

Burnaby Metrotown

Burnaby Metrotown

a development plan

June, 1977

Burnaby Planning Department

with the assistance of
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June 29, 1977

His Worship, Mayor T.W. Constable
and Members of Council:

RE: BURNABY METROTOWN

Over the past few years the Council of the Municipality of Burnaby has taken effective and significant steps in managing development of the Municipality, in order to ensure that Burnaby residents benefit rather than suffer from the immediate results and long range consequences of urban growth.

One of these steps was to adopt the concept of gathering together in the vicinity of Central Park a complete range of commercial, recreational, cultural and residential facilities, so that a variety of opportunities for working, living and playing are available within a recognizable community -- a new community which we call Metrotown, developed within the Greater Vancouver metropolitan area, and growing out of the existing fabric of the Municipality.

The principle behind such a community is to apply the qualities which one hopes to find in a completely new town, to the redevelopment of an already settled area. Although Burnaby Metrotown is located within a metropolitan area already housing one to two million people, the residents of the new community, numbering some 27,000 persons, and the residents of the surrounding area served by the community, numbering some 100,000 to 200,000 persons, will feel that they are an important part of, and can relate to a recognizable town rather than feel that they are an insignificant part of an unrecognizable metropolis: people want to be known by name; not by number.

The building of such a town with the character described in this document will not be achieved by a single grand action by a single group, but rather, over a period of time, by a series of initiatives and actions by many participants, both public and private, working towards a common goal.

By expanding on the commitments already made in the study area, this report spells out this common goal in sufficient detail to enable these many participants, from all levels of government, from all parts of the development industry, and from all walks of life to start building Burnaby Metrotown. These activities will not only provide a wider range of services and greater opportunities for surrounding residents, but at the same time further the development of an area which has also been designated as a high priority Regional Town Centre.

It is almost certain that even without this document, some form of commercial centre with related residential and recreational facilities will be developed within the environs of Central Park, but the achievement of the quality of urban environment described, and the accomplishment of the Regional goal of distributing jobs and housing in such a way as to retain the liveability of Greater Vancouver, will depend almost entirely on how the many participants respond to the challenge at hand.

Respectfully submitted,


A. L. Parr
DIRECTOR OF PLANNING

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Foreword

At a special meeting in July 1974, Council approved the following recommendation from the report, Public Meetings — Phase One:

“... that the Kingsway/Sussex town centre be designated as a Metrotown development area within the existing core area hierarchy and that guidelines reflecting the development of the Metrotown in this area be prepared.”

This recommendation evolved from a programme of public meetings concerned with a review of municipal planning policies and was founded on a desire to help accommodate anticipated population growth and provide an added range of urban opportunities within the Municipality beyond those accommodated at the various existing centres. It was felt that the evolution of a Metrotown or Regional Town Centre would provide a focus of commercial, residential, and social activities that would be identifiable and important at both the municipal and regional scale.

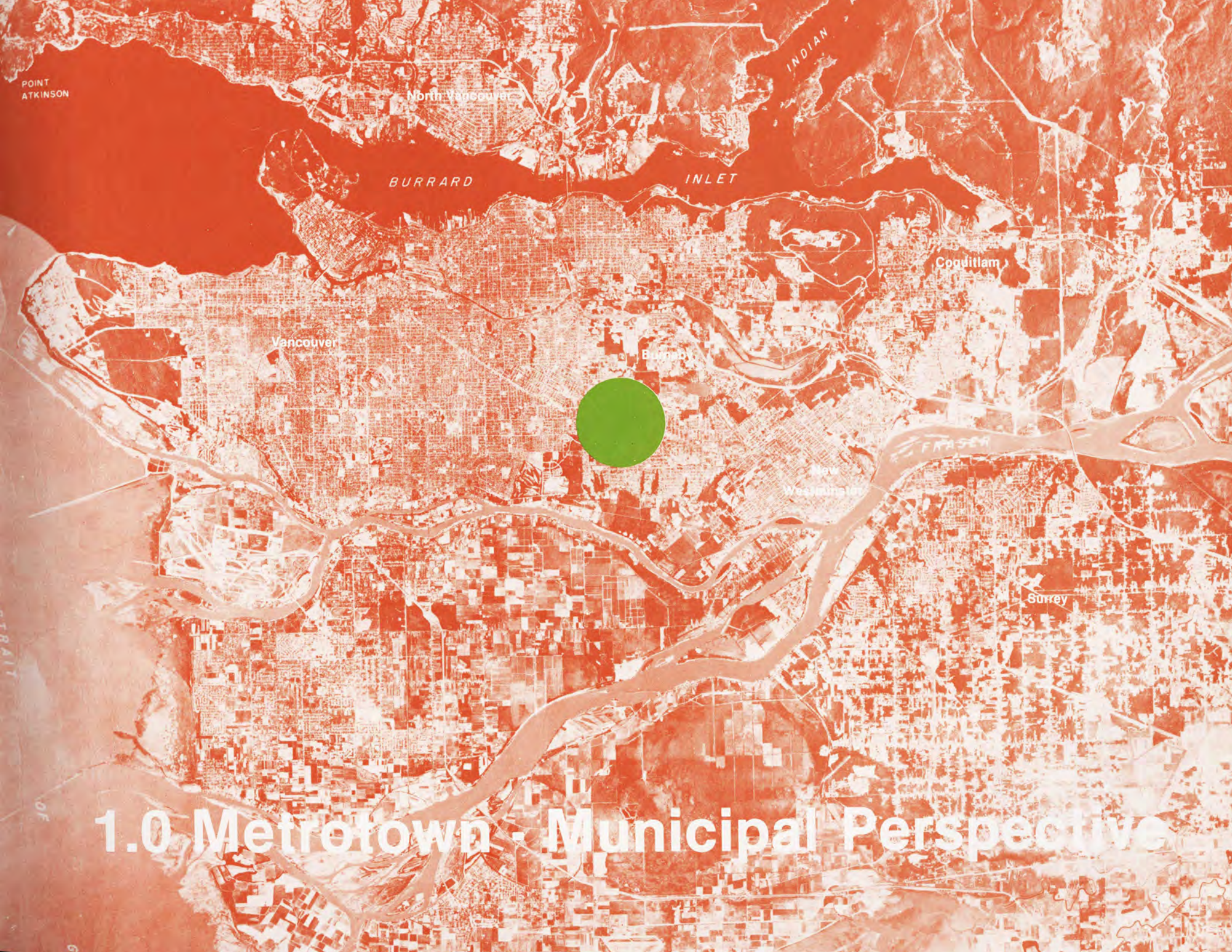
The successful development of Metrotown will not only require a high level of commitment from the municipality but will also to some extent be dependent upon regional considerations and actions related to diversifying the locations of high quality integrated office and retail space from its historical downtown concentration to decentralized town centres. The Greater Vancouver Regional District (GVRD) since 1970 has undertaken a major re-evaluation of regional policy incorporated under the title of The Livable Region 1976-1986. From a desire to handle regional transportation problems, to accommodate population growth in a controlled manner without the problems of sprawl and in order to enhance both the commercial and social opportunities for residents of the entire region, the GVRD has proposed a system of regional town centres of a relatively dense and diversified character that will ultimately be connected by efficient rapid transit. It so happens that the interests of the Regional decision makers and the Municipal decision makers, each pursuing a

somewhat different goal, have converged. The Municipal idea of a Metrotown and the Regional idea of a Regional Town Centre are essentially the same.

The Kingsway/Central Park area was recommended for such a designation because of its historical significance as a commercial place, its redevelopment potential, and its existence along proposed transit routes — among other considerations. Regional considerations as evaluated by the GVRD have led to a similar conclusion. One of the 22 recommendations adopted by the GVRD Board, relating to the Livable Regional program, endorsed the concept of developing Regional Town Centres with the Burnaby Metrotown being regarded as a priority area.

These closely related regional and municipal initiatives suggested the appropriateness of Burnaby and GVRD planning staffs working together to further articulate and clarify the Metrotown/Regional Town Centre concept as it applies to the Kingsway/Central Park area. As a result, liaison has been maintained with GVRD staff during the course of our Metrotown deliberations.

The purpose of this report is to present a development concept and strategy for the Metrotown area based on recommended policies and characteristics applicable to the area. Following Council approval in principle of the general parameters for development of the area, specific discussions with governmental agencies and other interested parties will then be initiated towards further refinement and subsequent implementation of the Metrotown development concept. In addition, it will allow for an informed evaluation of proposed projects in the interim until more specific guidelines based on the development concept are determined. Such an approach will not delay the initiatives of those parties that wish to proceed with development in the Metrotown area.



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1.0 Metrotown - Municipal Perspective

In the mid-1960's a significant trend developed both regionally and within the Municipality toward the provision of multiple family residential accommodation at various scales. Historically, the Municipality had been primarily a low density residential area with a predominance of single and two-family detached housing on separate lots. Two major factors led to a review of the established low density development pattern of the Municipality. These were:

- evolving demographic and economic conditions that have created a demand for forms of accommodation other than the single family dwelling and
- the desire by the Municipality to foster a diversification of the housing stock in terms of the type and form of accommodation to be made available to Burnaby's citizens and to structure the municipality accordingly.

These considerations, among others, led to the municipal view that the development of multiple family accommodation offered a positive environmental and social opportunity provided such was accomplished within a carefully planned framework. The principles underlying this framework were that apartments should be located in planned relationship to communal services, facilities and surrounding land uses; that apartments and, indeed, all residential accommodation should have appropriate commercial facilities and job opportunities in close proximity; and that established and stable single and two-family neighbourhoods should be protected from a random intrusion of incompatible higher density.

This general framework provided the basis for the introduction of a core area hierarchy for the Municipality. This policy was conceived to guide the range of services and residential development to be accommodated relative to the core area hierarchy. The smallest unit proposed within this hierarchy was the local "neighbourhood" centre which consists of local stores, an

elementary school, and desirably its own park-playground. The next level within the hierarchy is the "community" centre which provides an expanded range of convenience services and facilities to meet the demand of three or four surrounding neighbourhood areas. Similarly, two or more community areas in combination provide the basis of a "district" centre.

In addition to the above centre, the implementation of the apartment study is based on a policy to develop three higher intensity areas at the existing commercial centres in the vicinity of Simpson-Sears/Kingsway, Brentwood Mall, and the Lougheed Mall. It is proposed that each of these centres, as a sub-Municipal focus of population and consumer activity, will include a comprehensive range of commercial facilities and cultural and recreational opportunities expected by a suburban population. Also included is a diversity of residential accommodation that would provide for easy access to existing industrial areas and other places of employment.

The type and density of apartment development within the Municipality bears a close relationship to the various levels of centres as described above. The highrise, high density apartment types are concentrated in close proximity to these more intensive commercial cores. These developments provide the necessary population to support a concentration of high density commercial development and make feasible the location of other facilities that would be frequented by large numbers of people. Medium density apartments of moderate and lower heights are logically located near the "district" or "community" centres while the low density "garden" apartments are more related to the "neighbourhood" centre.

In summary, the hierarchical core concept which envisaged the development of a number of high density concentrations or focal points based on the existing or proposed commercial

centres. provided a general framework for the development of the location plan for apartments. The designation of the apartment areas within the Municipality was based on this framework and influenced by local variables such as the availability of land, surrounding land uses, and major transportation routes.

