

**TO: CITY MANAGER**

**1997 APRIL 16**

**FROM: DIRECTOR PLANNING AND BUILDING**

**SUBJECT: REZONING REFERENCE #4/97  
EATON CENTRE METROTOWN  
RETAIL AND ENTERTAINMENT-ORIENTED EXPANSION  
METROTOWN - AREA 1**

Applicant: David Nairne & Associates Ltd.  
250 - 171 West Esplanade  
North Vancouver, B.C. V7M 3J9  
(Attention: Mr. Jacques Beaudreault)

Address: 4700 Kingsway

Legal: Parcel 3 except: Firstly: Airspace Parcel 1, Plan 79744;  
Secondly: Airspace Parcel 2, Plan 87288, D.L. 153, Group 1,  
NWD Plan 79648

From: CD Comprehensive Development District (based on C3 General  
Commercial District and P2 Administration and Assembly District)

To: Amended CD Comprehensive Development District (utilizing the C3 and  
C3c General Commercial Districts and P2 Administration and Assembly  
District as guidelines and in accordance with the Development Plan  
entitled "Eaton Centre Metrotown retail and entertainment-oriented  
expansion" prepared by Brisbin, Brook, Beynon Architects).

**PURPOSE:** The purpose of the proposed rezoning bylaw amendment is to permit a retail and  
entertainment-oriented expansion of Eaton Centre Metrotown.

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**RECOMMENDATIONS:**

1. **THAT** the City Solicitor be authorized to pursue a text amendment to the "Burnaby Sign Bylaw 1972" to permit an animated sign in special circumstances as outlined in Section 2.2 of this report.

2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 1997 May 05, and to a Public Hearing on 1997 May 27 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 and covenants.
  - e) The relocation of a major sewer line currently on the property and the resolution of any rights-of-way dedications related to this existing sewer provision.
  - f) The provision of public pedestrian lighting to City requirements on the abutting boulevard fronting Kingsway.
  - 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 deposit of the applicable GVS&DD sewerage charge.
  - 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 on-site taxi stands.
  - l) An undertaking to reconstruct the pedestrian passerelle on the property as part of the construction contract of this proposed expansion.
  - m) The completion of the text amendment to the "Burnaby Sign Bylaw 1972" to permit an animated sign for this project.

## REPORT

### 1.0 BACKGROUND

Eaton Centre (see attached Sketches #1 and #2) is developing on a phased basis and has been the subject of three previous rezoning applications.

Eaton Centre Phase I was the subject of Rezoning Reference #71/85 which was given Final Adoption on 1986 June 09. The Phase I development comprised 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 was the subject of Rezoning Reference #99/87 which was given Final Adoption on 1989 January 30. The Phase II development provided for expansion of the retail mall on a third level, a second office tower and underground and decked parking. The Phase II office tower with its associated parking has been constructed.

Eaton Centre Phase III is the subject of Rezoning Reference #13/90 which was granted Second Reading on 1996 April 01 but remains to be completed. The Phase III development calls for the completion of the retail 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.

The retail mall component is summarized as Phase I - 604,500 sq.ft. (constructed), Phase II - 326,500 sq.ft. (approved but not constructed), and Phase III - 78,000 sq.ft. (rezoning bylaw at Second Reading) for a total gross leasable area of 1,009,000 sq.ft. The internal pedestrian mall circulation comprises an additional 186,200 sq.ft. with service/storage areas of 115,200 sq.ft.

The applicant of Rezoning Reference #4/97 now wishes to pursue a smaller portion of the Phase II and Phase III retail mall expansion. A mall expansion of approximately 155,000 sq.ft. primarily on a second and third level over the Real Canadian Superstore anchor is proposed. The proposed expansion has a strong entertainment orientation. Council on 1997 March 24, authorized the Planning and Building Department to work with the applicant towards the preparation of a plan of development which is suitable for presentation to a Public Hearing, on the understanding that a more detailed report would be submitted at a later date.

The applicant has now submitted a plan of development suitable for presentation to a public hearing.

## 2.0 GENERAL COMMENTS

- 2.1 The applicant wishes to pursue a portion of the Phase II and Phase III retail mall expansion. A mall expansion of approximately 155,000 sq.ft. primarily on a second and third level over the Real Canadian Superstore anchor is proposed. The proposed expansion has a strong entertainment orientation.

