

ITEM 7  
MANAGER'S REPORT NO. 13  
COUNCIL MEETING 91/02/25

TO: MUNICIPAL MANAGER 1991 FEBRUARY 20  
FROM: DIRECTOR PLANNING & BUILDING INSPECTION  
SUBJECT: REZONING REFERENCE #13/90  
EATON CENTRE METROTOWN - PHASE III  
4700 KINGSWAY

LEGAL: PARCEL 3 EXCEPT AIRSPACE PARCEL ONE, PLAN 79744, D.L.  
153, GROUP 1, REF. PLAN 79648;

FROM: CD COMPREHENSIVE DEVELOPMENT DISTRICT  
(BASED ON C3 GENERAL COMMERCIAL DISTRICT, RM5 MULTIPLE FAMILY RESIDENTIAL AND P2 ADMINISTRATION AND ASSEMBLY DISTRICTS)

TO: "AMENDED" CD COMPREHENSIVE DEVELOPMENT DISTRICT  
(BASED ON C3 GENERAL COMMERCIAL DISTRICT AND P2 ADMINISTRATION AND ASSEMBLY DISTRICT GUIDELINES, AND IN ACCORDANCE WITH THE DEVELOPMENT PLAN ENTITLED "EATON CENTRE METROTOWN - PHASE III" PREPARED BY AITKEN WREGLESWORTH ASSOCIATES)

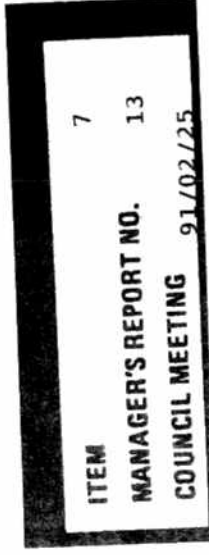
(SEE ATTACHED SKETCH)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 1991 March 26.

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RECOMMENDATIONS:

1. THAT a Rezoning Bylaw be prepared and advanced to First Reading on 1991 March 04, and to a Public Hearing on 1991 March 26 at 7:30 p.m.
- 2) THAT the following be established as prerequisites to the completion of the rezoning:
  - a) The submission of a suitable plan of development.
  - 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 granting of any necessary easements.
- e) The dedication of any rights-of-way deemed requisite.
- f) The provision of a public pedestrian walkway easement from Kingsway to Central Boulevard and the construction of a concrete walk and lighting to the approval of the Director Engineering.
- g) The deposit of the applicable charge of \$0.50 per gross building square foot to go towards the acquisition of public open space in Metrotown.
- h) The deposit of the applicable charge of \$0.306 per gross building square foot to go towards the cost of pedestrian overpasses of Kingsway in Metrotown.
- i) The provision of registered agreements to guarantee, as continuing public service facilities, the existing daycare facility, community room, and information kiosk.
- j) The provision of an agreement to provide the bridge link to the Woodward's Store of Metrotown Centre.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to accommodate a further office tower and additional retail area to Eaton Centre Metrotown.

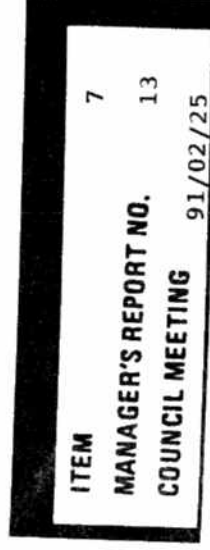
2.0 BACKGROUND

2.1 EATON CENTRE PHASES

The subject application is a third phase proposal for Eaton Centre Metrotown. Eaton Centre Phase I (Rezoning Reference #71/85) included a two level retail mall, a bus loop with a direct pedestrian link to the Metrotown SkyTrain station, an office tower, and two levels of underground parking, all of which have been constructed. Eaton Centre Phase II (Rezoning Reference #99/87) included expansion of the retail mall on a third level and a second office tower. The Phase II office tower is under construction. This Eaton Centre Phase III development calls for the completion of the retail mall expansion on the second and third levels, as well as encompassing the already approved Phase II mall expansion and also calls for a third office tower. A number of community oriented improvements are also included in the Phase III proposal. Both the Phase II and Phase III proposals are in line with the adopted Community Plan encompassing this site which was established as part of the Phase I rezoning and reaffirmed in conjunction with the Phase II rezoning.