In recognition of Burnaby entering a critical stage of its development process, a review of existing land use development policies was undertaken by means of a series of public meetings to help the reassessment of policies to direct and control growth towards a desired form and character for the Municipality. Emanating from this public meeting program was a Council designation of the Kingsway/Sussex area as a new and higher level within the existing core hierarchy in the form of a Metrotown development area.

From the Municipal perspective the development of Metrotown is considered to offer the following basic benefits to the Municipality as a whole:

- The Metrotown centre will establish a new and higher level within the existing core area hierarchy. It will be characterized by the development of an integrated and identifiable focus of commercial, social, and residential components that will form the basis of the primary urban core for the Municipality.
- The residential and commercial redevelopment potential and capacity of the Metrotown area will absorb a significant proportion of this Municipality's growth commitments thereby assisting the implementation of the Municipality's general land use and growth control program.
- The intensified urban character of Metrotown will broaden the range of residential, commercial, employment, and cultural opportunities available within the Municipality.

- Metrotown affords an opportunity for a comprehensive redevelopment and rehabilitation program for the largest and oldest of the existing commercial centres in the Municipality.
- The provision of substantial employment opportunities within Metrotown will assist in the maintenance of a balanced employment/population ratio.

From a regional viewpoint, the Burnaby Metrotown concept is closely allied with the GVRD's goals with respect to the proposed system of Regional Town Centres.

A central concern of the Regional District is to promote decentralization for the purposes of providing each major land area of the region with its own focus of commercial services, employment opportunities, shopping, and cultural activities. A concentration of activities into Regional Town Centres is felt requisite to avoid a decentralization pattern of undifferentiated sprawl and to create major movement channels between selected important points that can be accommodated by some form of mass movement. Through these means, it is felt that the region will be able to accommodate anticipated population inflows in a rational manner that will not disproportionately favour any one area of the region or that will not endanger environmental quality or special regional amenities.



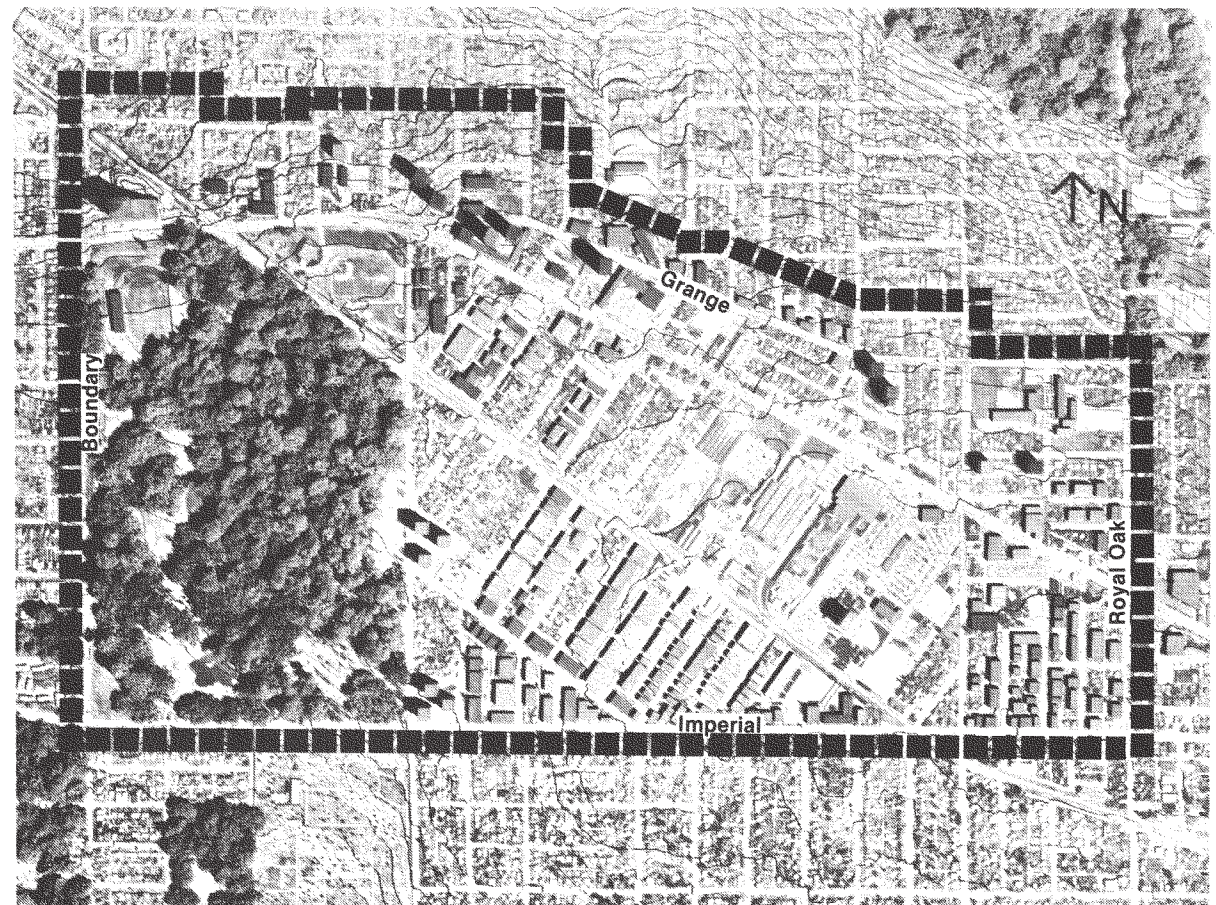
2.0 Metrotown - Site Influences

2.1 Boundaries

Prior to an assessment of those on-site variables that will have an influence on the development concept for Metrotown, it is necessary to define the Metrotown development site.

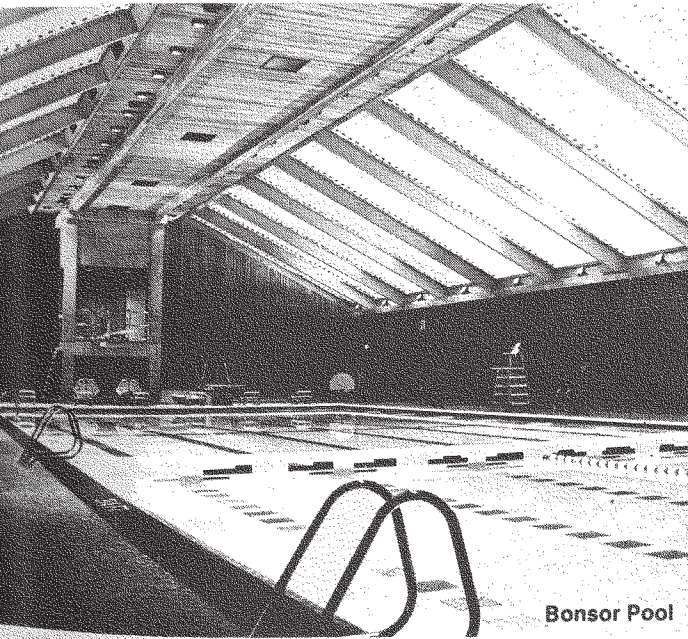
The designation of the immediate Metrotown study area boundary in the vicinity of the Kingsway/Central Park area is relatively simple on the basis of adopted Council policies and existing natural conditions. To the west is Central Park and Boundary Road which are conceived as important bounding and service elements to Metrotown. To the south is Imperial Street which historically has been established as a definitive border between single and multiple-family residential development. To the east is Royal Oak Avenue which is the established easterly edge of multiple-family accommodation and related higher intensity development. The northerly boundary of the area is not so clear cut. There is no distinct natural border to the north and there exists the problem of providing a proper transition between different scales of development at this location. Consequently, the approach adopted in this area has been to define the recommended southerly edge of the stable established single-family development as the interface between abutting Metrotown related development.

The resultant area contained within the Metrotown site is substantial, amounting to some 735 acres (including roadways and 202 acres for Central Park). It is considered imperative that Metrotown's development be contained within the established boundaries to enhance the focusing effect desired for the area and to help ensure an orderly transition between Metrotown and adjacent development. To this end, staff have met with the Vancouver Planning Department to seek their support in respecting Boundary Road as the western boundary of the Burnaby Metrotown.



2.2 Land Use

A detailed inventory of existing land use is not necessary for the development of the Metrotown concept. What is of greater importance is an identification and appreciation of existing major land use groups that will have an effect on the evolution of a Metrotown concept. The following describes these major land use groups:



2.2.1 Public Open Space

Contained within and adjacent to the Metrotown site are a number of public open space facilities which will have a significant relationship to the recommended development concept. At the western boundary is Central Park which, on the basis of its unique setting and related facilities, has recently attracted adjacent residential development. This major park area is still extensively treed with second generation conifers and accommodates a broad range of park facilities including Swangard Stadium, an outdoor swimming pool, a par 3 golfcourse, tennis courts, bowling greens



and baseball and soccer playing fields — the latter being concentrated in the more exposed north east sector of the park.

A second facility is the developing Bonsor Park complex bounded by Nelson Avenue, Brief Street, Bonsor Avenue, and the B.C. Hydro right-of-way. Facilities presently at this park include an indoor pool, playing fields, and the Bonsor Park recreational centre where a number of senior citizen related programs are provided. The remaining private properties within the proposed park area are included as priority items within the Park Acquisition Program.

