

RE: COMPLETION OF THE FIRST PHASE COMMUNITY PLAN FOR
THE PRIMARY METROTOWN CORE

MUNICIPAL MANAGER'S RECOMMENDATION:

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

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SUPPLEMENTARY

1986 SEPTEMBER 03

TO: MUNICIPAL MANAGER
FROM: DIRECTOR PLANNING &
BUILDING INSPECTION
RE: COMPLETION OF THE FIRST PHASE COMMUNITY PLAN
FOR THE PRIMARY METROTOWN CORE

RECOMMENDATION:

1. It is recommended that Council adopt 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 this report; subsequently followed by further core area phasing plans upon Council re-assessment and adoption of phasing amendments to the Community Plan.

REPORT

1.0

PREAMBLE

Within the last year or two, Burnaby Metrotown and, in particular, the primary core area has experienced a level of private development initiative which could fairly be described as explosive. In one sense, this growth represents a fulfillment of the strong public fiscal and policy support for Metrotown over the past ten years; but, in another sense, the rapid rate of this growth has raised serious concerns as to whether this growth is being properly managed relative to the achievement of the approved and desired Metrotown concept. The Municipality has now before it a clear vision of the complete first phase development of the primary Metrotown core which has been provided in detail through proposals which are now under construction, about to commence construction or have been granted Second Reading of the requisite zoning bylaw. Staff considers this to be the first real opportunity to assess the total impact of this basically complete first phase core plan and to address the phasing of further primary core development.

2.0 BURNABY METROTOWN CORE CONCEPT

The Burnaby Metrotown Development Plan proposed in 1977 was structured around the development of one, easily recognized core in a central position relative to the Metrotown boundaries. The redevelopment of large core-area land holdings generally in three ownerships (Sears, Kelly-Douglas, GTE/Electrolier) amounting to approximately 50 acres was considered to hold the key to the character and strength of the Metrotown core. The intent of the adopted Development Plan (Community Plan) is to provide a balanced redevelopment of the core, assisted and enhanced by the completion of core-related public infrastructure initiatives ranging from road network improvements, public transit provisions, Metrotown Development Cost Charges for public purposes, public open space expansion and social/recreational facilities, to park and ride initiatives. These public efforts to date have been pursued to assure that the total Metrotown primary core area bounded by Kingsway, Nelson Avenue, Central Boulevard, and McKay Avenue will reach a certain threshold of maturity represented by the completion of the first phase proposals and the related public infrastructure.

The development phasing of the primary core area is vital to the implementation of this balanced program in order to solidify the desired community plan concept for the area and successfully complete the basic needed infrastructure improvements early in the redevelopment process. Phasing is commonly employed in the redevelopment of community plans to assist in guiding the appropriate redevelopment of all or parts of a municipality (for example, Burnaby's Community Plans and Apartment Study Areas).

3.0 CURRENT STATUS OF THE PRIMARY CORE

3.1 Public Expenditures

Extensive public expenditures have been and will continue to be made to create an infrastructure to support and promote the redevelopment of the Metrotown core.

With respect to major roadworks, the Willingdon Avenue extension, Oakland/Grange, and Central Boulevard have been constructed as municipal/provincial cost-shared projects to serve the Metrotown and, in particular, its core, at a total estimated cost of over \$6 Million. The upgrading of McMurray Avenue north of Kingsway as well as the provision of the key Kingsborough Street linkage west of McKay Avenue are being pursued under municipal auspices.

The Metrotown SkyTrain station, part of the overall SkyTrain line mega-project, has been specifically designed to link directly into the core. A major bus loop with trolley capability is established just north of the SkyTrain station. These public transit arrangements will focus public transit ridership from a large catchment area into the centre of the core.

Public land assembly initiatives supportive of and compatible with the Metrotown core are continuing to be pursued by the Municipality with respect to the expansion of Bonsor Park and Metrotown Area 14 directly west of the primary core. The Municipality is now proceeding with a major Bonsor Recreation Centre expansion at a total cost of over \$8.8 Million and is pursuing a Metrotown Resource Library proposal in the range of \$7 Million. Council has also made commitments to provide some Park and Ride facilities near the Metrotown SkyTrain station by the fall of 1988.

All of these public initiatives were predicated on the assumption that an orderly and integrated development of the total primary core would be achieved.

