.ft. of offices has been constructed with ultimate office projections of 12,700,000 sq.ft. One hotel with 350 units has been established and three more hotels have been recently approved. Parking for the shopping centre is on-surface with a parking ratio in the range of 5 spaces per 1,000 sq.ft. of retail floor area. Mississauga has a current population in the range of 380,000 with an ultimate projected population of 700,000.

3.3.3 Downtown Victoria's shopping components are well spread out with a high proportion of restaurants and personal service establishments and is served by an older downtown street gridwork pattern. However, reference to the attached chart shows that the overall scale of development in Victoria is generally similar to Metrotown. Square One, Mississauga is a suburban regional shopping centre with surface parking, accessible virtually directly from a nearby freeway, and is not served by rapid transit. Metrotown is again generally comparable in magnitude to Square One, although the Metrotown primary core has a much higher density and more urban context.

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3.4 COUNCIL ENQUIRY

What publicly-oriented amenities are planned for the Metrotown core to make it an outstanding place? What would be the market value of a large core-related public open space, for example, located at the Nelson and Kingsway corner?

STAFF COMMENT

Prime publicly-oriented amenities planned for and required in the Metrotown core relate to major outdoor public open spaces, high-quality linkages to public transit facilities, and a public pedestrian network in the core (see attached chart).

Of the approximately 2.6 acres of major public open spaces (plazas, squares) provided in the first phase, Eaton Centre provides 1.9 acres representing 73% of the total including a 1.1 acre well-modelled plaza with a series of terraced steps and fountain facing Central Boulevard at the location of the Metrotown SkyTrain Station, passerelle and bus loop. This plaza area will also become a cross roads location at a public transit focus with interlocked linkages related to key elements such as:

- a) Metrotown SkyTrain Station adjacent the plaza
- b) Provision of a covered passerelle over Central Boulevard from the SkyTrain Station to the bus loop
- c) Inclusion of a major bus loop with escalators up to the passerelle on the Eaton Centre property
- d) Direct weather-protected pedestrian entry into Eaton Centre mall which accommodates mall linkages to Metrotown Centre and Station Square.
- e) Covered pedestrian bridge linkages generally along the Central Boulevard frontage from both Metrotown Centre and Station Square to the transit interchange area.
- f) Ability for pedestrians to walk from the SkyTrain Station to Kingsway in a weather-protected manner.
- g) Child care centre for the benefit and convenience of shoppers.

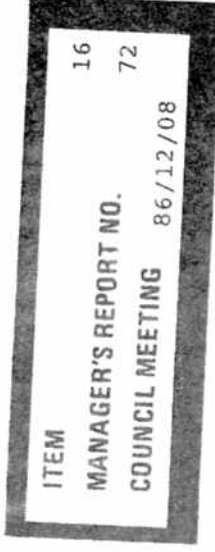
Metrotown Centre and Station Square provide smaller public plazas with features such as a clock tower (as yet unconstructed) for Metrotown Centre and fountains for Station Square. Metrotown Centre and Station Square also indicate pedestrian access from Central Boulevard to Kingsway through their developments. Initial pedestrian bridge structures for future overpassing of Kingsway are indicated from the Metrotown Centre and Eaton Centre developments to the Kingsway right-of-way.

The Municipal Solicitor has indicated that any large public open space located within the Metrotown core including the Nelson and Kingsway corner would be valued in the range of \$35 per sq.ft. Value is related to the overall core development potential and it is considered that values would be about the same for one specific open space location as compared to another within the core area.

As the preceding indicates, Eaton Centre is the key to the provision of prime publicly-oriented amenities in conjunction with the development of the First Phase Metrotown core. The Eaton Centre occupies the central location and provides for the continuity of the open space network and pedestrian ways linking the two major developments on its flanks, potentially to each other and to the bus loop and SkyTrain Station.

3.5 COUNCIL ENQUIRY

How does the Station Square proposal relate to the Municipality's urban development concept for and desired control over the Metrotown core?



STAFF COMMENT

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The Station Square proposal together with Metrotown Centre and Eaton Centre will provide a complete Phase I primary core development for Metrotown. Station Square, even though it does not have a significant internal mall, can be described as an urbane proposal with substantial public open spaces, extensive weather protected pedestrian ways, and a high proportion (88%) of underground or decked parking. This proposal has a variety of primary uses which are complementary to the desired creation of an integrated mixed-use Metrotown core. The proposed primary uses other than the expected retail uses include office, hotel, apartment towers, a health club and a large cinema complex.