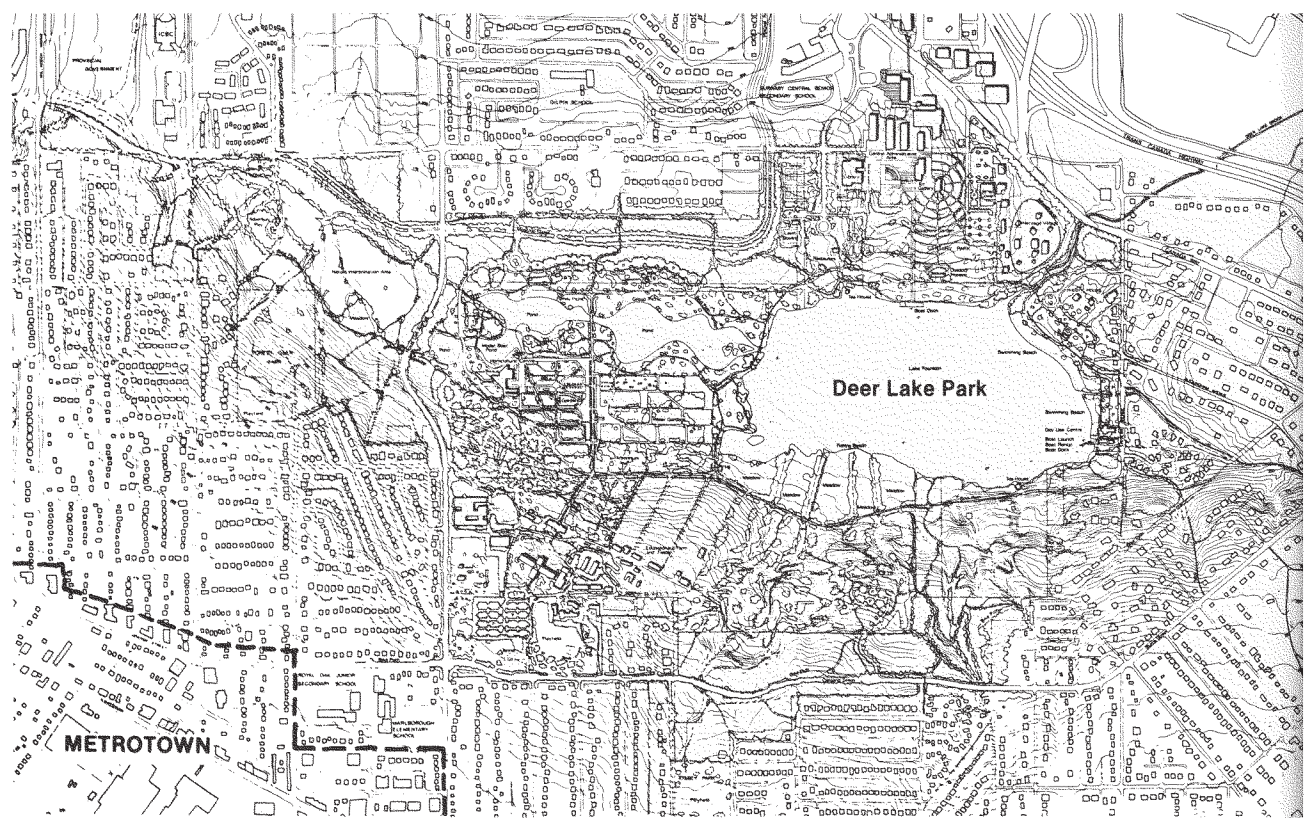
Close to the north east section of Metrotown is the proposed Deer Lake Park Site which, like Central Park will be available for Regional, Municipal and Metrotown patrons alike. Much of the opportunity to make the character of Metrotown unique lies in integrating the presence of these major open space facilities within the development concept.

Two local park areas on McKay and in the vicinity of Willingdon Avenue, south of the B.C. Hydro right-of-way, are being assembled and consolidated by means of a parkland acquisition levy applied to adjacent new development to help satisfy park requirements in the local area.

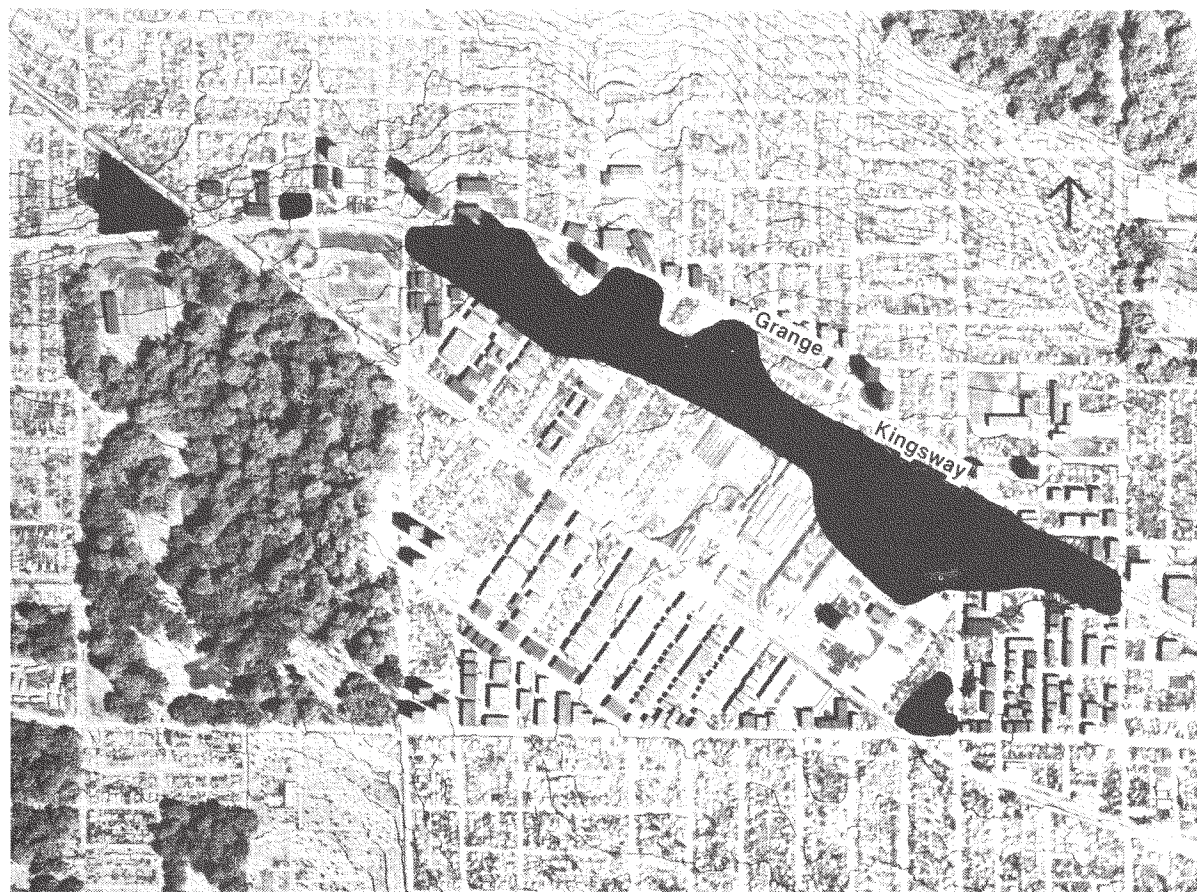
Complementing these public open space areas are three park school sites; these being Chaffey-Burke School (between Willingdon and Chaffey, north of Grange), Marlborough Elementary/Royal Oak Junior High (on one site at Royal Oak, Dover, Nelson and Sanders in the northeast corner of the study area), and Maywood School (south of the B.C. Hydro and Power Authority right-of-way and north of Imperial in the south-east part of the study area).

In addition to the above, the Hydro rail right-of-way is used quite extensively by the residents in the area as a pedestrian route. The infrequent use of the right-of-way by trains during daytime hours combined with its central location traversing the area, contributes to the public pedestrian use of this area.

While the above described open space areas will be a basic component of the Metrotown development area there is a distinct lack of either established or currently proposed public open space within the remainder of the Metrotown site. Furthermore, as Municipal ownership of land in this area is extremely limited it will not be possible to provide additional civic use areas where required by just designating existing Municipal holdings, and further open space acquisition will therefore be necessary.



2.2.2 Commercial



Retail development in the study area is characterized by its linear development that is primarily dependent on the automobile. Also apparent is the lack of a retail focus where residents have access to a diverse range of centralized shopping opportunities. Burnaby Centre, the Old Orchard Shopping Centre, Simpsons-Sears, and Plaza 5000 help satisfy shopping demand in this area, but in a manner that lacks the identity and cohesiveness that should be characteristic of a Municipal town centre. Also lacking is a comprehensive range of commercial activities such as theatres, quality hotels and restaurants, and a wide choice of department stores and specialty

shops. Much of the ribbon development along Kingsway is housed within older buildings, most of which can be considered appropriate for redevelopment. The existing retail square footage in Metrotown is approximately 470,000 square feet.

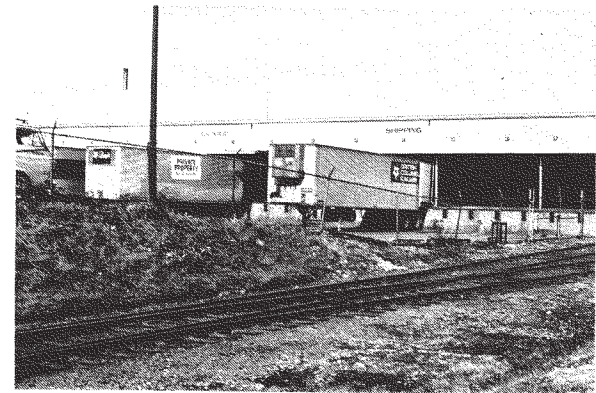
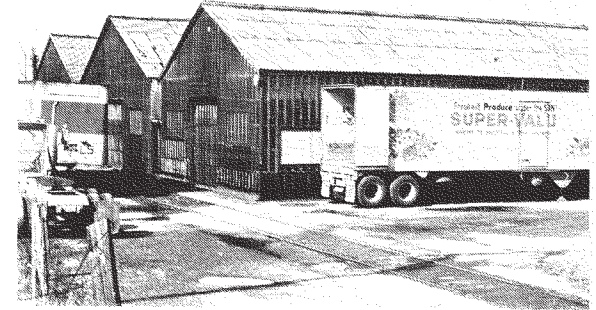
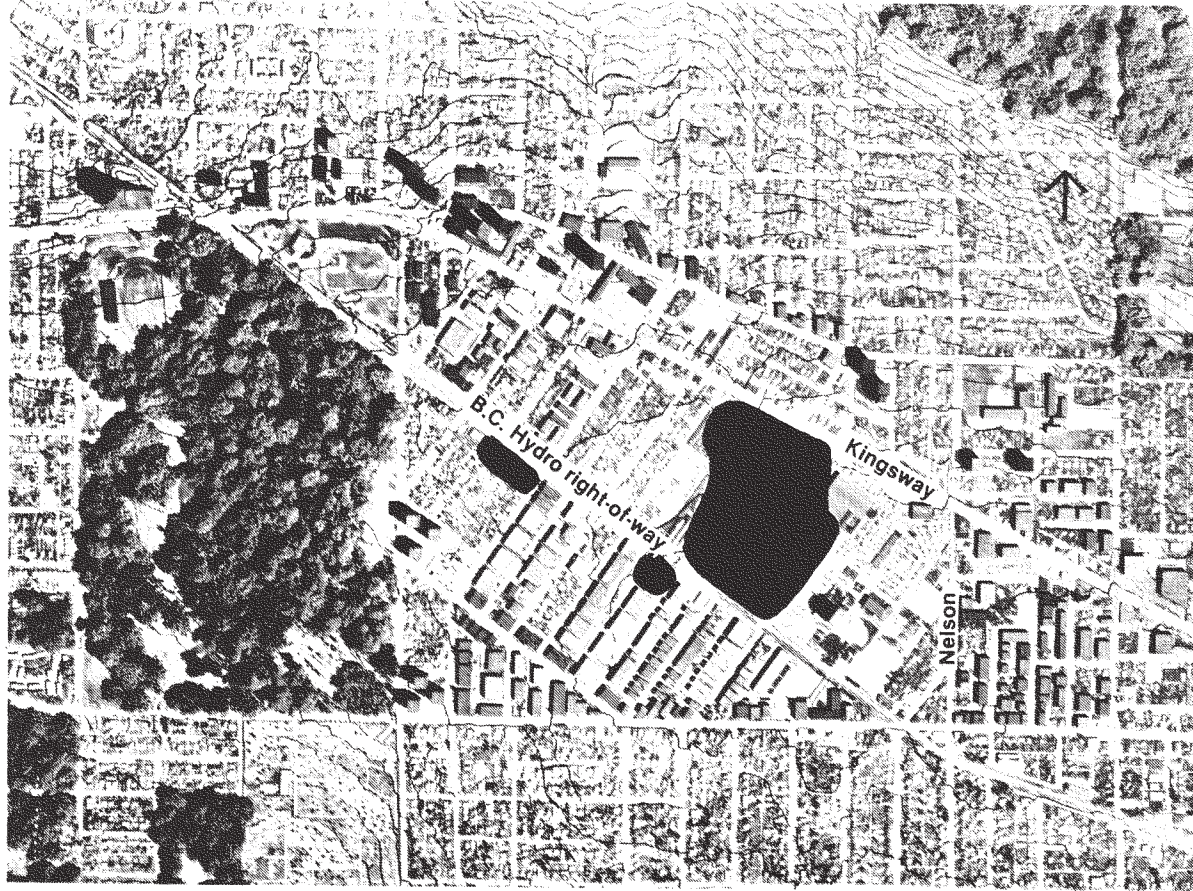
Incorporated within the Simpson-Sears facility is a quasi-commercial operation dealing with catalogue sales and distribution service. This component occupies a significant proportion of the Sears improvements and imposes an industrial-like character on the southerly portion of their holdings.



