

## CITY OF BURNABY

### PLANNING AND BUILDING REZONING REFERENCE #18-27 2019 OCTOBER 23

#### ITEM #01

#### 1.0 GENERAL INFORMATION

- 1.1 Applicant:** Ivanhoe Cambridge  
North Office Tower  
700 - 650 West 41<sup>st</sup> Avenue  
Vancouver, BC V5Z 2M9  
Attn: Graeme Silvera
- 1.2 Subject:** Application for the rezoning of:  
Lot 1, DL 32, 152 and 153, Group 1, NWD Plan BCP6303 Exc. Part Subdivided by Plan BCP36875; Lot 1, DL 153, Group 1, NWD Plan BCP 36875 Exc. Air Space Plan EPP55506; and Portion of Lot A, District Lot's 32, 152 & 153, Group 1, NWD Plan 80588.
- From:** CD Comprehensive Development District (based on C3, C3h, C3c General Commercial District and P2 Administration and Assembly District)
- To:** Amended CD Comprehensive Development District (based on C3, C3h General Commercial District, RM5s/RM5r Multiple Family Residential District, P2 Administration and Assembly District, and Metrotown Downtown Plan Area as guidelines)
- 1.3 Address:** 4700 and 4800 Kingsway and a portion of 4750 Kingsway
- 1.4 Location:** The subject site is located within the Metro Downtown Neighbourhood of the Metrotown Downtown Plan Area, and is generally bounded by Central Boulevard, Bennett Street, Kingsway, and Station Street (private road) (Sketches #1 and #2 *attached*).
- 1.5 Size:** The site is irregular in shape with an area of approximately 17.71 ha (43.8 acres).
- 1.6 Services:** The Director Engineering will be requested to provide all relevant servicing information.
- 1.7 Rezoning Purpose:** The purpose of the proposed rezoning bylaw amendment is to establish a conceptual Master Plan and development guidelines for the subject site, which will provide a framework for future site specific rezoning applications for the development of an integrated mixed-use downtown community. No specific development

approvals are sought in connection with the subject rezoning application.

## **2.0 POLICY FRAMEWORK**

The proposed rezoning application is consistent with the site's land use designation under the Council-adopted Metrotown Downtown Plan. It also aligns with the following goals and sub-goals of the Corporate Strategic Plan:

### **A Safe Community**

- Transportation safety - Make City streets, pathways, trails, and sidewalks safer.

### **A Connected Community**

- Social connection - Enhance social connections throughout Burnaby.
- Partnership - Work collaboratively with businesses, educational institutions, associations, other communities, and governments.
- Geographic connection - Ensure that people can move easily through all areas of Burnaby, using any form of transportation.

### **An Inclusive Community**

- Celebrate diversity - Create more opportunities for the community to celebrate diversity.
- Create a sense of community - Provide opportunities that encourage and welcome all community members and create a sense of belonging.

### **A Healthy Community**

- Healthy life - Encourage opportunities for healthy living and well-being.
- Healthy environment - Enhance our environmental health, resilience, and sustainability.

### **A Dynamic Community**

- Economic opportunity - Foster an environment that attracts new and supports existing jobs, businesses and industries.
- Community development - Manage change by balancing economic development with environmental protection and maintaining a sense of belonging.
- City facilities and infrastructure - Build and maintain infrastructure that meets the needs of our growing community.

## **3.0 NEIGHBOURHOOD CHARACTERISTICS**

3.1 The subject site is located within the Metrotown Downtown Plan area and includes three legal parcels, 4700 and 4800 Kingsway and a portion of 4750 Kingsway, that are collectively referred to in this report as the "Metropolis Master Plan site".

- 4700 and 4800 Kingsway, referred to as "Metropolis", totals approximately 15.30 ha (37.8 acres) and is improved with the Metropolis at Metrotown shopping centre and three office towers (Metro Towers I, II, and III).

- 4750 Kingsway, referred to as the “former Sears site”, is approximately 3.6 ha (8.9 acres) and accommodates the former Sears department store building, which is currently used by Toys “R” Us, and by Concord Pacific as a real estate sales/presentation centre. A portion of this site, approximately 2.37 ha (5.9 acres), is included within the Metropolis Master Plan site.

The three properties support a combined total of approximately 1.7 million sq. ft. of retail gross floor area, nearly 1.2 million sq. ft. of office gross floor area, and over 8,000 parking spaces.