The Station Square developers intend to pursue a direct pedestrian linkage to Eaton Centre mall to the east and have also achieved preliminary agreements with Cambridge to provide a direct link from this proposal to the SkyTrain Station and bus loop via an elevated covered pedestrian bridge along the Central Boulevard frontage.

Of great benefit to the Municipality in terms of achieving an effective Metrotown core is the extensive amount of infrastructure provided by Station Square which otherwise may have had to be provided in due course by the Municipality. The important core-related road network infrastructure to be provided by the Station Square proposal includes:

- a) The dedication of the McKay Avenue extension north of Kingsway to Grange Street.
- b) The dedication of significant right-of-way widening of McKay Avenue between Central Boulevard and Kingsway and its construction to a full standard.
- c) The provision of appropriate rights-of-way to accommodate Kingsborough Street east of McKay Avenue and its construction for this length to a full standard.
- d) The dedication of significant right-of-way widening of Kingsway and its upgrading.

These outlined benefits of the Station Square proposal will significantly assist in achieving the mature redevelopment of the Metrotown core in line with Municipal objectives and concepts. The developer of Station Square is also on record as being in favour of the phasing policy adopted by Council.

3.6 COUNCIL ENQUIRY

The construction schedule for the further Phase I primary core developments was requested.

STAFF COMMENT

The developer of Station Square is pursuing the completion of rezoning prerequisites in order to request Final Adoption of his rezoning bylaw in 1987 January. Construction will commence immediately thereafter. Demolition of the many buildings on the site is currently underway including preparations to demolish the former Electrolier plant. The development is scheduled to be completed in 1989 January.

The developer of Eaton Centre has already obtained excavation permits. Construction is to officially commence with a ground breaking ceremony on 1986 December 16. The overall development is planned to be complete in 1989 March.

Progress on Phase I developments is consistent with the Council phasing policy and the efforts of Phase I developers should continue to be supported by maintenance of the policy.

3.7 COUNCIL ENQUIRY

Staff comment was requested on Planning staff's dealings with Cal Investments Ltd. before and after the phasing policy was established by Council.

STAFF COMMENT

The first report on Rezoning #54/86, submitted to Council on 1986 July 21, could be considered a negative one in that it conveyed serious staff concerns that major Metrotown core developments were being proposed on an earlier schedule and of greater magnitude than previously expected. Various additional concerns were also expressed by Council when the rezoning application was introduced. Subsequently, planning staff worked with the applicant to see if negative aspects of the project could be resolved in order to assist in the eventual preparation of a further rezoning report. However, no final approvals were granted. A rezoning application is examined and evaluated in conjunction with the preparation of a second rezoning report to Council which assesses both physical design and policy matters relating to the development. The final staff decision is made at that time whether to support an amendment to the community plan and to recommend an alternate proposal to Council for its consideration. Whether the rezoning proposal is advanced to a Public Hearing or not is a decision to be made by Council.

Also, during the time that the application was under review, staff were extremely concerned about the broader policy implications of the trend of Metrotown development relative to the approved Phase I core plan. As a result, staff submitted a report to Council on 1986 September 08 addressing a phasing policy for the primary Metrotown core. Once the policy for the first phase core plan had been adopted by Council, staff advised the rezoning applicant of this situation the day after Council's decision. As pointed out in the September 08 report, the policy decision takes priority over rezoning matters and, therefore, staff allowed the applicant one week to wind down the file and then ceased further discussions. In this respect, the application from Cal Investments has been dealt with no differently than any other development application. Future consideration of specific rezoning proposals will be based upon the essential need to manage the growth of Metrotown and achieve a desired environmental character.

3.8 COUNCIL ENQUIRY

Some detailed concerns were expressed with respect to the further detailed expansion to Metrotown Centre proposed by Cal Investments Ltd. related to items such as the proposed gas bar, the size of the expansion, high-rises envisioned in Cal's original phasing plans, and implications of the existing SuperValu lease.

STAFF COMMENT

Comments on these concerns are provided as follows:

- a) The location of a gas bar at the Nelson Avenue and Bennett Street corner opposite existing low-rise apartments on the east side of Nelson Avenue was questioned. This department agrees that this relationship of a gas bar across from the apartments at this key intersection is not desirable and would prefer, as previously expressed to the developer, that no gas bar and automotive service centre be located within the primary Metrotown core.