In terms of commercial office space, the B.C. Telephone headquarters building is presently the most significant office building within the Metro-town area. This facility situated at Boundary Road and Kingsway at the western extremity of the study area is comprised of a two phase development eventually accommodating 3,000 employees within 580,000 square feet of building area. Other office facilities of note are Marlborough Mall (84,000 square feet of office), Plaza 5000 (18,000 square feet of office), and Burnaby Centre (42,000) square feet of office). Total existing office square footage, both old and new, in the area is estimated at approximately 620,000 square feet.

Total current commercial zoning in Metrotown approximates 56.5 acres.

2.2.3 Industrial



While major industrial usage is confined to six establishments (Kelly Douglas, Electrolier, Fresh-Pak, Bekins, Safeway at 6130 Wilson, and Western Commodities at 6451 Telford), their impact on future town centre development is significant on the basis of the size and strategic locations of their holdings. This is especially the case with respect to Kelly Douglas and Electrolier which, combined, occupy some 27 acres in the central area of Metrotown. In addition the southerly portion of the Sears property, accounting for some 7 acres, can be considered a quasi-industrial usage in the Metro-

town context. The nature of these operations are not considered complementary to the Metrotown concept and as such their redevelopment to a compatible Metrotown use at the earliest opportunity should be encouraged. At the present time, there are approximately 44.5 acres of property within Metrotown currently zoned with an industrial category.

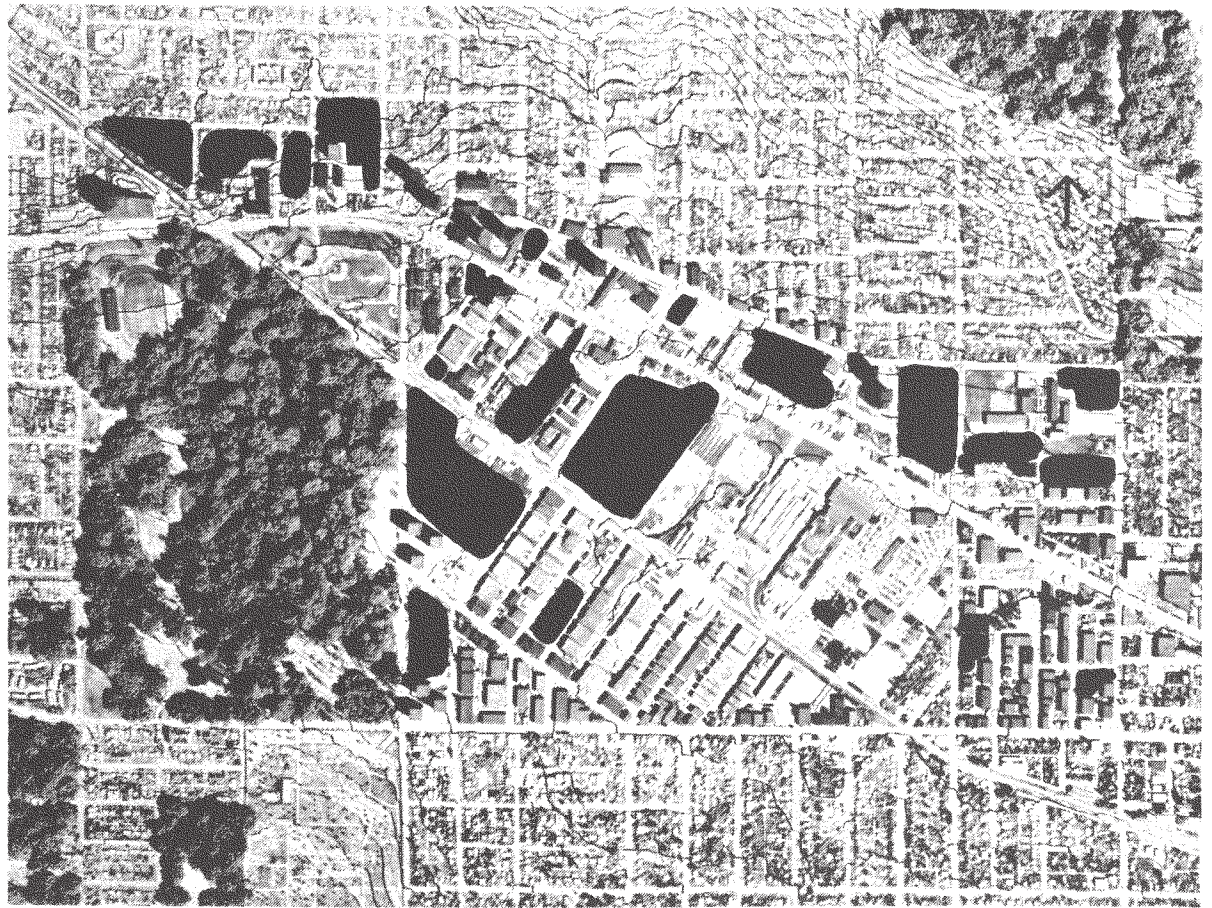
Another industrial consideration is the fact that the B.C. Hydro and Power Authority right-of-way currently includes a railroad freight line that serves a small number of industrial clients in Burnaby and across Boundary Road in Vancouver. Although this freight line use is comparatively light, it does present an obstacle to the longstanding proposal to utilize this right-of-way for Light Rapid Transit purposes. The GVRD is currently examining this matter as part of its overall investigation of the provision of rapid transit in the region.

2.2.4 Residential

Residential development in the Metrotown area is characterized by single and two-family accommodation and three storey and high rise apartment development comprising about 7,970 units that collectively support a population of approximately 14,500 people. Residential zoning within the area accounts for some 238 acres at the present time.

Single and Two Family Residential

There are approximately 640 single and two family dwelling units within the Metrotown area. The location and nature of these dwellings are such that their retention as a Metrotown component is not warranted. To a large extent these single family dwellings remain under private individual ownership which will have a bearing on the extent and rate of consolidation that will occur in the area.



Low-Rise Apartment Development

The low-rise apartment areas have a dominant influence on the Metrotown area in terms of their physical presence and relatively large resident population. There are presently 5,133 low-rise apartment dwelling units housed in 189 structures within the Metrotown study area. This represents 48.0 per cent of the Municipality's low-rise apartment dwelling unit stock.

The following table outlines the rate and quantities of low-rise apartment construction that has occurred within the Metrotown area.

**RATE AND QUANTITY OF LOW-RISE APARTMENT CONSTRUCTION,
METROTOWN STUDY AREA, PRE 1950-1976**

DATE	PRE 1950	1950-54	1955-60	1961-64	1965-70	1971-76	TOTAL
No. of Structures Built	3	20	34	39	78	15	189
Total Dwelling Units	22	204	385	811	3131	580	5133
Percentage			11.9			88.1	100.0



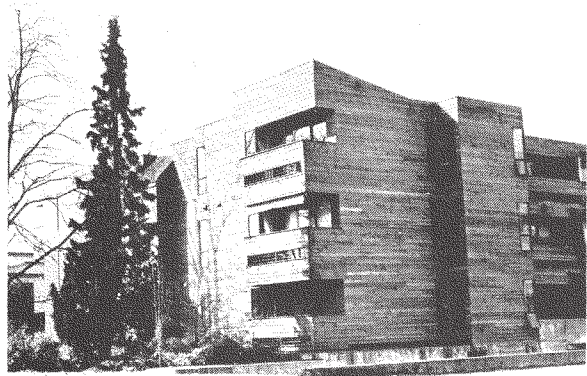
Of significance from this table is the fact that approximately 88 per cent of the low-rise apartment dwelling units in the area have been constructed since 1961 and hence are generally considered inappropriate for redevelopment in the immediate future. Also of some influence is the fact that the distribution of the pre-1960 units, while somewhat centralized in the Maywood and Lobely Park areas, are such that they are interspersed amongst the newer apartment structures. This makes it difficult to encourage the rehabilitation of those older pockets of low-rise apartments on a multiple parcel basis.

Historically, the low-rise apartment development in the area has been rental in tenure and characterised by one or two bedroom units.



However, there has been a recent trend to construct low-rise apartment units on a strata-title basis with generally larger floor areas. This development is presently being guided by RM3 (Multiple Family Residential) or CD (Comprehensive Development) utilizing the RM3 zoning category as a guideline and provides accommodation designed primarily for couples and singles.

The low-rise apartment concentration in this area offers a relatively economical form of accommodation to its occupants as well as providing a substantial population base to help support the commercial and entertainment facilities envisaged for the Metrotown centre. Notably lacking within the low-rise apartment areas is a range of convenience shopping and local service facilities.



High-Rise Apartment Development

High-rise apartment development within the study area is a relatively recent phenomenon with a total of 17 structures built since 1971 accommodating 1,860 dwelling units. Of these, 117 are senior citizen units, 505 are under strata title ownership, with the remaining 1,238 available on a rental basis. Approximately 36 per cent of the Municipality's existing total high-rise dwelling units are situated within the Metrotown area. This figure increases to 49 per cent if all senior citizen high-rise units are excluded.

This residential form could not be expected to redevelop in the near future and is generally of a scale consistent with that of the proposed Metrotown. As such, these structures that have been developed on the basis of existing community plans for sub-areas within Metrotown are regarded to a large extent as "givens" in the consideration of building form, scale, land use and site configuration.



2.2.5 Heritage Buildings

While the area is not considered old in historical terms, it does contain structures that have significance in the history of this Municipality. The Curator of Heritage Village has been consulted and has indicated that two structures are invaluable from an historical point of view: the Royal Oak Funeral Chapel at 5152 Kingsway and St. John the Divine Church at 3895 Kingsway, Burnaby's oldest standing church. For these particular structures, support should be given for their retention or incorporation within a redevelopment project. The Curator has also noted several single family dwellings that may be worthy of preservation. However, this

department does not consider it practical to prohibit redevelopment of these structures for the following reasons:

- structures of similar historical value and architectural merit exist in other locations of the municipality and region.
- the feasibility of an alternative use of the dwellings might be minimal because of their location, physical characteristics, finishes, structure, etc.