The following is a brief summary of the main components of the three phases:

	<u>RETAIL MALL</u>	<u>OFFICE</u>	<u>TOTALS</u>
	<u>GROSS LEASABLE AREA</u>	<u>GROSS FLOOR AREA</u>	
PHASE I	604,500 sq. ft.	290,000 sq. ft.	894,500 sq. ft.
PHASE II	326,500 sq. ft.	385,000 sq. ft.	711,500 sq. ft.
PHASE III	78,000 sq. ft.	425,000 sq. ft.	503,000 sq. ft.
<b>TOTAL</b>	<b>1,009,000 SQ. FT.</b>	<b>1,100,000 SQ. FT.</b>	<b>2,109,000 SQ. FT.</b>



2.2 INTRODUCTION OF REZONING REFERENCE #13/90

An initial rezoning report introducing this Eaton Centre Phase III proposal (Rezoning Reference #13/90) was submitted to Council on 1990 March 26. At that time, the report was referred to a meeting of Council with staff to discuss this rezoning and three other Metrotown rezoning applications active at that time. Staff have been guided by this discussion with Council in pursuing detailed plans and provisions related to Eaton Centre Phase III and staff was authorized to work with the applicant towards a plan of development suitable for presentation to a Public Hearing.

After extensive further discussions with the applicant, a plan of development has now been submitted suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

3.1 SERVICING REQUIREMENTS

The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. The servicing will be provided in line with the servicing agreement entered into by the developer. The servicing requirements will include, but not necessarily be limited to the following:

- a) adjustments including widening dedications to the existing primary underground parking access off Central Boulevard.
- b) 3.25 ft. wide easement required along Kingsway for utilities.

3.2 NORTH-SOUTH PUBLIC PEDESTRIAN WALKWAY

A public pedestrian walkway is proposed in a north-south direction at grade along the east side of the site linking Central Boulevard and Kingway. The walkway would be paved (handicapped accessible) with pedestrian lighting and enhanced with planters, trees and other landscaping. An easement would be required to guarantee the right of public passage along this route. This developer will arrange to provide wheel stops on the parking stalls which are within the adjacent Metrotown Centre (with the consent of the Metrotown Centre developer) to prevent parked cars from intruding over this public walkway area and to prevent damage to planters and light standards within the walkway area. Although this walkway is tight at various points, it is possible that in the longer term, this walkway area can be further widened and enhanced with the cooperation of the adjacent Metrotown Centre.

This at-grade open public walkway would replace the 24-hour public easement which has been previously registered as part of Eaton Centre Phase I - Rezoning Reference #71/85, through the underground parking garage within Eaton Centre between Kingsway and Central Boulevard and which has to date not been operationalized due to vandalism and safety concerns. The portion of the existing 24-hour public easement related to public access from Central Boulevard to the SkyTrain bridge link and the bus loop would be maintained.

3.3 EXTENDED HOURS PUBLIC ACCESS EASEMENT THROUGH THE MALL

An extended hours public access easement has been registered as part of Eaton Centre Phase I - Rezoning Reference #71/85 through the mall from north to south, and although not fully operationalized to date, this public easement remains desirable and is reconfirmed.

This extended hours public access concept is being operationalized on a step-by-step basis. At present, all mall areas remain open for public passage including entrances from the outside into the mall for a minimum of 1/2 hour after the closing of the mall stores, that is the mall is freely accessible until 6:30 p.m. when mall stores close at 6:00 p.m. and until 9:30 p.m. when the mall stores close at 9:00 p.m.