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b) Questions were raised essentially as to whether the Cal portion of future expansion development was too large or whether it could be reduced in size. The main feature of Cal's expansion proposal is a major mall extension representing a 50% increase to the existing mall and amounting to approximately 348,500 sq.ft. encompassing a 163,500 sq.ft. department store and 185,000 sq.ft. of CRU's, with an additional 111,500 sq.ft. of pedestrian mall and storage space.

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We understand this mall extension to be the size that the developer considers necessary to accommodate his tenants and to create a viable proposal. The concern of staff is that the emphasis on the retail mall extension adds significantly to retail commercial uses which are among the highest generators of trip generation and parking demand relying on accessibility by car rather than public transit. The development of other related core uses such as offices, hotels, cinemas, health clubs, etc. would be preferable by providing variety and assisting in furthering the concept of shared parking.

The main point is that no additional retail floor space should be added until all Phase I developments are complete and occupied, at which time it will be possible to evaluate the varying opinions of economic consultants, and determine the feasibility and public cost of adding more retail floor space.

c) The original long range community plan for the development of the Metrotown Centre site submitted by the developer indicated 6 future additional towers of a commercial or residential nature depending on their locations and future market viability. There was no indication at that time that a major mall extension would be proposed as a future phase. The revised expansion plan now proposed would necessitate a change to the original community plan.

In order to compile as complete a summary of future possible development for the information of Council, the developers of the three primary core developments were offered the opportunity to provide an updated indication of future phases as outlined on the attached chart. The Metrotown Centre developer has indicated an additional apartment tower and two office towers in his long range community plan for his site.

d) A question was raised as to whether the SuperValu lease on the building at the Kingsway and Nelson Avenue corner would create difficulties with the Phase II Rezoning #54/86 application. We understand that the SuperValu lease runs to 1988 July 31 and, therefore, the building could not be demolished prior to that date. Standard rezoning procedures require that all buildings within the rezoning site be demolished within six months of the granting of Final Adoption to the rezoning bylaw.

In summary, the concerns raised by Council with respect to the expansion to Metrotown Centre are considered valid.

3.9 COUNCIL ENQUIRY

The question was asked as to why phasing in Metrotown was not raised earlier? Phrased differently, it was asked how the current phasing fitted in with the Metrotown phasing envisioned from the beginning.

STAFF COMMENT

The balanced development of the Metrotown core includes the need for appropriate phasing. The policy report, Burnaby Metrotown - A Development Plan, adopted in 1978, indicated the development of a defined central core. The redevelopment of the overall Metrotown outlined in the policy report, envisioned 3.95 million sq.ft. of commercial floor area in place by the benchmark date of 1996, and on the assumption that this building program would be pursued in an orderly way, the basic Metrotown transportation plans were keyed to this scale of development envisaged to 1996. The three Phase I development proposals seemed to support this development schedule. However, it became apparent once complete details were available on all Phase I project that this 1996 figure would be met by the full completion of the three Phase I developments. It also became apparent that the Metrotown retail component with its high trip generation and parking demand characteristics will be significantly larger than the 1.35 million sq.ft. of floor area previously contemplated by 1996.

The suggestion that one can rely on market-initiated control to achieve an orderly growth of the Metrotown core sounds attractive, and was initially preferred, but the public interest component of Metrotown is so extensive and fundamental that it has become clear that it is not possible to rely on the initiatives of individual developers. Current proposals for further expansion before the completion of Phase I provide proof that the Municipality cannot depend on developers to phase themselves. The development of all planned future phases will greatly exceed 1996 projections, doubling the projected retail commercial component and adding to required public expenditures, particularly those required to deal with traffic and transportation. Council guidance and control is therefore essential to stabilize development activity in the Metrotown core and ensure that public goals are met by an evaluation of the completed Phase I development including desirable linkages and public infrastructure. The phasing policy is not a moratorium as popularly quoted in that it provides for the development of over 2 million square feet of building area encompassing Station Square and Eaton Centre over the next two to three years.

3-10 COUNCIL ENQUIRY

What are the possible consequences of either retaining or repealing the Metrotown phasing policy?