3.2 Approved First Phase Primary Core Plan

The Metrotown primary core is the area bounded by Kingsway, Nelson Avenue, Central Boulevard and McKay Avenue, with the exclusion of Bonsor Park in the south-east corner (see attached sketch). The first phase redevelopment of the complete Metrotown primary core area, in a manner consistent with the Metrotown concept plan, has been essentially approved. Three proposals which encompass this first phase core plan include Metrotown Centre (RZ #9/85), the Galleria at Metrotown (RZ #71/85), and Station Square (RZ #95/85).

Metrotown Centre provides 584,000 sq. ft. of retail space in the form of a 3-level skylit mall with two anchors with 114,000 sq. ft. of offices on a fourth level. Some pedestrian plazas, pedestrian linkages, a parking deck, and underground parking are provided. Metrotown Centre is expected to be completed and operating within a month.

The Galleria at Metrotown provides 656,000 sq. ft. of retail space in the form of a 2-level skylit mall with three anchors and a cinema complex. A 296,000 sq. ft. phase one office tower is proposed. The site also accommodates the Metrotown bus loop and a passerelle is indicated over Central Boulevard linking the bus loop by escalator and the mall directly to the Metrotown SkyTrain station. A major pedestrian plaza is provided on the Central Boulevard frontage. Other pedestrian plazas, pedestrian linkages, an unusually large underground parking facility, and parking decks are provided. The Galleria project will be under construction shortly.

Station Square provides 227,000 sq. ft. of shopping centre retail space with a major food anchor and a cinema complex, and 39,000 sq. ft. of offices. The project includes a 103,000 sq. ft. hotel tower and 325 apartment units in two towers. Pedestrian plazas and linkages, a parking deck and underground parking are provided. Station Square has been granted Second Reading of the rezoning bylaw which essentially represents approval in principle, and it is expected that the proposal will shortly be advanced towards final readings of the rezoning bylaw.

In total, the first phase of the core development as provided by these three major projects incorporates 1,467,000 square feet of retail floor space, and some 552,000 square feet of office and hotel uses. This represents a very substantial regional commercial presence which demands to be managed in relation to other desirable and necessary urban uses which will compete for a presence in Metrotown's core. The extent and scope of this first phase development necessitates its completion and occupancy prior to considering any further phases. This approach represents a fair allocation of development opportunities amongst those major participants with proclaimed development interests in the area.

4.0 COMPLETION OF THE FIRST PHASE PRIMARY METROTOWN CORE PLAN

The foregoing has served to reinforce the clear conclusion that the adoption of a policy is needed for the orderly phasing of the development of the primary Metrotown core area bounded by Kingsway, Nelson Avenue, Central Boulevard and McKay Avenue to ensure that the completion of the already approved first phase core plan supportive of the Metrotown core concept is first achieved.

It is intended that this policy be in effect during the time frame needed for the completion and occupancy of the first phase and that it would cease to have effect after 1989 February 28 unless otherwise directed by Council. Moreover, if any of the three projects encompassing the first phase core plan does not commence foundation construction by 1987 September 30, this phasing policy would be considered to cease to have effect as of the 1987 September 30 date unless otherwise directed by Council. In any event, staff would under such circumstances provide Council with a report on the matter.

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This conclusion on the orderly phasing of the development of the primary core area is clarified by the following points:

- 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 as described previously 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.

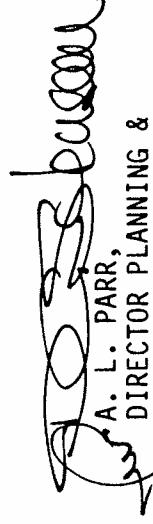
5.0 CONCLUSION

It is important that the development of Metrotown and its core be properly managed to serve the best interests of Burnaby and its residents. The proper management of Metrotown's growth and assessment of the impact of growth has been guided by the need to ensure the wise and optimum use of public resources; the pursuance of a balanced development approach which is a reflection of the type of community that Burnaby residents desire; and the determination of a reasonable phasing over time of Metrotown development.