The developer has committed to provide access through the mall to the SkyTrain, from the Superstore when the Superstore is open (until 10:00 p.m.) but the mall stores are closed, by the fall of 1991.

These interim agreements do not detract from the fact that the municipality reserves the right to require full operationalization of the terms of the extended hours easement at any time.

#### 3.4 PEDESTRIAN CANOPIES

The developer has indicated that the glass canopy with overhead lighting, planters and benches for the existing uncovered pedestrian bridge linkage between Eaton Centre and Station Square which was committed as part of the Phase II rezoning (Rezoning Reference #99/87) will be constructed this Spring.

As part of the subject rezoning, a continuous glass and steel canopy with overhead lighting, 8 ft. wide clear of any columns, will be provided along the Superstore building north frontage on a widened pedestrian walkway. The walkway will also be adjusted to be handicapped accessible.

#### 3.5 KINGSWAY FRONTAGE AND ENHANCED PEDESTRIAN CORRIDOR

At this time, the developer is unable to indicate any building expansion onto the surface parking areas along the Kingsway frontage due to the constraints of long term leases in place with his anchor tenants, Real Canadian Superstore and Bretttons. However, when these constraints are no longer in place, the developer would be willing to consider the potential redevelopment of the Kingsway frontage with additional building in the longer range.

However, the Kingsway frontage will be further enhanced as a pedestrian corridor in conjunction with this rezoning application. A pedestrian scaled promenade is provided along the Kingsway frontage with its interlocking and decorative paving, double row of street trees, brick planters setback 10 ft. into the site backed up by a brick retaining wall surmounted by a decorative steel framework, which together with a low hedge, would screen the parking areas. Distinctive pedestrian related lighting and benches would also be provided.

The easterly end of the Eaton Centre frontage would also be enhanced with a larger pedestrian plaza featuring a raised pedestrian walkway parallel to Kingsway. The provision of a glass-roofed shelter and sculpture or water feature will also be pursued. Further detailed design would be pursued to permit the construction of the planned pedestrian bridge across Kingway at the time of construction of these enhancements (subject to landing provisions on the north side of Kingsway being available).

Two upgraded walkways with overhead pedestrian lighting will be provided into the project along the Sussex Avenue alignment along both sides of the existing parking access, one of which will also be handicapped accessible. The existing walkway into the project along the west property line will also be adjusted to be handicapped accessible.

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With these further open space/pedestrian enhancements, the number of surface parking spaces on the Kingsway side will be reduced by 50 spaces to 174 spaces from the 224 spaces approved as part of the Phase II rezoning. For information, 257 surface parking spaces were originally approved at the time of the Phase I rezoning.

3.6 PEDESTRIAN BRIDGE LINK TO WOODWARDS

In the Phase II proposal, a pedestrian bridge link from the office lobbies of Eaton Centre to Woodwards' store in Metrotown Centre was conceptually indicated. As part of Phase III, it is now proposed that a specific pedestrian bridge link be designed and that a legal commitment be obtained at this time from the developer to construct this bridge link once a similar agreement is obtained from Woodwards/Metrotown Centre.

3.7 PARKING PROVISIONS

With the Phase I retail mall and office tower and the Phase II office tower currently under construction, a minimum 3594 parking spaces will be available. This current parking provision is based on parking ratios of four spaces per 1,000 sq. ft. of gross leasable retail floor area and one space per 495.16 sq. ft. of gross office floor area after deducting 10% of retail floor area as a shared component.

Metrotown is a regional town centre and Burnaby's primary town centre or "downtown". The Metrotown primary core is a unique, integrated, high-density, mixed-use development essentially in three separate ownerships and located on the region's rapid transit SkyTrain corridor. Eaton Centre itself occupies the key central location within the primary core directly adjacent the Metrotown SkyTrain station and encompassing the Metrotown bus loop, and has the strongest business orientation of the three primary core developments. Therefore, flexibility and shared-parking arrangements are considered appropriate in determining the parking provisions for this development.