STAFF COMMENT

The Metrotown phasing policy has been established to manage accelerated growth within the primary Metrotown core and to protect and enhance the long range health and livability of Metrotown. The following conclusion section, Section 4.0, of this report also reiterates the prime reasons in support of the phasing policy and, therefore, each of these prime reasons can also be viewed as a "consequence" in that retention of the phasing policy is necessary to ensure their achievement.

Some pertinent consequences of repealing the phasing policy are:

- a) Repeal would indicate uncertainty on the part of the Municipality and suggest a relinquishment of the principle of managed growth. Repeal would seriously affect developer confidence.
- b) Repeal would aggravate the problems reflected in the mixed opinions of expert professionals with respect to transportation and market viability. Parking, traffic and land use difficulties which are certain to arise in developments of extensive size and scope can be lessened by a managed approach.

- c) Repeal would mean that the Municipality would lose the essential opportunity to provide an evaluation based on a completed level of development at the Phase I plateau and hamper Council in re-assessing and adjusting the direction of Metrotown development policy if it so desired.

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Some pertinent consequences of retaining the phasing policy are:

- i) Retention will indicate that Council has firm control over the overall Metrotown development and reduce development uncertainty by enabling all developers to make confident decisions based upon clear Council decisions on community plan and phasing policy matters. Station Square and Eaton Centre are proceeding to construction, and their developers have made decisions based on the phasing policy, relying upon the reputation of Burnaby to stand behind its policy positions.
- ii) Retention has general public support. The public perceives that growth is being managed and that Council is cognizant of avoiding a rate of and type of growth which could impact detrimentally on the community.
- iii) Retention would ensure that all of the three major developers, each with extensive interests in the primary core and each with planned major future phases, are treated equally. No one developer is considered to have preference over another with respect to the phasing policy.
- iv) Retention will ensure the optimum use and efficiency of the extensive infrastructure provided by both the private and public sectors.
- v) Retention will permit the Municipality to assess the effect of the large amount of overall Phase I development with its large expected parking demand and trip generation once the projects are complete and operating in order to consider and manage further development phases on a more confident and real basis.
- vi) Retention will ensure that the potential construction disruption of further phases beyond Phase I can be minimized through the provision in Phase I developments of extensive broadly-based parking provisions and a comprehensive traffic network to serve the entire core area.
- vii) Retaining the phasing policy will allow for a comprehensive assessment by staff of the primary Metrotown core after the Phase I developments are complete and fully operating.

In conclusion, it is clear that the retention of a phasing policy is essential for the orderly and appropriate development of the primary Metrotown core. Repeal of the phasing policy will have serious negative ramifications. It is important that the Municipality maintain a firm and consistent approach to its policy decisions in order to sustain developer confidence.

4.0 CONCLUSION

In terms of the Metrotown Development Plan, the preparation of this report for the consideration of Council has served to reinforce the need to maintain a phasing policy for the properly managed and optimum redevelopment of Burnaby's primary Metrotown core. By pursuing a balanced development program, the Metrotown primary core area will reach a desirable level of maturity represented by the completion of the first phase proposals and the related public infrastructure initiatives pursued to date.

The conclusion of the previous report considered by Council on 1986 September 08 for the orderly phasing of the development of the primary core area continues to be supported. It is considered pertinent to reiterate, as follows, the clarifying and guiding points which supported the phasing conclusion and to emphasize the need to ensure their achievement by maintaining the adopted phasing policy:

- a) The completion of the first phase primary core plan in line with the Metrotown Development Plan will clearly establish the success of the Metrotown concept and delineate its boundaries.
- b) The completion of the first phase core plan will achieve the optimum balanced, integrated, and high-quality primary core capable of serving Burnaby for at least two to five years.
- c) The Municipality has through a pluralist approach achieved the development of a coherent core through the efforts of a variety of private development interests.
- d) Recent extensive public infrastructure expenditures such as the SkyTrain and major Metrotown roads will be utilized most efficiently by the completion of the first phase core plan.
- e) The first phase core plan provides for extensive private contributions to the public infrastructure such as public squares and plazas, vehicular and pedestrian linkages, public transit connections, and major underground parking facilities.
- f) Serious traffic concerns have been raised questioning the appropriateness of proceeding at this time with major second phase primary core developments which exceed past projections. Even though traffic modelling as pursued by the retained consultant may provide some clarity, the conclusions of such studies remain inferential. Actual monitoring of the traffic situation after completion of the first phase development program is required to reflect the staged approach to traffic assessment which was initially envisioned.
- g) The completion and occupancy of the first phase core plan is considered a reasonable plateau at which to pause in order to fully assess the Metrotown core and how further phases can be integrated and managed.
- h) Adoption of a phasing policy will as far as possible ensure that all first phase developments proceed and the primary core area achieves its optimum potential, while avoiding unbalanced development within the core area.
- i) Private development pressures and interests in the Metrotown core appear to be at a volatile level, and it is important that the Municipality provide guidance in order that the volatility of the private development industry not detrimentally affect the orderly development of Burnaby's Metrotown.