A special technology-based interactive and non-interactive entertainment use is proposed within a specified 28,600 sq.ft. tenant space. This high-tech entertainment centre (Sega Playdium) provides a wide assortment of computer-based electronic games and experiences, and will also include arcade and pinball games and billiards requiring the C3c Zoning designation to encompass the amusement arcade and billiard uses. This tenant also proposes a roof top outdoor active use area of approximately 10,000 sq.ft. with items such as a climbing wall, miniature golf, and basketball courts. A ten (10) screen cinema complex featuring stadium-style seating is proposed on a third level. For information, we have been informed that the two existing cinema complexes at Station Square would continue operating. Other large-space user tenants including major restaurant facilities are proposed. The alternate use for these specified uses will be retail use. These expansion proposals entail a major change to the Kingsway facade with independent access in the form of elevators and a major open staircase visible to the exterior from grade to the second and third level expansion. The facade treatment is intended to provide a more vibrant, animated street face presentation to Kingsway, particularly with reference to the present facade in the area occupied by the Real Canadian Superstore.

The applicant wishes to pursue this expansion on an expeditious time-line with a construction start this summer and completion next year.

This Eaton Centre expansion proposal is considered to entail readjustments in layout, use and design to previously approved Phase II proposals and part of the Phase III proposal above the Real Canadian Superstore. However, this expansion encompasses approximately 155,000 sq.ft. of the total Phase II and Phase III retail floor area of 404,500 sq.ft., and is located over the northern portion of the existing mall. The two-level underground parking north of the mall towards Kingsway, previously largely approved as part of the Phase II proposals, is proposed to be constructed as part of this current expansion.

Within this context, previous requirements for the proposed Phase II and Phase III related to the Kingsway side of the development have been brought forward for completion as part of this amendment rezoning application.

- 2.2 The determination of a revised Comprehensive Sign Plan (CSP) for the Kingsway facade and frontage is an integral important part of this entertainment-oriented expansion proposal.

The proposed revised CSP together with a highly articulated architectural 750 ft. long building facing Kingsway is intended to convey a unique, festive, bright exterior for this entertainment-oriented expansion modelled on some recent examples of some American city centres and new urban entertainment complexes and representing a strong marketing trend for contemporary regional commercial retailing.

The proposed components of this revised CSP include:

- a) A composition of signs, some thirteen (13) in number, ranging from small to large size, with nine (9) other design panels, neon designs or 3 dimensional sculptures without text, all of which are fully integrated with the architectural concept. The three dimensional sculptures include a "Metroman" figure, a cartoon-like model and oversized shopping bag sculpture.
- b) The sign locations on the facade range from the first storey to the highest sign at 120 ft. from grade on this three-storey facade with its high floor to ceiling heights. There are an additional 4 design panels with no text, on the passerelle, 3 on the west side and 1 on the end.
- c) One of the larger signs for Famous Players is proposed to have a large screen component (46 ft. by 24 ft.) for the showing of film clips, defined as an animated sign, but is not intended to have any titles, text or direct advertising.

With respect to Burnaby's Sign Bylaw, this proposal can be assessed as being considered on its own design merits as a Comprehensive Sign Plan. The overall area of signage should not exceed the maximum 20% of the wall surface indicated for C3 District uses. However, although the type of proposed animated sign for film clips could add to the unique and distinctive entertainment character of this project, animated signs are currently specifically prohibited by the Sign Bylaw. As this proposal is considered to have merit, it is proposed that a text amendment to permit animated signs only in certain special circumstances such as this comprehensively planned urban entertainment complex be pursued subject to such an animated sign being architecturally integrated and included as part of a Comprehensive Development Plan subject to the CD (Comprehensive Development) District. Any text, titles or direct advertising would be precluded from such an animated sign as concurred in by the developer.

While this department had some concerns regarding the applicant's signage proposal, the rationale for a unique bold signage composition as an integral part of this regionally-significant entertainment-oriented Metrotown core development, in Burnaby's downtown, has merit. Due to its unique strategic location, this department does not consider this to be a signage precedent for other locations within this City.

- 2.3** The applicant's transportation consultant has provided a parking study acceptable to the City that proposes that the overall development including the cinema complex be based on a ratio of 4 spaces per 1,000 sq. ft. of gross leasable area. While at 4 spaces per 1,000 sq. ft., a total of 3,034 spaces would be required, for the existing development and this proposed expansion, the applicant has indicated his intention to provide 3,523 spaces, well in excess of requirements.

The provision of exclusive taxi stand spaces are now required of major Metrotown commercial developments. A minimum 2 allocated spaces for taxis will need to be provided within the at-grade parking area.