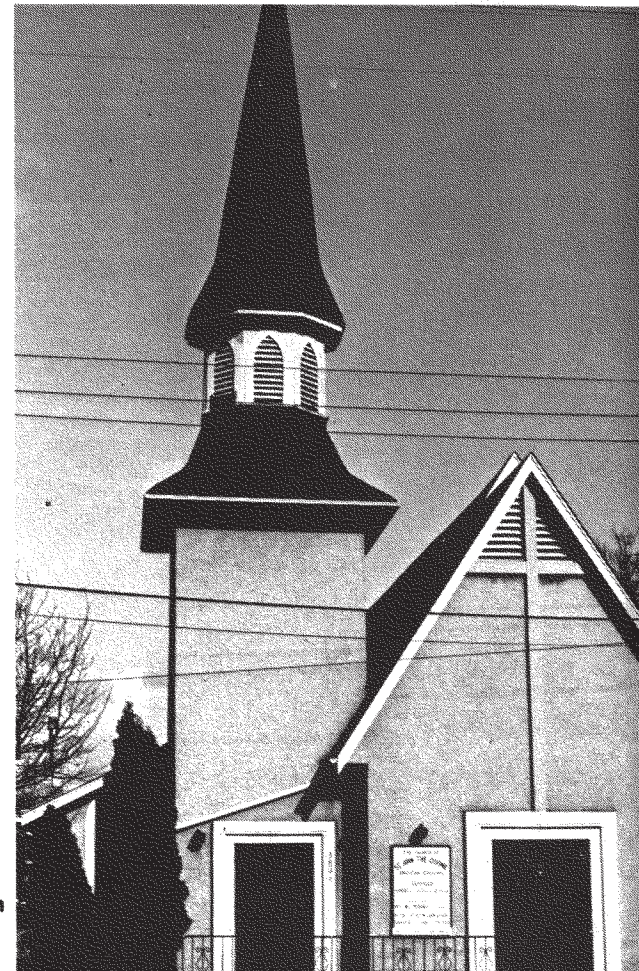
The Curator has suggested that where buildings themselves cannot be retained, the continuation of historical names in new streets and developments can help to provide a connection with the past.



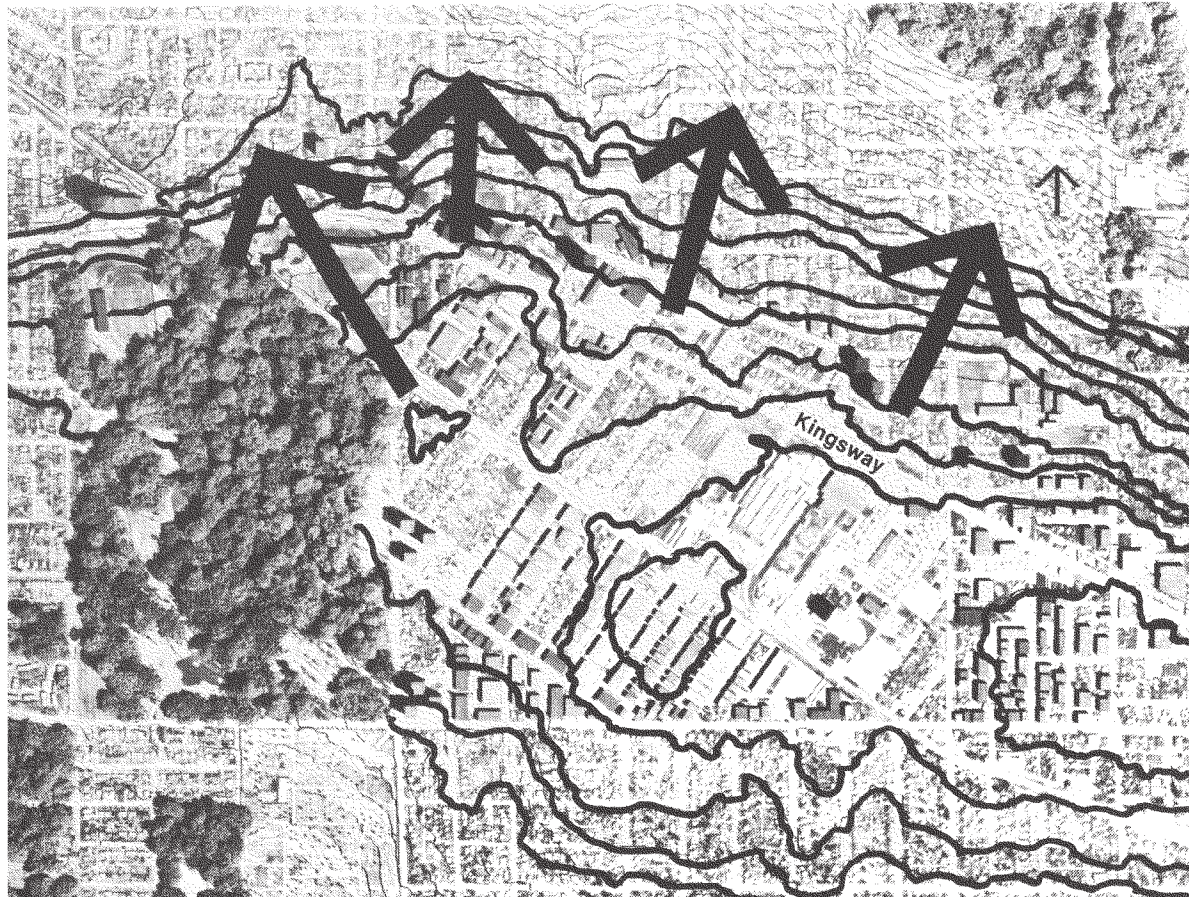
Presently, all high-rise apartment structures in the area are being developed under CD (Comprehensive Development) zoning utilizing RM5 or RM4 terms of reference as outlined in the Burnaby Zoning By-law.



Royal Oak Funeral Chapel



St. John the Divine Church



2.3 Natural Features

The study area has become almost an exclusively urbanized place to the point that the original natural landscape has been displaced. The notable exceptions to this are the relatively large open spaces situated at Central Park and nearby Deer Lake. As a consequence, Metrotown development will be oriented towards preserving the natural green areas as well as providing for a new component of greenery and landscaped spaces within the development area.

Topographically, the Metrotown location possesses a prominent and distinctive character within the Municipality and the Region. The study area is situated on the western crest of a ridge that extends in an arc running the length of the Municipality sloping to the north down to Deer and Burnaby Lakes in the Central Valley and to the south down to the Fraser River delta area. On the basis of the site's prominent Regional and Municipal exposure, development in this area will make Metrotown a significant Regional and Municipal landmark as evidenced by existing high-rise development.

2.4 Road Pattern

Vehicular movement in the area strongly relates to a dominant east/west travel pattern characteristic of the existing road pattern. A description of the existing road pattern follows:

2.4.1 Kingsway

Kingsway is the most important street in the Metrotown area. It provides both service and access to and within Metrotown as well as serving as an important through movement function for travel between New Westminster/Burnaby and downtown Vancouver. The average weekday traffic volume on Kingsway in 1975 was approximately 36,000 vehicles. The right-of-way for Kingsway varies within the study area but generally is 82.5 feet in width. A 99 foot right-of-way has been assumed as a minimum width in the processing of major CD projects to date. This has been considered essential in view of the traffic volumes, existing on-street parking, and the strip commercial land use that generally flanks this arterial.

Potentially, Kingsway could have a detrimental effect on the development of Metrotown by acting as a divisive element between the northern and central sectors of the development area. In dealing with this, preliminary investigations have been undertaken to determine whether an acceptable alternative could be established that would allow for the separation of the street's local access and through movement functions. However, these alternative alignments are considered to be both financially prohibitive and unacceptable with respect to their impact on abutting residential environments. With no feasible alternative available, it is therefore essential to accept the existing split-function of the street. The design concept should provide for improved local and through movement on Kingsway as well as separation of important pedestrian ways from direct vehicular influence. In this sense, the continued intra-regional and



local service functions of Kingsway have been regarded as one of the primary "givens" within the study area.



2.4.2 Imperial Street

This street provides an important east/west function that has been enhanced in recent years by road improvements, particularly in the adjacent Vancouver area, and with the introduction of east-west public transit on the route. This roadway will be the southern east/west collector for the Metrotown area as well as the distinct boundary between the established single family areas to the south and Metrotown to the north.

2.4.3 Grange Street

Like Imperial Street to the south, Grange Street is at present and will continue to be, a collector for the Metrotown area and for those residential areas to the north. It serves an additional function of providing an alternative east/west route for the Kingsway corridor.



2.4.4 North/South Routes

The major access points to the Metrotown site from the north are Willingdon Avenue, Royal Oak Avenue, and Boundary Road. Of these, Willingdon Avenue is the most significant point of entry because of centrality within Metrotown, its direct access to Highway 1, and points north and its relatively improved standard. From the south, primary access is by way of Boundary Road, Patterson Avenue, Nelson Avenue and Royal Oak Avenue.



2.4.5 Internal Service Roads

Within the study area north/south circulation is intermittent and made difficult by the existence of the B.C. Hydro right-of-way which traverses the study area in an east/west alignment. At present, north/south crossings of the right-of-way are restricted to Patterson Avenue, Wilson Avenue, McKay Avenue, Sussex/Telford Avenue, and Dow Avenue. To date, there have been no major conflicts between these at grade crossings and the Hydro right-of-way because of the very limited use of the railway.

Also characteristic of the area is the lack of a secondary east/west grid system supporting the major east/west arterials previously discussed. Portions of the Beresford Street alignment have been acquired and developed to assist east/west movement in the area. However, an expanded east/west system will have to be provided in conjunction with the redevelopment of the area.

2.5 Property Ownership

For the most part, property ownership in the study area is extremely diverse, characterized by a dominance of large block ownership in the central portion of the Metrotown area. For example, Sears, Kelly Douglas and Electrolier collectively occupy approximately 52 acres. Also of note is the large number of individual private owners particularly associated with the remaining pockets of single family development. Apart from the public ownership of the various school and park sites the Municipality and other governmental agencies own very little property in the area.

The minimal amount of land under public ownership and the dominating impact of the three major companies centrally located within Metrotown will have a profound effect on the rate of redevelopment and hence the conversion to appropriate land uses that have the identity, acceptance, and general function of a town centre.

