

TO: CITY MANAGER

1996 February 28

FROM: DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #13/90
EATON CENTRE METROTOWN - PHASE III
4700 KINGSWAY**

LEGAL: PARCEL 3 EXCEPT AIRSPACE PARCEL ONE, PLAN 79744, DISTRICT LOT 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)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 1996 March 26.

RECOMMENDATIONS:

1. **THAT** staff be authorized to bring forward for abandonment Amendment Bylaw #14 (1991), Bylaw No. 9557, the predecessor of the current zoning amendment after Second Reading has been granted for this new amendment bylaw.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 1996 March 11, and to a Public Hearing on 1996 March 26 at 7:30 p.m.
3. **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 provision of public pedestrian lighting to City requirements on the abutting boulevards fronting Kingsway and Central Boulevard.
- h) 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.
- i) 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.
- j) The provision of registered agreements to guarantee, as continuing public service facilities, the existing daycare facility, community room, and information kiosk.
- k) The provision of an agreement to provide the bridge link to the Zellers Store of Metrotown Centre.
- l) The provision of legal arrangements related to the shared parking proposal.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to accommodate a further office tower, additional retail area and revised parking provisions 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 has been constructed.

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 three phases encompass total retail gross leasable area of 1,009,000 sq. ft. and three office towers with a total gross floor area of 1,100,000 sq. ft., for a combined floor area of 2,109,000 sq. ft.

2.2 PROPOSAL TO ADVANCE REZONING #13/90 TO A NEW PUBLIC HEARING

The applicant has indicated the desire to pursue the early construction of the third Metrotower III office tower. The applicant considers that an adjustment of the parking provisions would increase the feasibility of proceeding with this third tower.

The applicant has engaged a transportation consultant to pursue a comprehensive review of parking requirements for the Eaton Centre development. The parking study findings indicate that a greater level of shared parking between retail and office uses is justified, thereby permitting a lower total number of parking spaces to be provided. This parking study has been reviewed by staff and its conclusions are considered reasonable and supportable.

An initial rezoning report introducing this Eaton Centre Phase III proposal (Rezoning Reference #13/90) was submitted to Council on 1990 March 26. This rezoning was subsequently advanced to a Public Hearing on 1991 March 26.

In light of the applicant's proposed parking changes, it is necessary for this rezoning application to be advanced to a new Public Hearing. To provide an integrated rezoning proposal encompassed by a new rezoning bylaw, the overall Phase III proposal is reintroduced at this time with the requisite listing of prerequisites.

Other than the proposed parking changes, the proposal is basically unchanged with a few minor timely refinements noted. A plan of development has now been submitted suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

3.1 PARKING STUDY

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 have been considered appropriate in determining the parking provisions for this development.

The applicant has retained Bunt and Associates, a transportation planning consultant, to conduct a comprehensive review of the parking requirements for the Eaton Centre project. An important aspect of the review was to examine in detail the additional parking required for construction of the third office tower, Metrotower III.

Based on the findings of field surveys and transit usage trends including consideration of the two other major core developments, Metrotown Centre and Station Square, the demonstrated experience is a significant oversupply of office parking on the site at present. This has resulted from two factors. First, the Metrotown core has proven to be very successful in achieving the planning objectives of shifting travel away from the auto to public transit and other non-auto modes with the result that the absolute level of office parking demand is lower than previously established. Second, the extent of shared parking that can be readily achieved between the retail and office uses is much greater than previously contemplated.

These two factors together result in a significant oversupply of parking for office uses on a regular basis. For instance, the review indicates that currently there are always in excess of 575 vacant spaces on the Eaton Centre site. This excess represents a combination of retail and office parking spaces, with for example, on Saturdays, the vacant spaces primarily being office spaces. It is noted that no changes to the total requirements for retail parking for Eaton Centre is being proposed.

The weekly peak parking demand for combined office and retail parking use on the Eaton Centre site occurs on Fridays rather than on Saturday, reflecting the maturing of the Metrotown area from a suburban shopping centre nature towards an urban town centre or downtown.

The consultant recommends that the maximum parking standard for offices in this CD project be 1.7 spaces per 1000 sq. ft. of Gross Floor Area, resulting in a total office parking requirement of 1,870 spaces. It is noted that the previous Public Hearing report supported various parking reductions which resulted in a total office parking requirement of 1,796 spaces or 1.63 spaces per 1,000 sq.ft. However, the key point is that the number of shared spaces is proposed to be increased from the previous 500 spaces to 1,012 spaces. This results in a lower number of total parking spaces from the previous 5,328 spaces to 4,954 spaces.

The 1,012 parking spaces shared between the retail and office uses are primarily located on the P1 and P2 large underground "retail" parking levels (over 85%). These shared spaces would be available to retail users generally after office hours and on weekends. The shared parking spaces need to be useable and accessible by retail users on the same (equal) and unimpeded basis as the primary retail parking spaces. These provisions are to be protected by registered covenant.