The development of the primary Metrotown core is considered a unique situation. There is to our knowledge not another situation in this country of such a major, high-density, mixed-use, regional town centre development being developed in a mature suburb over such a short time and on as compact a site as the primary Metrotown core area. Consequently, it is imperative that Council maintain firm control over its orderly development through the phasing policy, which is also supported by the following points:

a) The extensive public investment in roads, services, and community facilities in Metrotown has been predicated on the achievement of balanced, orderly growth.

b) Each of the three Phase I developments has provided needed infrastructure, beneficial publicly-oriented amenities, and has evolved individualized project designs which are complementary to the others and to the Metrotown core as a whole.

c) There is evident substantial public support for a phasing policy which encourages growth but on a managed basis that would minimize possible detrimental effects on the community.

d) The completion of all three Phase I developments permitted by the phasing policy will provide over 2,815,000 sq.ft. of gross floor area including retail commercial uses totalling 1,600,500 sq.ft. With completion of these Phase I developments, the commercial floor area in the overall Metrotown will equal the 3.95 million sq.ft. of commercial floor area envisioned to be in place by the benchmark date of 1996 indicated in the 1978 Metrotown policy report. The attached chart illustrates the magnitude of the proposed development.

e) Further development phases will double the total floor area to a grand total of 5,678,000 sq.ft.

f) The very large parking demands and trip generation estimates arising out of the Phase I development indicate that it is essential to monitor the actual traffic situation when the Phase I developments are complete prior to proceeding with future phases.

g) Each of the three major developers has planned major future phases. Therefore, the phasing policy would apply to all three developers equally and no Phase II developments would be permitted to any of the three developments (Station Square, Eaton Centre and Metrotown Centre) until the Phase I developments are completed and evaluated.

h) It is stressed that this phasing policy is not a moratorium since the two Phase I proposals, Station Square and Eaton Centre, representing together over 2 million sq.ft. of floor area can proceed to construction and occupancy over the next two to three years.

i) Expert professionals have continued to provide a range of opinions on both transportation and market area issues. The Municipality's transportation consultant is expected to provide information from his computer-based transportation model shortly. The mixed opinions of professionals also reinforces the efficacy of waiting to monitor the actual experience.

j) Maintenance of the phasing policy will provide the opportunity for a comprehensive assessment by staff of the primary Metrotown core after the Phase I developments are complete and fully operating. This assessment will permit the Municipality to examine a wide range of issues in the light of actual experience related to such topics as:

- i) Road network effectiveness
- ii) Traffic management
- iii) Parking demand and type of parking provisions
- iv) Public transit integration
- v) Primary land uses both type and variety
- vi) Further public expenditures
- vii) Efficient use of public infrastructure
- viii) Public open space and publicly-oriented facilities
- ix) Effects on surrounding neighbourhoods
- x) Updating of Municipal goals and objectives for the Metrotown core.

PLANNING & BUILDING INSPECTION DEPARTMENT
PRIMARY METROTOWN CORE - PHASING
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The development of the primary Metrotown core is on the threshold of achieving a wide range of long-awaited Municipal goals and objectives. It is important that Burnaby not place the ultimate success and health of Metrotown under needless risk. It is recommended that the policy continue to be maintained for the phasing plan providing for the orderly development of the primary Metrotown core, and ensuring that completion of construction and occupancy of the approved first phase core plan is first achieved and assessed, prior to Council's adoption of phasing amendments to the Community Plan to accommodate further core area development.

This is for the information of Council.