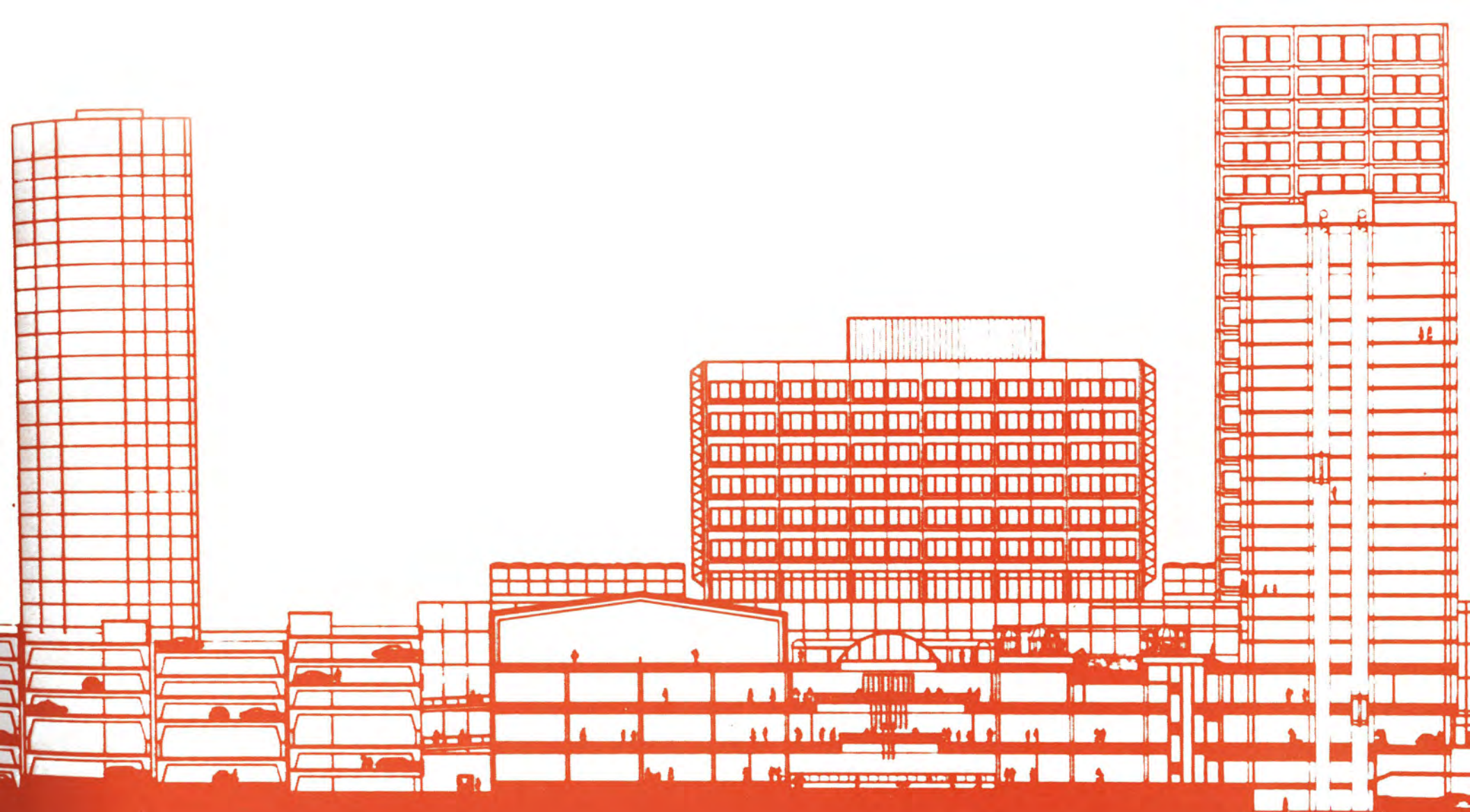
2.6 Summary

The analysis of the various land use components within the area confirms that the major part of the Metrotown site has potential for extensive and early redevelopment. While the majority of the existing structures, land uses and street environments are not oriented to the promotion of a quality pedestrian environment and urban focus, this situation is gradually reversing as new development occurs within the area.

This redevelopment potential, combined with the study area's central location in the region and direct proximity to the proposed Light Rapid Transit alignment, will help ensure a dynamic future and priority for this Regional Town Centre site.



Major contiguous holdings



3.0 Metrotown - Image

In an attempt to provide a generalized image of what "Metrotown" is, brief descriptions have been advanced from various quarters. In the report *Public Meetings — Phase One*, the following image was briefly outlined:

"The primary purpose (of Metrotown) is the realization of an integrated and identifiable focus of residential, commercial, and social components for the Municipality. It is envisaged that the inhabitants of the Metrotown, together with their supporting facilities and services would provide for a new sense of vitality and attraction. Typically, these supporting facilities would be developed within a pedestrian environment and would include a series of linked malls and plazas incorporating a wide range of commercial and social opportunities. While the Metrotown would likely be developed on a super block basis and would include a commercial and office element, it would not be modelled after the traditional auto-oriented central business district in terms of general function and characteristics".

The regional planners, in *The Livable Region 1976/1986*, in discussing their proposal for a network of Regional Town Centres have described their notion of such a place as follows:

"... a Regional Town Centre needs to be a certain size. At a minimum, it should have a million square feet of office space, gross annual retail sales in the order of \$50 million, and be able to draw audiences of several hundred to the theatre or other cultural events Size is not the only distinguishing aspect of a Regional Town Centre. Equally important is its quality and character. There are features of a city which residents of the Region say are essential to them and which are also admired in urban places around the world. We propose that these features be created as an essential part of any Regional Town Centre:

A strong pedestrian orientation — Activities and facilities should be within comfortable walking distance of one another along a pleasant and interesting street-level environment. Providing good public transit service and reducing space devoted to the automobile are ways to accomplish this.

A widely varied but balanced mixture of activities — A Regional Town Centre should be alive with many different activities from morning to midnight (or later, depending on local preference). It should not be dominated by one activity like office, parks or shopping centres.

A human scale — Buildings should not give people a "boxed in" feeling and should not block the sun or views.

Other qualities ... harder to describe — A variety of shapes, textures, colours and movements to catch the eye.

Trees, plants, grass or flowers.

The smells of a bakery, a fish market, a flower shop or the sea.

Contrast in experiences, noisy places, quiet places, places which are bustling with activity and others which are peaceful."

As can be seen from the above, a precise image of Metrotown is not easily definable. This is attributable to the widely varied expectations and mixture of activities associated with such a centre and the complex relationships that exist between them. The most effective method to understand the nature of Metrotown is to prepare a development concept based on a set of underlying characteristics relating to a desired structure, use and activity pattern for the area. The recommended concept and its supporting principles and policies will collectively present a clearer image of the proposed character of Metrotown.

3.1 Dominant Uses

A basic assumption for the development of the Metrotown concept is that the structure and character should be derived from the dominant land uses that will be associated with the centre. These uses can be categorized into major inter-related groups, each of which has certain characteristics and requirements. The inter-relationship of these major activities should be such that no one use can claim the majority of Metrotown space to the exclusion of other functions.

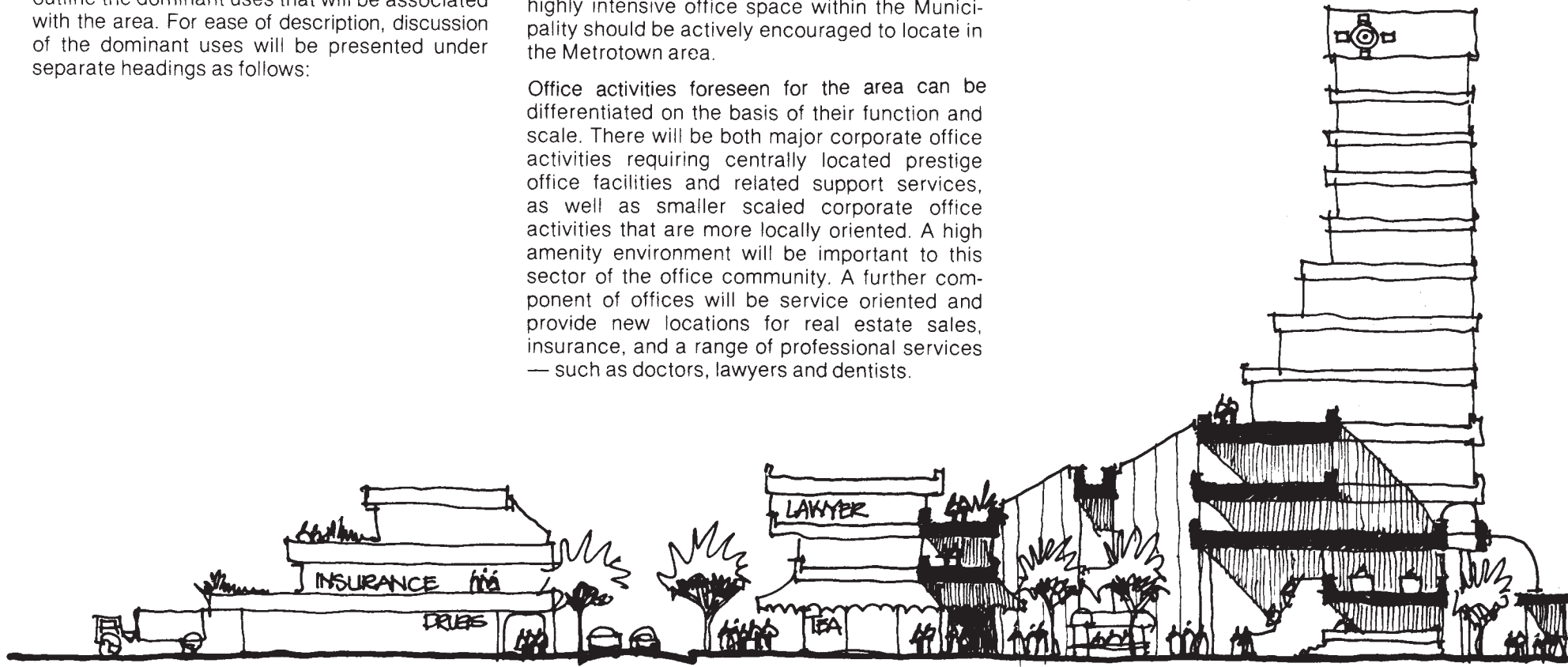
Given this basic assumption of Metrotown activity, the next step in the presentation of the character and structure of Metrotown is to more specifically outline the dominant uses that will be associated with the area. For ease of description, discussion of the dominant uses will be presented under separate headings as follows:

3.1.1 Office Opportunities

It is envisaged that office activities will constitute a significant component of the Metrotown development as office decentralization becomes more and more a locating force. From the Municipal perspective, the attraction of the various office functions is viewed as a positive element in helping to broaden local employment opportunities and in contributing to the attainment of a certain degree of urban self-sufficiency not now available. Consequently, office opportunities within Metrotown should be developed to a scale and intensity in keeping with its role as the primary office centre in the Municipality and its Regional Town Centre function. Consistent with this approach, the location of first order highly intensive office space within the Municipality should be actively encouraged to locate in the Metrotown area.

Office activities foreseen for the area can be differentiated on the basis of their function and scale. There will be both major corporate office activities requiring centrally located prestige office facilities and related support services, as well as smaller scaled corporate office activities that are more locally oriented. A high amenity environment will be important to this sector of the office community. A further component of offices will be service oriented and provide new locations for real estate sales, insurance, and a range of professional services — such as doctors, lawyers and dentists.

There is a tendency for the more prestigious administrative offices to cluster on the basis of their similar contact requirements and the desire for a common high quality office environment. This concentration further supports a range of secondary and interrelated functions that includes the direct office services such as copying/printing, accounting, temporary help pools and day-to-day service facilities for the working population such as convenience shops, lunch cafes and health centres. This compacting tendency is an important consideration; however, there should also be adequate provision made for office locations in appropriate but less concentrated areas of Metrotown to help meet the broad spectrum of needs associated with the office community.