Based on the developer's experience to date of high use of SkyTrain and of the on-site bus loop and support of the developer's transportation and traffic consultant, revised parking provisions are proposed for the overall Eaton Centre development encompassing Phases I, II and III which calls for an additional 10% reduction in office parking requirements and allows for a substantial overlapping or shared use of available parking spaces, while meeting the needs of the primary retail and office components at their peak periods of use.

The following summary parking proposals are based on the total retail and office floor areas for all phases (Phases I, II and III) of Eaton Centre and are considered supportable.

A. Retail Parking for 1,009,000 Sq. Ft. of G.L.A.

	<u>PARKING SPACES</u>	<u>SPACES PER 1,000 SQ. FT. OF G.L.A.</u>
Provided	3,532 spaces	3.5
Shared (from office component)	500 spaces	0.5
<b>TOTAL</b>	<b>4,032 SPACES</b>	<b>4.0</b>

The 500 shared spaces would be available from the office component in the evenings after 6:00 p.m. and on weekends. During weekends and shopping evenings, these 500 shared spaces (or sufficient to meet an overall retail ratio of 4 spaces per 1,000 sq. ft. of G.L.A.) must be useable and accessible by retail users on the same (equal) basis as the primary designated retail parking spaces. Any gates to these shared office parking spaces should not be operational at those times when these office parking spaces are used to meet retail needs. This provision is to be protected by a registered covenant.

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B. Office Parking for 1,100,000 sq. ft. of G.F.A

- i) As permitted for all Metrotown core development, 10% of retail floor area continues to be an acceptable deduction resulting in a net office area for parking calculation purposes of 999,100 sq. ft. G.F.A..
- ii) Due to the key location of this major three-tower office development directly adjacent the Metrotown SkyTrain Station and Metrotown bus loop, the internal linkage with the Eaton Centre retail mall with its large parking provisions also useable by office visitors during off-peak retail day-time hours, and the potential large walk-in employee population provided by the high concentration of apartment development in the area, the reduction of the parking requirements for the Eaton Centre office component by an additional 10% is supportable.
- Therefore, 10% of office floor area results in the final net office floor area for the purposes of parking calculations of 889,179 sq.ft. Consequently, the requirement of 1 space per 495.16 sq. ft. results in 1,796 spaces required.
- iii) The developer may avail himself of a further 10% deduction (equal to 20% of the basic Metrotown core requirement) provided that for each additional office parking space deducted, a deposit of \$8,000 is made to the Municipality. These collected funds are to be utilized by the Municipality in providing public parking facilities in Metrotown.
- iv) As indicated, a minimum 500 office parking spaces would be available after 6:00 p.m. on evenings when the retail mall is open and on weekends when the actual demand for office parking is very low, and therefore surplus spaces are available.

3.8 IMPROVED COVER FOR BUS LOOP

A southern strip of the central bus loading island in the bus loop is open and, as discussed with B. C. Transit, under inclement weather conditions, the central island becomes congested where cover is available and the efficiency of this bus loading platform is lessened. The developer has agreed to provide a continuous glass and steel canopy attached to the side of the pedestrian bridge (between Eaton Centre and Station Square) to provide cover for the balance of the central bus loop island. Discussions are also taking place between B.C. Transit and the developer to resolve other minor difficulties regarding the operations of the bus loop.

3.9 INTEGRAL ROOF SCREENING

Integral roof screening for roof-top antennae and satellite transmission dishes is required.