The consultant's parking study and findings have been reviewed by staff and are supported. In summary, the primary parking adjustment is the proposed degree of shared parking opportunity which is supported by the parking study.

3.2 SERVICING REQUIREMENTS

The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. 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.
- c) public pedestrian lighting to City requirements within the boulevards abutting Kingsway and Central Boulevard.

3.3 NORTH-SOUTH PUBLIC PEDESTRIAN WALKWAY

A public pedestrian walkway in an easement is proposed in a north-south direction at grade along the east side of the site linking Central Boulevard and Kingsway. The walkway would be paved (handicapped accessible) with pedestrian lighting and enhanced with planters, trees and other landscaping. 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 damage to planters and light standards within the walkway area. It is also desirable that in the longer term, this walkway area 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.

3.4 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.

3.5 PEDESTRIAN CANOPIES

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 would also be handicapped accessible.

3.6 KINGSWAY FRONTAGE AND ENHANCED PEDESTRIAN CORRIDOR

While at this time, the developer is unable to indicate any building expansion onto the surface parking areas along the Kingsway frontage, the developer would be willing to consider the potential redevelopment of the Kingsway frontage with additional buildings 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. Public pedestrian lighting to City requirements will be required along the Kingsway and Central Boulevard frontages.

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 Kingsway 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.

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.

3.7 PEDESTRIAN BRIDGE LINK TO THE ZELLERS STORE

In the Phase II proposal, a pedestrian bridge link from the office lobbies of Eaton Centre to Zellers (formerly Woodward's) 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 Zellers/Metrotown Centre.

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 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.

3.11 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
- d) interview rooms available for the R.C.M.P.
- e) mall connection to Metrotown Centre
- f) bridge connection to Station Square
- 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

It is currently the City'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:

- i) A major exterior north-south public pedestrian walkway between Kingsway and Central Boulevard.
- ii) An enhanced Kingsway pedestrian corridor with an enlarged eastern plaza with a glass-covered shelter and a fountain/sculpture.
- iii) Enhanced walkways along the Sussex Avenue alignment from Kingsway into the development.
- iv) Improvement of various existing and proposed pedestrian routes to make them handicapped accessible.
- v) A bridge link to the Zellers Store (actual construction would be timed in accordance with approvals needed from Zellers/Metrotown Centre).
- vi) A further glass-covered extension is proposed to cover the balance of the bus loop island to protect waiting bus patrons from inclement weather.

- vii) 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.
- viii) Enhanced pedestrian lighting is proposed throughout the development. Specifically, public pedestrian lighting is established as a requirement along the fronting Kingsway and Central Boulevard boulevards.
- ix) Provision of a transmission/receiving antenna on one of the office towers for local ambulance and fire department use.

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 Zellers.
 - 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).
 - vi) Servicing requirements
- 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 PHASE I, II, AND III

| | RETAIL MALL GROSS LEASABLE AREA | OFFICE GROSS FLOOR AREA | TOTALS |
|---|--|--|-------------------------|
| 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. |

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)(9)(12)(13)(16)(18)(24)(25)(27)
- b) Section 303.1(1) Internal showrooms *not* including related minor repair shops.

4.3 PARKING PROVISIONS

Discussion of the parking provisions are outlined in Section 3.1 of this report.

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

| | |
|---|--------------|
| Exclusive parking | 3,024 spaces |
| Shared parking (with office component) | 1,012 spaces |

Total Retail parking 4,036 spaces (4 spaces per 1,000 sq.ft. of G.L.A.)

Shared spaces to be accessible by retail users on the same basis as primary retail parking spaces.

b) **Office Parking Requirement for 1,100,000 sq. ft. of Gross Floor Area (G.F.A.) - All Phases:**

| | |
|---|--------------|
| Exclusive parking | 858 spaces |
| Shared parking (with retail component) | 1,012 spaces |

Total Office Parking 1,870 spaces (1.7 spaces per 1,000 sq.ft. of G.F.A.)

c) **Total Parking Required:**

| | |
|------------------|--------------|
| Exclusive Retail | 3,024 spaces |
| Exclusive Office | 858 spaces |
| Shared Parking | 1,012 spaces |

Total Required 4,894 spaces

d) **Total Parking Provided:**

| | |
|--------------------|---------------------|
| Surface | 174 spaces |
| Decked | 901 spaces |
| <u>Underground</u> | <u>3,879 spaces</u> |

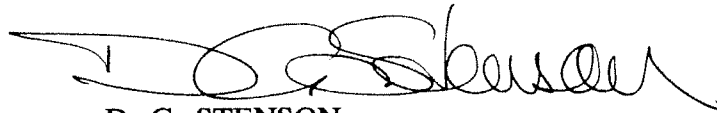
Total provided 4,954 spaces

e) **Loading:**

11 additional loading bays are provided for Phase III.