- 3.2 The subject site forms the heart of the Metro Downtown neighbourhood. It is surrounded by numerous commercial, office, high-density residential, and community facilities. To the north, across Kingsway, is a block of older strip commercial buildings and mixed-use commercial-residential developments constructed between 1945 and 2008. To the west is Station Square, a high-density mixed-use community currently under construction (Rezoning Reference #04-09, #12-42, and #12-43). To the east are older commercial and medical office buildings. Further east, across Nelson Avenue, is a large, older retail and office complex (the “5000 Kingsway Plaza”) which is currently undergoing a master plan rezoning for high-density mixed-use development (Rezoning Reference #18-30). To the southeast across Bennett Street, are apartment buildings and the Bonsor Recreation Complex. To the south, across Central Boulevard, is the Expo SkyTrain line, Metrotown SkyTrain Station and the BC Parkway. Multiple vehicular accesses to the subject site are currently provided from Kingsway, Nelson Avenue, Bennett Street and Central Boulevard.

#### **4.0 BACKGROUND INFORMATION**

- 4.1 The Metropolis shopping centre, which was previously known as the “Kelly-Douglas property”, was originally developed in the 1980’s as two separate retail/office complexes, Eaton Centre and Metrotown Centre (Rezoning References #71-85, #54-86 and #99/87). The two centres are now owned by Ivanhoe Cambridge and have been fully integrated to form the Metropolis at Metrotown, a retail/office complex.
- 4.2 On 1985 May 13, Council adopted Rezoning Reference #9/85, which permitted the development of a refurbished Sears Department store and Sears Auto Centre and a significant office component. This former Sears site is now currently owned by Concord Pacific Developments Inc.
- 4.3 Rezoning Reference #13-07 received Third Reading on 2019 May 22 to establish a Conceptual Master Plan, Design Guidelines and a detailed first phase of development for the former Sears site. Phase one of the Sears Master Plan will be developed in accordance with Rezoning Reference #13-07, however all subsequent phases of the Sears Masterplan, which are situated on the westerly 2.37 ha (5.9 acres) portion of the former Sears site, are proposed to be included in the subject rezoning application in order to

facilitate better integration and connections between the Metropolis site and the former Sears site. When the Metropolis Master Plan receives Final Adoption, the Sears Master Plan, with the exception of Phase 1, will be superseded.

## **5.0 GENERAL INFORMATION**

- 5.1 The vision for the Metrotown Downtown Plan area is to create an exciting, inclusive and sustainable downtown. Metrotown will provide residents, employees, patrons, and visitors opportunities to create social and business relationships, advance commerce and job growth, provide a broad range of housing options, enhance connectivity and transportation choices, improve access to entertainment, culture, services and amenities, and support personal well-being. The Downtown is intended to support the highest densities and the broadest mix of land uses, supported by social, recreation, entertainment, and cultural amenities.

The subject site is identified as a key component of the Metro Downtown neighbourhood, which is intended to be the primary centre for business, commerce and employment within the City. It is also intended to be a place of urban activity and excitement – a destination for leisure, employment, retail and entertainment uses that provide high levels of activity during both the day and night. To achieve this, the highest intensity land uses and densities are supported within this neighbourhood. This rezoning application will involve the establishment of a Conceptual Master Plan for the overall site, as well as corresponding design guidelines to guide each subsequent phase of development through future site specific rezoning applications. The intent is to transform the site, over time, into a vibrant, pedestrian and transit-oriented, mixed-use area that forms the heart of the Metro Downtown neighbourhood. It is noted that no specific development is being sought through the subject Master Plan rezoning.

Future redevelopment and transformation of the subject site involves the incorporation of a finer-grained network of public streets, lanes, pedestrian connections, plazas, parks and open spaces. The intent is to establish a highly walkable Downtown with character streets activated by retail, restaurants, cafes, and other commercial uses that meet the day-to-day needs of residents, workers, and visitors alike. A fully integrated transportation system and a high-quality public realm will add to the functionality, desirability, and enjoyment of the Downtown core. To achieve this, a high level of integration with adjacent Master Plan development sites is required, namely Phase 1 development on the former Sears site and Station Square. Integration with transit, most notably the Metrotown SkyTrain station and Metrotown Bus Exchange, is also a key component of the site's redevelopment.

The desired built-form includes signature high-rise residential apartment and office buildings supported by attractive and engaging commercial podiums, which frame the public realm (i.e. street, plaza, park, open space) and provide a continuous street frontage. The podiums are intended to be human-scale, up to six storeys in height with setbacks and front entrances that contribute to the pattern and character of an exciting, active downtown. Tower forms are designed to maximize the distances between buildings to

provide privacy, solar access and clear sightlines, as well as contribute to a varied and visually interesting skyline.