3.1.2 Shopping Opportunities

A second dominant function basic to the development of the area is the provision of a diverse range of shopping opportunities. Shoppers who desire a wide variety of commodities collectively now found only in downtown Vancouver should be able to approach Metrotown as a special market place in keeping with its designation as the primary shopping focus in the Municipality.

The shopper who may travel a relatively long distance to reach such a shopping focus can be expected to support the high quality shopping complexes which include major department stores (The Bay, Eatons, Woodwards, Sears) and prestige clothes/furniture/accessories outlets and other speciality shops normally associated with city-centre shopping. Of importance to the regional shopper is a variety and diversity of commodities conveniently available so that one's selectivity in purchasing can be assured.

As was the case with the more prestigious office functions, there should be a general compacting of the major shopping outlets within a centralized area to facilitate pedestrian interaction and give proximity to the predominant daytime population concentrations. Such a shared concentration with the major office function also provides mutual advantages for public transit access and daytime use.

The Metrotown shopper will also seek a range of ancillary uses both to facilitate and to round out the shopping experience. Prominent among these are such things as restaurants, cafeterias, banks, cinemas and daycare. Moreover, the entrepreneurs who provide the shopping opportunity will require convenience support services such as maintenance, bookkeeping and banking among many others.

Within Metrotown there will be a substantial population that will not only utilize the shopping facilities but as well require local convenience shopping within the neighbourhood setting. It is not only important that these services exist but that they arrive on the scene at the same time as the residents of Metrotown. Close to home facilities such as small grocers, supermarkets, coiffures/barbers, drugstores and similar outlets are important in this respect.



3.1.3 Residential Opportunities

A third dominant function related to the development of Metrotown is the residential component. This use is already well established within the area with an estimated resident population of 14,500 predominately accommodated within multiple family dwellings.

The range of residential accommodation within Metrotown should be based upon the fundamental objective of offering a diversity of housing opportunities within the area. The design of these dwelling units should respond to the needs of the various users in terms of densities, building types, locations, and environmental setting. A first question, therefore, is who will be the principal residential users within Metrotown.

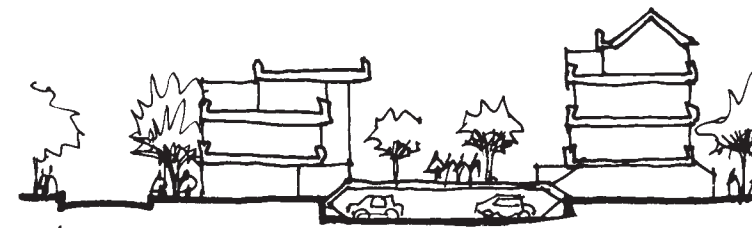
The Municipality's residential settlement policies have made possible the provision of a range of housing types to accommodate different user groups. The Metrotown area, because of its projected commercial and residential densities, is regarded as essentially an adult oriented residential area.

Apartment living in an urbanized setting is a form of housing that is preferred by many single adults and couples because of their convenience to work, public transportation, shopping and entertainment facilities, and the lesser degree of maintenance responsibilities required when compared to a single family dwelling. Apartments are also utilized by persons who, because of financial circumstances, cannot afford accommodation that is perhaps more suited to their needs or preferences. The composition of the apartment dwellers would primarily be young singles, senior singles, young couples, middle-aged couples, senior couples, and to a lesser extent, young couples with perhaps one or two children. These different groups will have varying needs and preferences with respect to housing forms, location, and dwelling unit types.

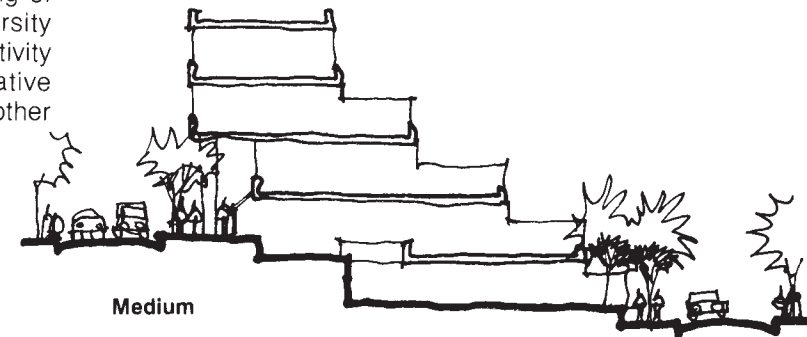
Housing Forms Within Metrotown

The range of housing forms considered appropriate within Metrotown can be organized into the following multiple family types: low rise, medium rise and high rise as depicted on the accompanying sketches.

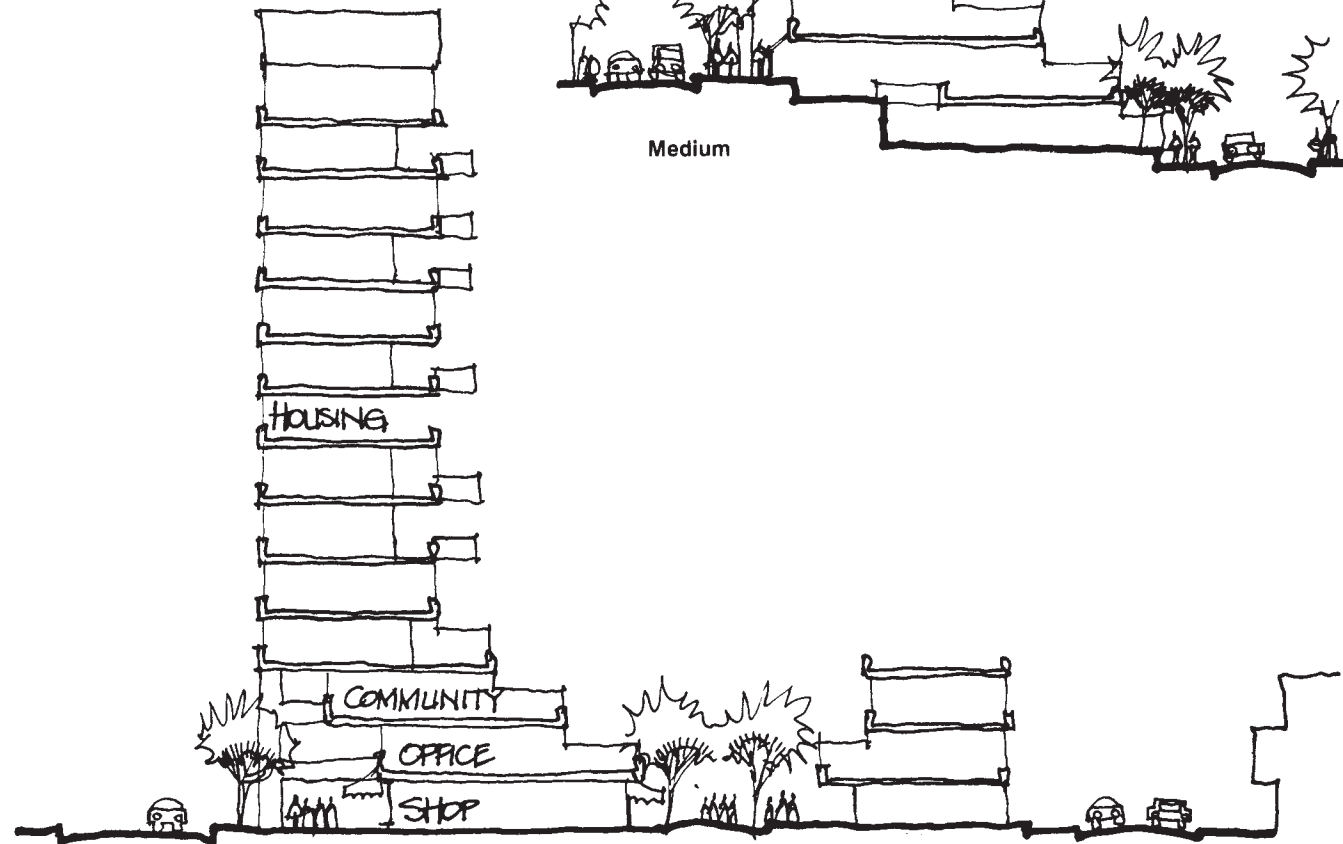
While similar groupings of these building forms will likely be predominant within Metrotown, efforts should be made, especially on the larger consolidated parcels, to encourage a mixing of housing forms to provide for a better diversity of accommodation types and ground level activity within any one area and to utilize innovative solutions where particular topographical or other site opportunities may exist.



Low



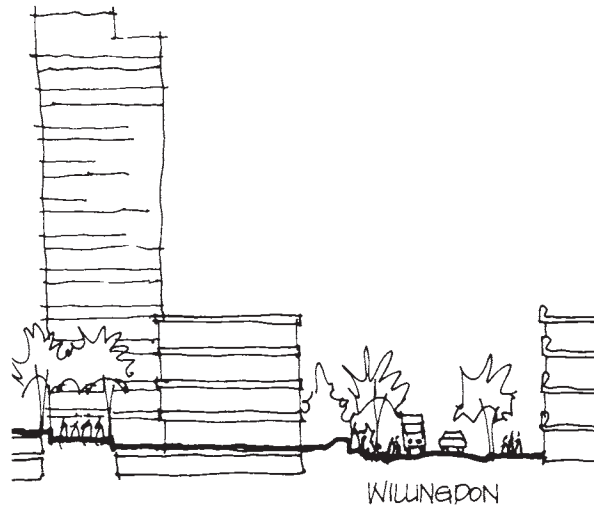
Medium



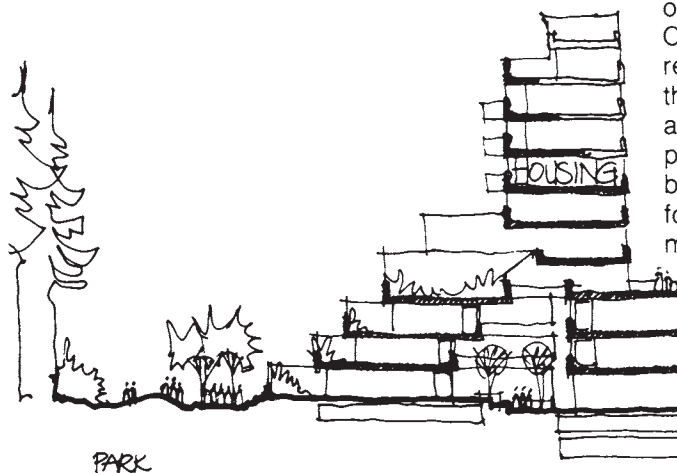
High

Locational Tendencies

For the most part, the distribution of residential areas within Metrotown will be dependent upon a number of factors including existing development patterns, major open space elements, localized access, the ability to create neighbourhood units, and perhaps most importantly the relationships to adjacent and proposed land uses. For each of the residential areas designated within the Metrotown development concept, consideration will have to be given to what residential form, density, suite mix and support facilities are considered most appropriate. As indicated earlier, a primary objective of the Metrotown development is to provide a range and diversity of accommodation opportunities within the area. Accordingly, the distribution of residential areas should be characterized by differences inherent in their environmental setting, accessibility, and general tenure. In terms of environmental setting, residential preferences will vary greatly. For example, some will prefer to reside in relatively lower density and secluded residential areas, while others will prefer higher density accommodation within the active central areas; some will prefer homogeneous residential areas with ground orientation, while others will seek areas of diversity and land use mix. In terms of accessibility, some will desire easy access to major recreation facilities such as Central Park, while others will prefer close proximity to the major centre and its focus of commercial and entertainment opportunities. Others may prefer neither and seek only access to convenience shopping and neighbourhood support facilities. From the standpoint of tenure many will prefer to settle in an ownership situation while others, by choice or necessity, will seek accommodation on a rental basis. While this latter factor is particularly difficult to regulate, an attempt should be made to maintain some opportunity for rental/ownership choice within the area. Each of these preceding factors will play a role in the establishment of general development criteria for the various residential areas to be denoted in the development concept.