3.10 COMMUNITY-ORIENTED IMPROVEMENTS AND FACILITIES

To date, the developer of Eaton Centre has provided the following:

- a) fully-furnished daycare centre (a separate playcare centre is also provided)
- b) community room for use by public groups
- c) information kiosk in the public plaza along Central Boulevard (planned for construction this summer)
- d) interview rooms available for the R.C.M.P.
- e) mall connection to Metrotown Centre
- f) bridge connection to Station Square (the glass canopy for this bridge will be constructed this Spring)
- g) large well-landscaped, public plaza along Central Boulevard with a fountain and bronze sculptures
- h) on-site Metrotown bus loop with escalators
- i) bridge connection to the Metrotown SkyTrain station
- j) enhanced boulevard treatment along Kingsway

It is currently the Municipality's practice to pursue registered agreements or covenants to guarantee specified facilities as continuing long-term public service elements of a project. In conjunction with this Phase III rezoning, such agreements would be pursued and registered for the existing daycare facility, community room, and information kiosk.

In addition, a range of further publicly-oriented improvements are proposed in conjunction with this Phase III proposal as detailed in this report. These improvements include:

- a) A major exterior north-south public pedestrian walkway between Kingsway and Central Boulevard.
- b) An enhanced Kingsway pedestrian corridor with an enlarged eastern plaza with a glass-covered shelter and a fountain/sculpture, thereby further reducing the surface parking along the Kingsway frontage.
- c) Enhanced walkways along the Sussex Avenue alignment from Kingsway into the development.
- d) Improvement of various existing and proposed pedestrian routes to make them handicapped accessible.
- e) A bridge link to the Woodward's Store (actual construction would be timed in accordance with approvals needed from Woodward's/Metrotown Centre).
- f) A further glass-covered extension is proposed to cover the balance of the bus loop island to protect waiting bus patrons from inclement weather.
- g) A further glass-covered canopy is proposed along the front of the Superstore to provide additional protection to pedestrians walking between Eaton Centre and Station Square.
- h) Enhanced pedestrian lighting is proposed throughout the development.
- i) Provision of a transmission/receiving antenna on one of the office towers for local ambulance and fire department use.

3.11 DEVELOPMENT COST CHARGES

Development Cost Charges related to the Metrotown Public Open Space and Grade-Separated Pedestrian Linkages over Kingsway will be required to be deposited as part of this rezoning application.



3.12 TIMING OF PUBLIC IMPROVEMENTS

The various publicly-oriented improvements outlined in this report will be constructed, in a timing sense, in conjunction with either the proposed retail mall expansion component or the office tower component; or, in some cases, with whichever major component (retail or office) is constructed first. These specific Phase III improvements are proposed to be constructed in accordance with the following timing:

- a) In conjunction with (or prior to) either any major retail mall expansion or the office tower component, whichever comes first.
  - i) North-south public pedestrian walkway between Kingsway and Central Boulevard.
  - ii) Canopy extension over the bus loop island.
  - iii) Pedestrian bridge-link to Woodwards (subject to concurrence of Woodwards/Metrotown Centre).
  - iv) Provision of handicapped accessibility along pedestrian route from Kingsway into the development along the west property line.
  - v) Pedestrian bridge work for the Kingsway overpass (subject to suitable landings being available on the north side of Kingsway).
- b) In conjunction with (or prior to) any major retail mall expansion.
  - i) Kingsway boulevard and public open space enhancement.
  - ii) Sussex Avenue alignment pedestrian access improvements.
  - iii) Canopy adjacent the Superstore along its Kingsway frontage.
- c) In conjunction with (or prior to) the office tower component.
  - i) Realignment of the major public plaza adjacent Central Boulevard.

4.0 DEVELOPMENT PROPOSAL

4.1 NET SITE AREA - 21.3 acres

4.2 OVERALL DEVELOPMENT INCLUDING PHASES I, II AND III

	<u>RETAIL MALL GROSS LEASABLE AREA</u>	<u>OFFICE GROSS FLOOR AREA</u>	<u>TOTALS</u>
PHASE I	604,500 sq. ft.	290,000 sq. ft.	894,500 sq. ft.
PHASE II	326,500 sq. ft.	385,000 sq. ft.	711,500 sq. ft.
PHASE III	78,000 sq. ft.	425,000 sq. ft.	503,000 sq. ft.
TOTAL G.L.A.	1,009,000 SQ. FT.		
INTERNAL PEDESTRIAN MALL	186,200 sq. ft.		
SERVICE/STORAGE	115,200 sq. ft.		