Under the adopted Metrotown Downtown Plan, the subject site is designated for high density, mixed-use redevelopment. Under the designated CD Comprehensive Development District, utilizing the RM5s Multiple Family Residential and C3 General Commercial Districts as guidelines, the subject site could achieve a maximum residential development density of 5.0 Floor Area Ratio (FAR), of which 1.6 FAR is bonused, and a commercial FAR of 6.0. It is also noted under the adopted Plan that the subject site is expected to provide a minimum 1:3 ratio of commercial floor area to residential floor area.

In the line with Council's Rental Use Zoning Policy, Stream 2 – Inclusionary Rental, and Stream 3 – Voluntary Rental in Commercial Districts, would apply to the subject site, and require the provision of inclusionary rental units using the CD (RM5r) District, with the minimum rental unit count to be equal to 20% of the market units achieved under the CD (RM5s) District (excluding units achieved using density offset). Given the site's designation for high-density, mixed-use development and its location in the heart of the Metro Downtown neighbourhood, the applicant is also investigating the potential to use the density available under the RMr and C3 districts to achieve additional rental units above the inclusionary rental policy minimum requirement. The applicant is also proposing to include affordable rental units as part of their rental proposal within the Master Plan. The details of the rental component of the Master Plan concept, including levels of affordability, will be included in a future report to Council.

Details of the Master Plan concept, which will identify the appropriate distribution of applicable development densities, general form and massing, land use subdivision pattern, overall site servicing, development phasing and a comprehensive public realm concept, in accordance with the Metrotown Downtown Plan area, will be included in a further report to Council prior to advancing the rezoning proposal to a Public Hearing. As part of the Master Plan rezoning process and given the importance of the site, the applicant proposes to engage the public to inform them of the rezoning application and to receive comment and feedback on thematic ideas and concepts prior to advancing the proposal to a Public Hearing. It should be emphasized that the subject rezoning application does not seek approval for any specific new development and does not include a Metrotown Downtown Plan area change. Separate site specific rezoning applications for all new development on the site will be advanced for Council consideration in the future, each of which requiring its own Public Hearing.

5.2 Rezoning requirements related this conceptual Master Plan include but are not limited to the following:

- submission of a Master Servicing Plan for the overall site;
- submission of a Master Traffic and Transportation Study for the overall site;