- 2.4** The Director Engineering will be requested to prepare an estimate for all services necessary to serve the site. The servicing requirements will include, but not necessarily be limited to the following:
- a) A 3.25 ft. wide easement required along Kingsway for utilities.
  - b) Improvement to exit lanes at the Sussex driveway.
  - c) Replacement as necessary of sidewalks, boulevard paving and double row of street trees.
  - d) Public pedestrian lighting within the Kingsway boulevard.
  - e) Relocation of an existing sewer easement through the front of the property and the rationalization of road rights-of-way dedications with respect to this existing easement.

- 2.5** 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. The developer intends to maintain the access south through the mall to the SkyTrain Station and bus loop open after mall closing hours to serve the patrons of the entertainment area including cinemas and restaurants.

- 2.6** A continuous glass and steel canopy with overhead lighting, 8 ft. wide clear of any columns or obstructions, will be provided along the Superstore building north frontage on a widened pedestrian walkway. This is a desirable element to help emphasize the linkage east-west to the Station Square development and to provide weather protection for patrons in the town centre.

- 2.7 Due to the construction of the two-level underground parking expansion, the existing passerelle is to be removed and reconstructed to a different design. An undertaking will be requested to guarantee reconstruction of the passerelle as part of this expansion proposal.
- 2.8 Identified previously as part of the Phase III proposal, 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 decorative paving, double row of street trees, and brick planters, and other landscaping enhancements. The easterly end of the Eaton Centre frontage would feature a plaza with a shelter and sculpture or water feature.
- 2.9 Any development cost charges not previously attributed to the Phase II expansion will apply with respect to Metrotown Public Open Space and Grade-separated Pedestrian Linkages over Kingsway. The GVS&DD sewerage charge (Vancouver area) of \$0.443 per sq.ft. will apply.
- 2.10 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 rezoning application, such agreements would be pursued and registered for the existing daycare facility, community room, and information kiosk.
- 2.11 The proposed retail and entertainment-oriented expansion is considered to provide an added dimension to the current retail and office mix of Eaton Centre and to the Metrotown core area. A special integrated approach to the architectural modelling for this expansion and signage is proposed. The proposal is considered supportable in line with the considerations outlined in this report.

It is recommended that this proposal be advanced to a Public Hearing. The applicant has indicated that a presentation of this proposal will be made at the Public Hearing.

### **3.0 DEVELOPMENT PROPOSAL**

- 3.1 Net Site Area:** 21.3 acre

**3.2 Existing Development and Proposed Expansion:**

	Retail Mall Gross Leasable Area	Office Gross Floor Area	TOTAL
Existing PHASE I	604,500 sq.ft.	290,000 sq.ft.	894,500 sq.ft.
PHASE II	(unconstructed)	385,000 sq.ft.	385,030 sq.ft.
Proposed EXPANSION	155,000 sq.ft.	---	155,000 sq.ft.
	759,500 sq.ft.	675,000 sq.ft.	1,434,530 sq.ft.

Also, the proposed expansion includes 20,580 sq.ft. of additional internal mall area and 27,480 sq.ft. of service/storage. With this expansion, the constructed FAR will be in the range of 1.9.

The development of two to three storeys has high floor to ceiling heights and a general maximum building height in the range of 85 feet with some higher screening and architectural features.

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.

The 28,600 sq.ft. high-technology entertainment centre which includes arcade and pinball games and billiards requiring the C3c Zoning designation is a specified use within a specified location. The cinema complex is also a specified use. The alternate use for these specified uses are the listed selected uses from the C3 District.

The Comprehensive Sign Plan as described in Section 2.2 of this report will form an integral part of the Comprehensive Development Plan.



### 3.3 Parking Provisions

The parking provisions for the existing Eaton Centre components will remain unchanged.

A total of 719 additional parking spaces are provided which results in a parking ratio of 4.6 spaces per 1,000 sq.ft. for the expansion proposal. A parking ratio of 4 spaces per 1,000 is acceptable in general for retail-oriented parking in the Metrotown core. No additional loading bays are being provided.