**GRAND TOTAL**  
**GROSS FLOOR AREA**                      **1,300,400 SQ. FT.**      **1,100,000 SQ. FT.**      **2,400,400 SQ. FT.**  
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The overall Floor Area Ratio with the development of all three phases would be 2.6.

The retail mall expansion for Phase III generally constitutes an addition to the third floor of the retail mall which has been approved at the time of the Phase II rezoning. The office floor area for Phase III is generally encompassed by a third 28-storey office tower rising above the large public plaza on the Central Boulevard side of the project.

Selected uses from the C3 General Commercial District will be permitted in the retail mall areas. Uses in the overall Eaton Centre retail mall will be restricted to uses outlined in the following sections taken from the C3 General Commercial District, Section 301.1 of the Burnaby Zoning Bylaw 1965, with further excluded items where noted:

- a) Sections 303.1(2)(3)(4)(18)(24)
- b) Section 303.1(1) Internal showrooms not including related minor repair shops.
- c) Section 303.1(12) Excluding outdoor garden shops.
- d) Section 303.1(16) Excluding sale of used goods.
- e) Section 303.1(25) Excluding sale of used furniture.

#### 4.3 PARKING PROVISIONS

Discussion of the parking provisions are outlined in Section 3.7 of this report.

#### a) **Retail Mall Provisions for 1,009,000 sq. ft. of Gross Leasable Area (G.L.A.). - All Phases:**

Provided Parking	3,532 spaces	3.5 spaces per 1,000 sq. ft. of G.L.A.
Shared Parking (from office component)	500 spaces	0.5 spaces per 1,000 sq.ft. of G.L.A.

**TOTAL RETAIL PARKING 4,032 SPACES 1,000 SQ. FT. OF G.L.A. 4.0 SPACES PER**

The shared spaces would be available from the office component during shopping evenings after 6:00 p.m. and on weekends.

#### b) **Office Provisions - All Phases:**

Total Office	1,100,000 sq. ft. gross floor area
Less 10% of retail floor area applicable to all Metrotown core developments	999,100 sq. ft.

Less additional 10% due to location at the the SkyTrain station and bus loop and shared parking at non-peak daytime retail mall times

889,179 sq. ft.

Provided Office Parking:

889,179 sq. ft.  
± 1 space per 495.16 sq. ft. of gross floor area  
= 1,796 spaces

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As indicated, 500 of these 1,796 office spaces are proposed to be available for use by the retail mall component on shopping evenings after 6:00 p.m. and on weekends.

The developer may avail himself of a further 10% deduction (equal to 20% of the basic Metrotown core requirement) provided that for each additional office parking spaces deducted, a deposit of \$8,000 is made to the Municipality. These collected funds are to be utilized by the Municipality in providing public parking facilities in Metrotown.

c) **Total Parking Required:**

Total parking needed to be provided according to building area calculations submitted to date = 5,328 spaces.

Surface	174 spaces
Decked	901 spaces
Underground	4,253 spaces
	<u>5,328 spaces</u>

d) **Loading:**

11 additional loading bays are provided for Phase III.

4.4 EXTERIOR MATERIALS AND FINISH

The retail mall is clad in a combination of brick, stucco, concrete, steel and glazing. The third office tower will match the first two office towers pursued to date with tinted glass and metal.