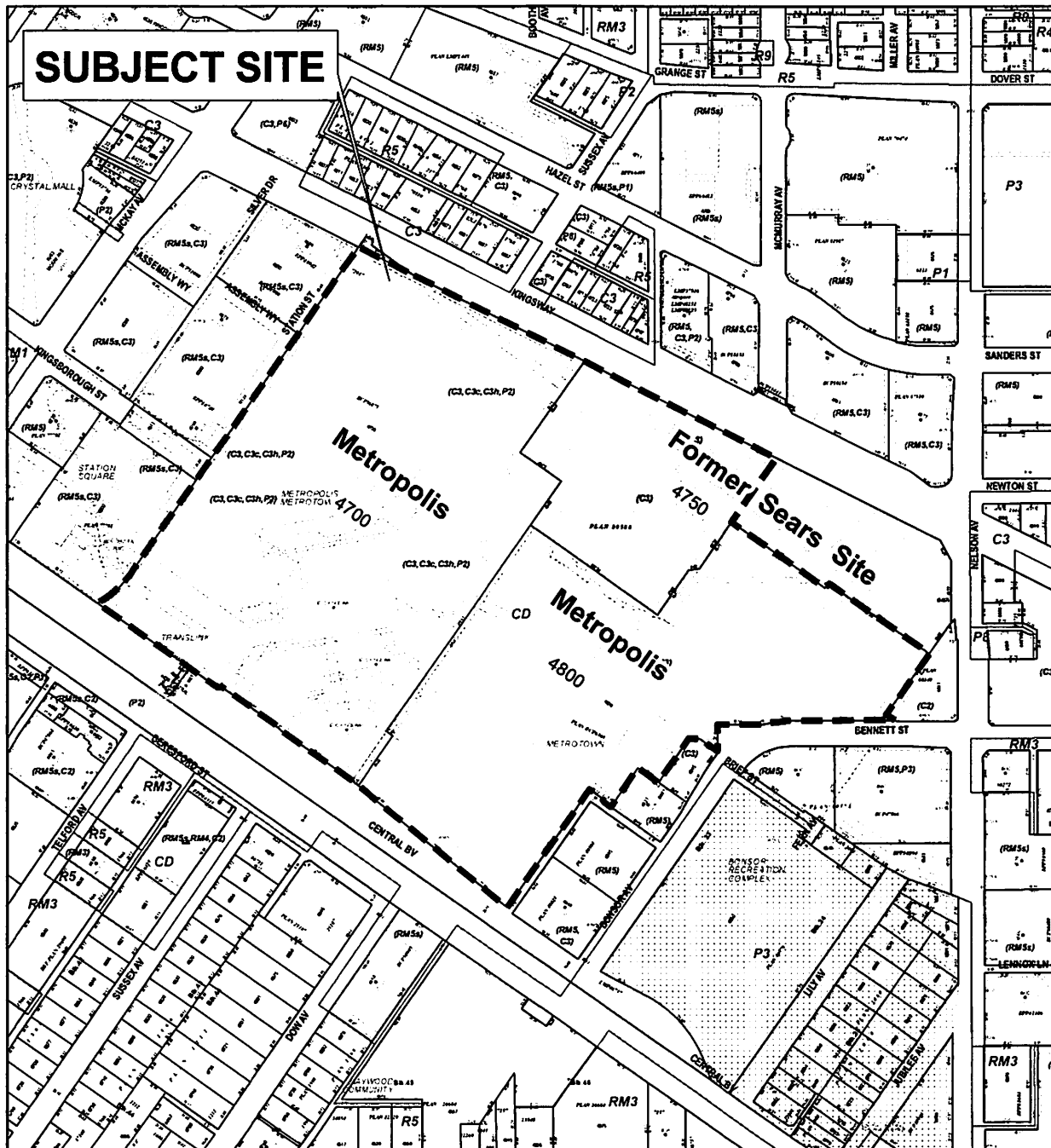
- submission of a Master Stormwater Management Plan for the overall site;
  - submission of a Master Green Building Policy for the overall site;
  - submission of a Phasing Plan for the overall site;
  - submission of a Master Comprehensive Sign Plan for the overall site; and,
  - registration of a Section 219 Covenant specifying the permitted densities for each individual development parcel within the overall site.
- 5.3 The granting of any necessary statutory rights-of-way, easements, and/or covenants will be required.
- 5.4 The proposed prerequisite conditions to the rezoning will be included in a future report.

## 6.0 RECOMMENDATION

1. **THAT** the Planning and Building Department be authorized to continue to work with the applicant towards the preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.

  
KL/KH:rh  
*Attachments*

cc: City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT




Date:  
OCT 22 2019

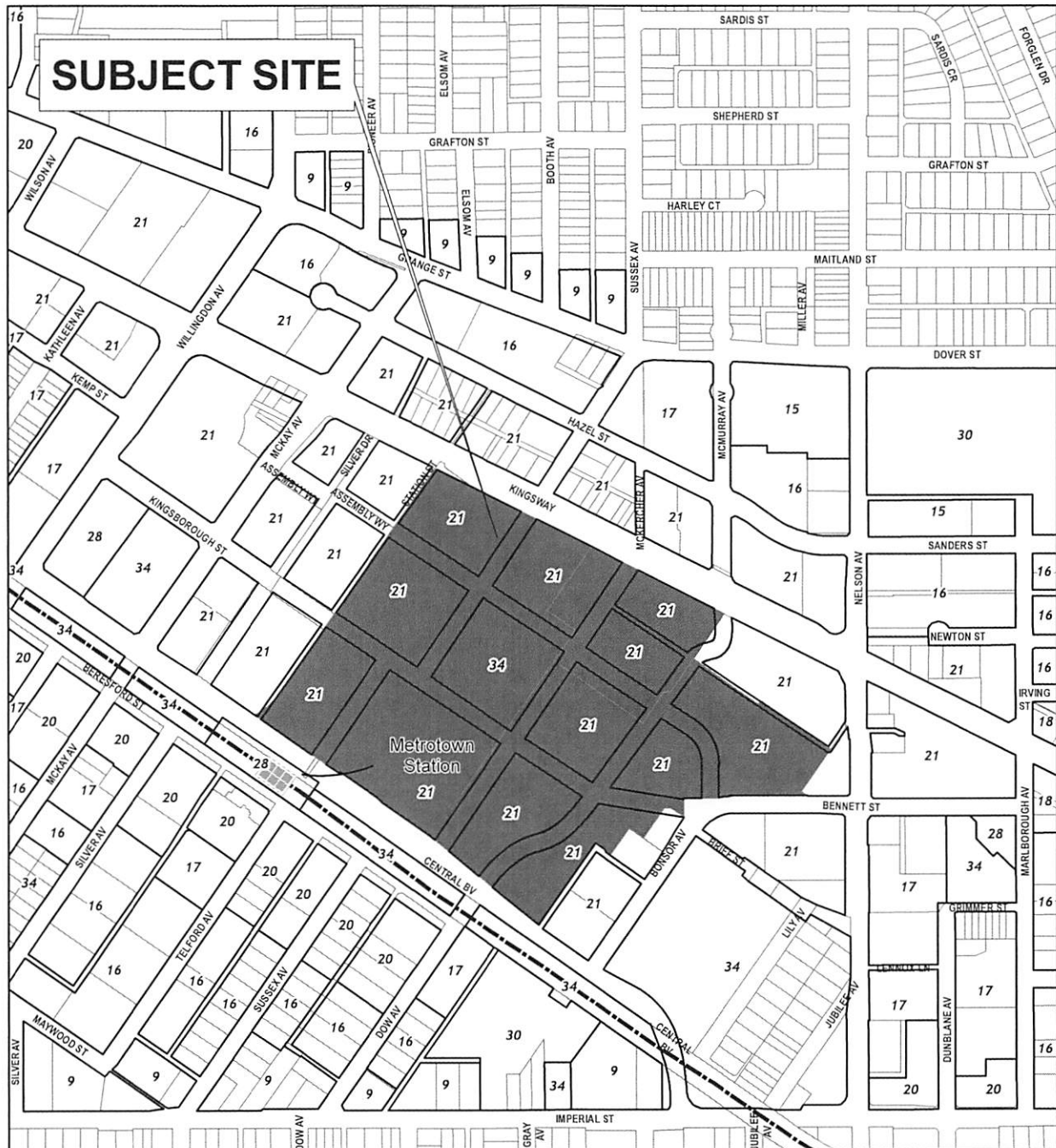
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REZONING REFERENCE #18-27  
4700, 4750 AND 4800 KINGSWAY