A. L. Parr
Director Planning &
Building Inspection

ALP:KI:lf

Attachment: Chart

cc: Director Engineering



Primary Metrotown Core

PHASE 1 SITE AREA GROSS FLOOR AREA IN SQ. FT.	ANCHORS	CRU'S	CLINICS	OFFICE	HOTEL/ APARTMENTS	INTERNAL PEDESTRIAN MALL	SERVICE/ STORAGE	PUBLIC OPEN SPACES IN 50 FT.	TOTAL SPACES	COMMERCIAL/ OFFICE	HOTEL/ OFFICE	APARTMENTS	UNDER- GROUND GROUND	STRUCTURED/ GROUND	SURFACE	PRIMARY PUBLIC TRANSIT ASPECTS	INTERNAL PEDESTRIAN LINKAGES	PARKING PROVISIONS - NO. OF SPACES		TOTAL PHASE 1 100%	
																		COMMERCIAL/RETAIL (50 FT.)	OTHER (50 FT.)		
11.5	301,500	90,000	129,000	82,500	36,500	404,000	17,000	12,500	1,236	1,223	13	500	671	860	205	- Proposed pedestrian bridge Linkage to transit interchange (Central Boulevard) - Indirect access to transit inter- change if linked to Eaton Centre	- Landing area for possible bridge to Kingsway - North-south pedestrian way - Possible link to Eaton Centre	19.5%	759,000	1.2 FAR	58.9
21.5	1,146,000	630,500	294,000	319,500	17,000	314,000	126,500	82,500	3,423	2,916	507	-	2,664	411	348	- Bus loop on site with escalators down to bus loop - Direct passerville to SkyTrain Station - Possible mall link to Metrotown Centre and to Station Square. - Feasible pedestrian bridge Sky- Train connections to Station Square and Metrotown Centre - Pedestrian connection to Kingsway	- Bridge to Kingsway - North-south public pedestrian way - Possible mall link to Metrotown Centre	36.5%	1,146,000	1.2 FAR	36.5%
25.9	910,000	668,500	410,000	258,500	-	114,000	-	17,500	2,683	2,588	95	-	640	710	1,333	- Indirect access to transit interchange if mall linked to Eaton Centre - Bridge to Kingsway - North-south public pedestrian way - Possible mall link to Eaton Centre	-	44.0%	910,000	0.8 FAR	25.9
58.9	2,815,000	1,600,500	794,000	706,500	99,500	464,500	464,500	404,000	7,842	6,727	615	500	3,975	1,981	1,866	- Linkage to transit interchange (Central Boulevard) - Possible pedestrian bridge - Possible mall link to Eaton Centre	-	58.9	2,815,000	1.1 FAR	58.9

Phase I Core Plan

Phase II

Total

STATION	EATON CENTRE	PHASE 1 + FUTURE	METROTOWN CENTRE	PHASE 1 + FUTURE	PHASE 1 + FUTURE	GRAND TOTAL	FUTURE
11.5	376,000	75,000	1,201,500	1,201,500	2,431,500	2,815,000	5,678,000
21.5	1,285,500	388,500	1,019,000	581,000	1,019,000	2,863,000	2,863,000
25.9	1,285,500	287,000	101,500	820,000	610,000	1,582,000	2,066,500
58.9	2,76,000	75,000	1,600,500	1,600,500	794,000	1,319,500	2,446,000
112.5	112,500	112,500	112,500	112,500	112,500	112,500	112,500
140.5	140,500	140,500	140,500	140,500	140,500	140,500	140,500
205.5	205,500	205,500	205,500	205,500	205,500	205,500	205,500
404.0	404,000	404,000	404,000	404,000	404,000	404,000	404,000
464.5	464,500	464,500	464,500	464,500	464,500	464,500	464,500
99.5	99,500	99,500	99,500	99,500	99,500	99,500	99,500
706.5	706,500	706,500	706,500	706,500	706,500	706,500	706,500
794.0	794,000	794,000	794,000	794,000	794,000	794,000	794,000
1,600.5	1,600,500	1,600,500	1,600,500	1,600,500	1,600,500	1,600,500	1,600,500
2,815.0	2,815,000	2,815,000	2,815,000	2,815,000	2,815,000	2,815,000	2,815,000

PARKING PROVISIONS SUBJECT TO RESULTS OF
CONSULTANT TRANSPORTATION STUDY
AND EXPERIENCE OF FIRST PHASE DEVELOPMENTS

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