*AP*  
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Attachment

c.c. Municipal Clerk  
Director Engineering

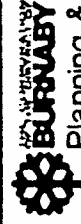
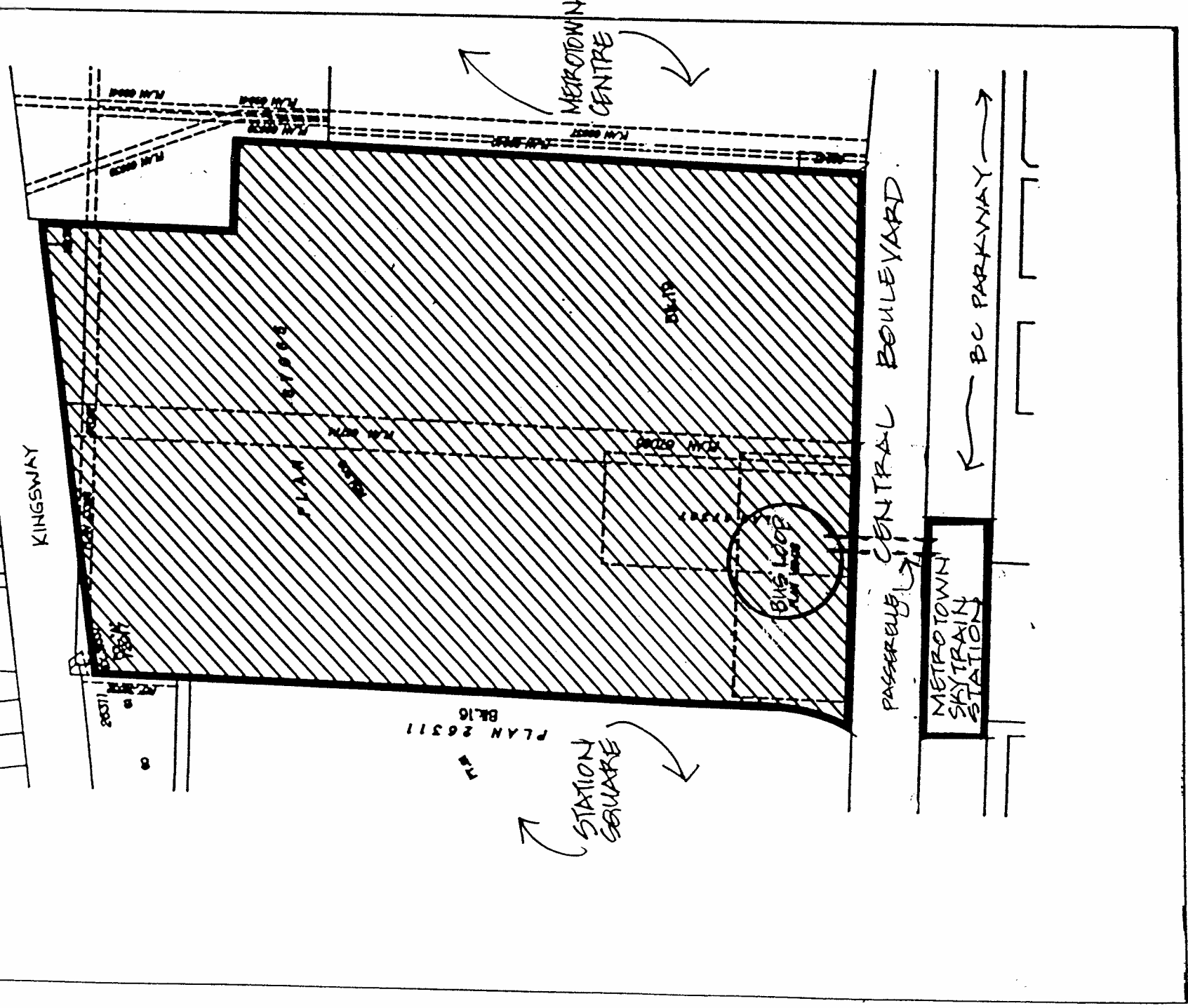
*A. L. Parr*  
A. L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

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SUSSEX AVE

PLAN 2031	2030	2029	2028	2027	2026	2025	2024	2023	2022	2021	2020	1999	1998	1997	1996	1995	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1982	1981	1980	

KINGSWAY



Planning & Building Inspection Department

SKETCH



REZONING REFERENCE # 13/90

Date: SEPT/87.	Scale: N.T.S.	Drawn By:
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