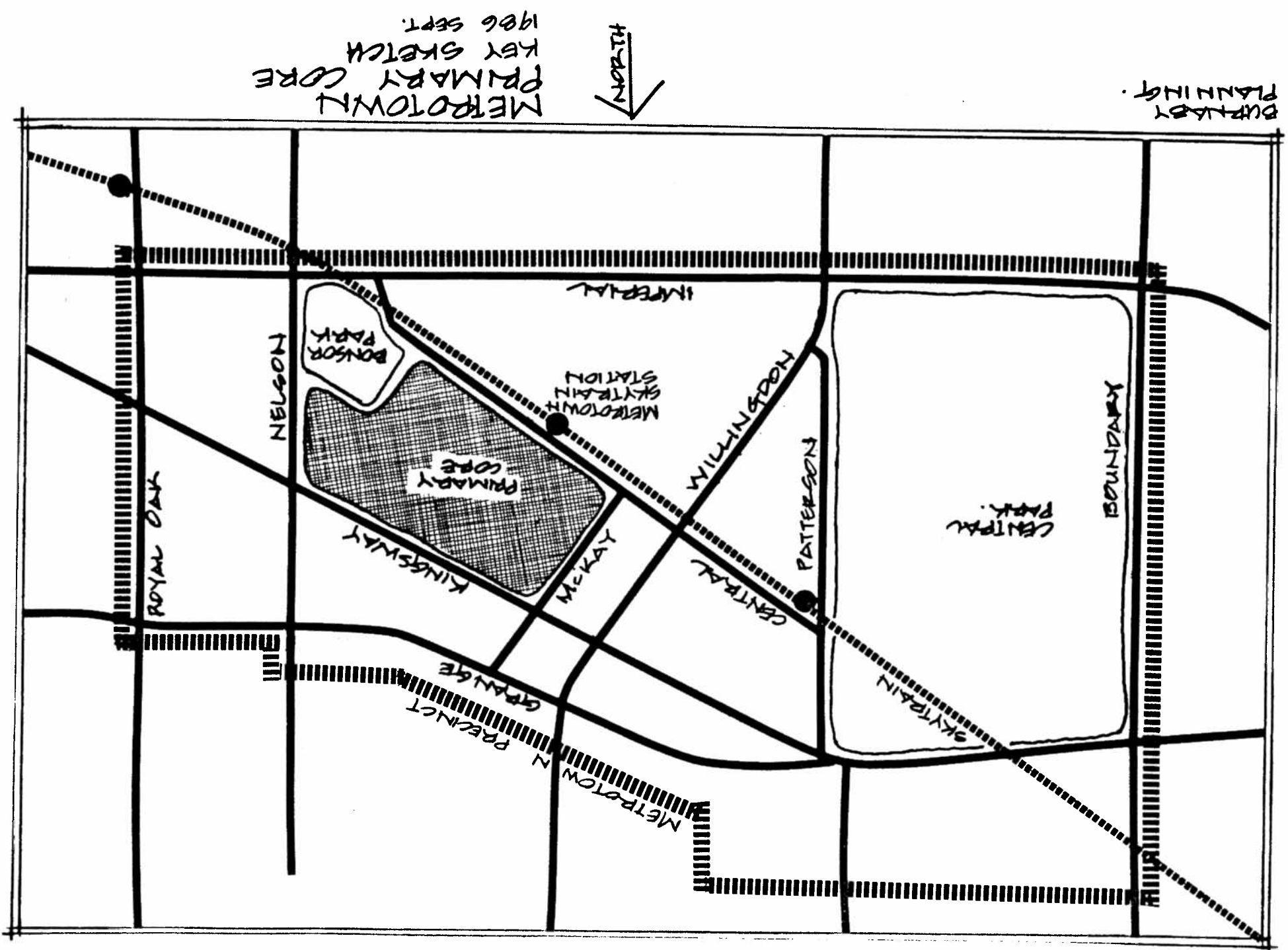
The adoption of a policy is recommended for the orderly phasing of the development of the primary Metrotown core to ensure that the completion and occupancy of the approved first phase core plan is first achieved. The appropriate timing of further core area phasing plans would be pursued and determined. The result of the adoption of such a policy will be that none of the second phases of the three major projects constituting the primary core plan will be recommended for advancement until all of these three first phase projects are completed and occupied, subject to the expiry provisions outlined in Section 4.0 of this report.

Council direction is needed to indicate to all private developers where they stand in relation to the Municipality's goal of achieving a strong and balanced Metrotown core which can be developed in an orderly manner. The situation if left unaddressed could result in the Municipality's goals and objectives for the whole of the Metrotown area being detrimentally affected. A firm and steady public hand is required at this time to guide private development in the core of Metrotown in support of the public interest.

KI:ad
Att. (Sketch)
cc: Municipal Solicitor



A. L. PARR,
DIRECTOR PLANNING &
BUILDING INSPECTION



METRO TOWN
 PRIMARY CORE
 KEY SKETCH
 1986 SEPT.



PLANNING
 DEPARTMENT