 Subject Site

Sketch #1



- 9 Medium Density Residential (RM3s)
- 15 High Density Residential (RM5)
- 16 High Density Residential (RM4s)
- 17 High Density Residential (RM5s)
- 18 High Density Mixed Use (RM4s/C2)
- 19 High Density Mixed Use (RM4s/C3)

- 20 High Density Mixed Use (RM5s/C2)
- 21 High Density Mixed Use (RM5s/C3)
- 28 Institutional
- 30 Public School (P3)
- 34 Park and Public Use (P3)



Planning and Building Dept

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## Metrotown Plan



Sketch #2



Ivanhoe Cambridge  
North Office Tower  
650 West 41st Avenue, Suite 700  
Vancouver BC V5Z 2M9

+1 604-283-2672  
ivanhoecambridge.com

July 22<sup>nd</sup>, 2019

City of Burnaby  
Planning and Building Department  
4949 Canada Way  
Burnaby, B.C. V5G 1M2  
Canada

Attention: **Mr. Ed Kozak, Director**

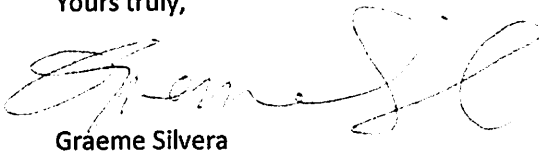
Re: **Rezoning Letter of Intent, 4700, 4800 Kingsway and a portion of 4750 Kingsway – Metrotown  
Downtown Plan**

Ivanhoe Cambridge have submitted this application to rezone 4700, 4800 Kingsway and a portion of 4750 Kingsway from the CD Comprehensive Development District (based on C3, C3h, C3c General Commercial District and P2 Administration and Assembly District) and Amended CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District and "Metrotown Sears Site Master Plan and Phase I" prepared by IBI Group) to the CD Comprehensive Development District (utilizing the C3, C3h General Commercial District, RM5s/RM5r Multiple Family Residential District, P2 Administration and Assembly District and Metrotown Downtown Plan as guidelines).

The intent of the proposed rezoning bylaw amendment is to establish a conceptual Master Plan and development guidelines for the subject site, which will provide a framework for future site-specific rezoning applications for the development of an integrated mixed-use downtown community.

Thank you for your consideration of this rezoning request and we look forward to working closely with city staff on this masterplan rezoning proposal to create an exciting new vision and direction for Burnaby's downtown.

Yours truly,



Graeme Silvera

Vice President, Development, Retail  
Ivanhoe Cambridge

CC: Matthew Meehan, Concord Kingsway Project GP Ltd.