D. G. Stenson  
Director Planning and Building

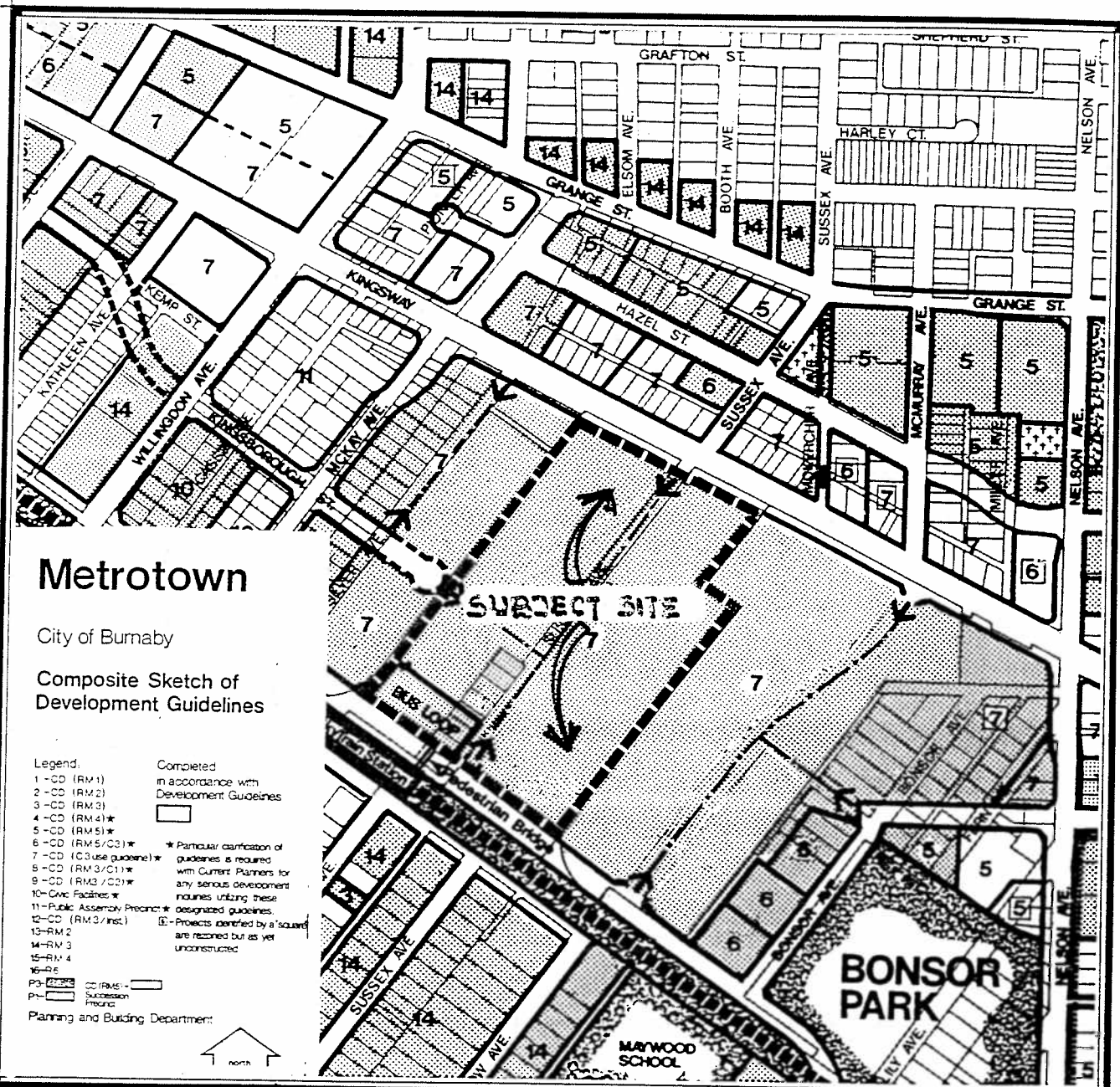
KL:lf

#### Attachments

cc: City Clerk  
Director Engineering  
City Solicitor

(a:\council\rz4-97.ph)





# Metrotown

City of Burnaby

## Composite Sketch of Development Guidelines

**Legend:**

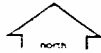
- 1 - CD (RM1)
- 2 - CD (RM2)
- 3 - CD (RM3)
- 4 - CD (RM4)\*
- 5 - CD (RM5)\*
- 6 - CD (RM5/C3)\*
- 7 - CD (C3 use guideline)\*
- 8 - CD (RM3/C1)\*
- 9 - CD (RM3/C2)\*
- 10 - Civic Facilities\*
- 11 - Public Assembly Precinct\*
- 12 - CD (RM2/Inst.)
- 13 - RM 2
- 14 - RM 3
- 15 - RM 4
- 16 - R 6
- P3 - CD (RM5) Substation Precinct
- P4 - CD (RM5) Substation Precinct

Completed in accordance with Development Guidelines

\* Particular clarification of guidelines is required with Current Planners for any serious development inquiries utilizing these designated guidelines.

① - Projects identified by a square are rezoned but as yet unconstructed

Planning and Building Department



Date:

MARCH 1997

Scale:

N.T.S.

Drawn By:

J.P.C.



City of Burnaby

Planning & Building Dept.

**REZONING REFERENCE #4/97**

SKETCH # 2