4.4 EXTERIOR MATERIALS AND FINISH

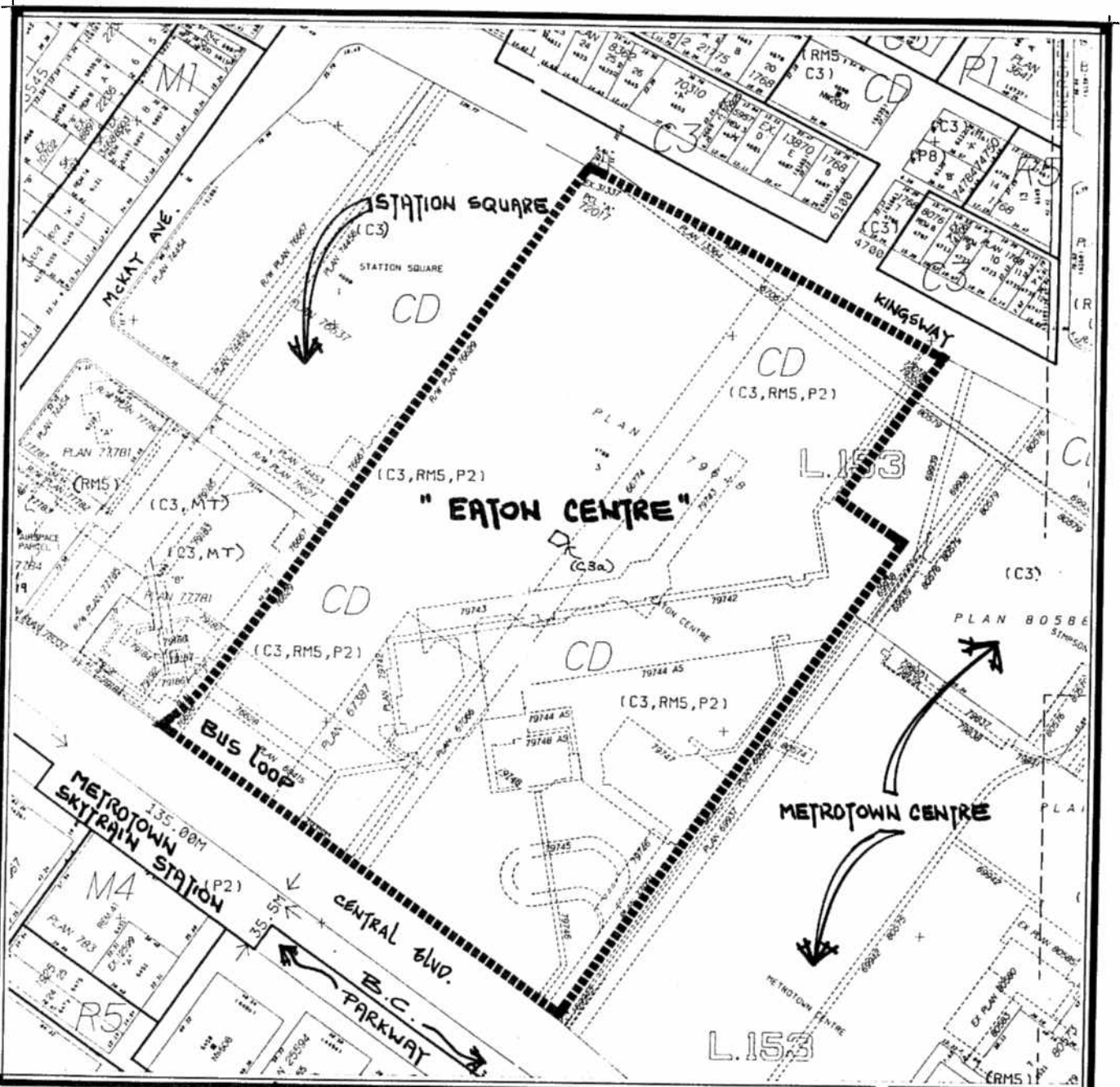
The retail mall is clad in a combination of brick, stucco, concrete, steel and glazing. The third office tower will match the first two office towers pursued to date with tinted glass and metal.



D. G. STENSON
DIRECTOR PLANNING AND BUILDING

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Attachment

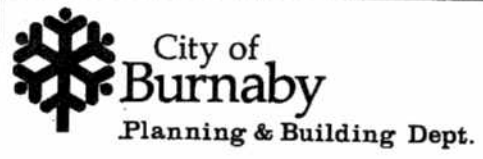
cc: City Clerk
Director Engineering



Date:
FEBRUARY 1996

Scale:
N.T.S.

Drawn By:
J.P.C.



REZONING REFERENCE # 13/90

SKETCH 1