Residential: core orientation



Residential: park orientation

Dwelling Unit Types

The range of multiple dwelling unit types provided for in Metrotown should reflect, where possible, the needs of its inhabitants. Apart from the locational, accessibility and tenure considerations as discussed above, this need can also be generally expressed in terms of the number of bedrooms provided.

Typically, there has been a tendency to equate high rise/high density accommodation with a very high proportion of bachelor and one bedroom dwelling units and low rise apartments with one and two bedroom units. This situation may, in fact, adequately provide for the needs and desires of the majority of the resident users seen for the area. However, for a great many prospective residents this typical bedroom mix is inadequate. Couples, young and old alike, would like additional space for a study, den, sewing room or nursery. In the preparation of specific bedroom mix guidelines for any given residential development consideration should be given to the needs of the category of residents who would most likely be attracted to the project. For example, the typical residential development within the central commercial area would most likely be occupied by singles or young couples who may not need or be able to afford a two or three bedroom unit. On the other hand, a prestigious project adjacent to Central Park could be attractive to prospective residents who want dwelling units with two or three bedrooms. This does not suggest a black and white situation but rather indicates a need to provide for an adequate mix of dwelling unit types based on locational criteria, proposed housing forms, prospective occupants and prevailing market conditions.

3.1.4 Public Use Opportunities

The fact that Metrotown will become a focus of business activity, that it will be a focus of amenity and have identity, that it will have a central regional location, and that it will house a substantial resident population — all give rise to a significant need to provide for an adequate range and level of public use opportunities.

These opportunities can be distinguished on the basis of regional and local serving functions.

Regional

Facilities included within this category are intended to fulfill a special regional need and may be limited to one per region. Typical examples include such complexes as the Pacific Coliseum, The Queen Elizabeth Theatre, The Vancouver Public Aquarium and Planetarium. It appears that without major subsidies to build and operate these large facilities simple economics rule out, for the next decade, the likelihood of decentralizing major facilities outside of Vancouver. While this opinion would rule out short-term prospects for such a facility, it should not rule out decentralization of similar facilities in the longer term. However, this does not preclude the possibility of certain regional-scaled uses such as a convention centre or university extension complex locating within Metrotown.

Local

The ultimate success of Metrotown will, to a large extent, be dependent upon the range and level of public use facilities that will be available at the sub-regional and local scale. These facilities will contribute to the level of uniqueness, excitement, and attractiveness characteristic of Metrotown. Examples that are considered desirable to be used by the office worker, the resident (both local and non-local), the regional shopper, the tourist and the entertainment seeker on an extended daily basis include:

- major park areas

- neighbourhood open space
- urban public spaces
- civic uses
- linear park spaces
- sports and social complexes
- commercial entertainment (a diversity of eating establishments, movie theatres, cabarets, neighbourhood pubs).

Major Park Areas

Parks in this category are open and centred around unique physical site features which, because of their natural characteristics and scale, should be preserved as public open spaces for the enjoyment of present and future generations. Metrotown is fortunate to have two such existing areas in Central Park and Deer Lake Park flanking the west and east ends of the area.

Neighbourhood Open Space

Neighbourhood open space in the residential areas should be an extension of the facilities and amenities in the various residential developments by providing for tot lots, informal gathering areas, areas of quiet relaxation and active and passive recreational activities for both the young and old. In some instances, the major park areas will fulfill a neighbourhood open space function due to their proximity to residential areas while in others the neighbourhood park function may be incorporated within a linear parkway system for the area. The location of the neighbourhood park facilities relative to the residential areas should provide accessibility between them that is both safe and within easy walking distance.



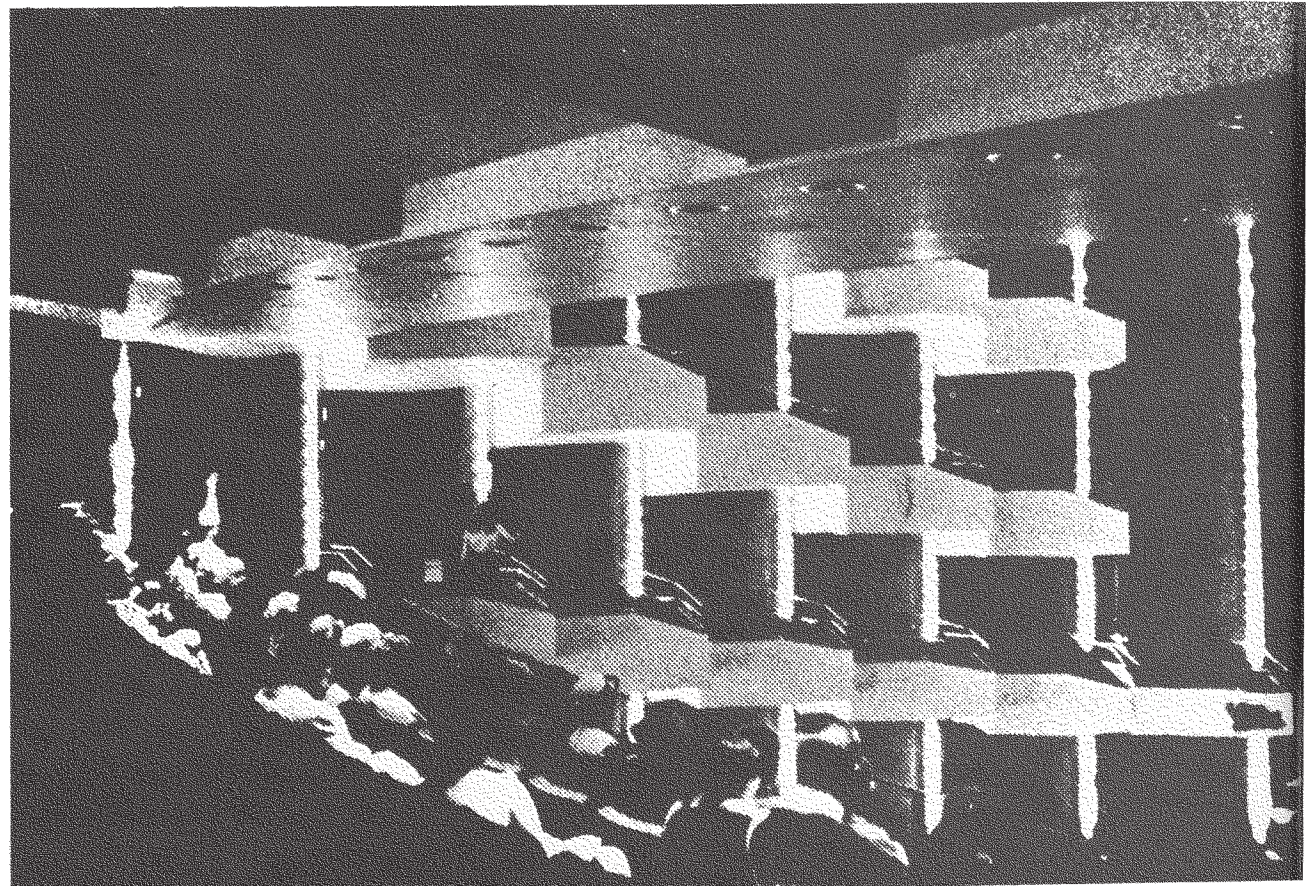
Urban Public Spaces

These are the public open spaces where size is not nearly as important as the amenity and quality of the places. In this realm are such things as the plaza around which commercial functions develop, the civic space as a focus of public functions, the pedestrian mall, the minor square and retail courtyard where people can meet, observe and relax. Characteristic of these locations will be public art and sculpture, fountains and urban landscaping that must be present to satisfy the amenity requirements of Metrotown.



Sports and Social Centre

Provision should be made for the establishment of a significant sports and social centre offering a diversity of indoor athletic and social facilities for year-round use. Such a centre should be capable of concurrently accommodating a variety of athletic and social opportunities for all age groups and be closely integrated within the public open space system for the area. In this respect, the area is fortunate in that the existing Bonsor Park centre provides a basis and appropriate location for the development of an intensive and multi-functional sports and social centre.



Civic Uses

A significant civic use area is regarded not only as an investment in the future development of Metrotown but also a requisite item in providing a range of those civic uses and facilities (theatre, convention centre, library, cultural centre, auditorium, museum, sport centre) considered important to Metrotown and beyond the normal terms of reference for private sector development. Such an assembly area should ideally have proximity to the core, a high level of access and exposure and be capable of a gradual public assembly programme.



Linear Park Spaces

An additional open space component in Metro-town should be linear park spaces that connect all major park and open spaces, civic areas and all centres of activity and interest. These spaces should serve the leisure activities of strolling, jogging, cycling and playing.

The implementation of a pedestrian walkway system should be made according to the following criteria:

- Areas with differing land uses and intensity will generate a need for varying levels of pedestrian movement.
- Major pedestrian walkway intersections and strategic locations within walkway "arterials" should have pedestrian support facilities (minor plazas, special lighting, rest benches).
- Pedestrian movement should be channelled through the important shopping, office and entertainment areas and organized into a chain of active places. To this end, pedestrian "corridors" should be incorporated within major development proposals.
- The Metrotown walkway network should be integrated with the evolving Municipal trailway system as well as major existing or proposed open space areas in Metrotown. Wherever appropriate, this network should make use of existing rights-of-way, easement areas and other public holdings.

3.2 Transportation

The dominant activities that have been outlined will result in a significant number of people moving in and out of Metrotown either on a continuing day-to-day basis or intermittently. Circulation is considered to be a major element of Metrotown development.

3.2.1 Movement by Public Transit

In terms of providing an acceptable and convenient means of access and egress to and from Metrotown, the automobile as a primary mode is not considered to be a long term solution because of its dominant space requirements both while moving and while parked. Ideally, what is required is an efficient system of mass movement into and out of Metrotown.

The GVRD, in considering regional movement solutions, shares this sentiment and has proposed a Light Rapid Transit (LRT) System to serve the region. While the details and timing of the system are not clear, it has been proposed that the LRT alignment will ultimately traverse the Metrotown site within the existing B.C. Hydro right-of-way. In the planning of this service, it will be imperative that the transit stations within Metrotown be conveniently sited with due recognition to the locations of various land uses and areas of high activity.

Recognizing the long term unacceptability of an automobile dominance in the area and the uncertainty of the proposed LRT system, it is considered essential that priority be assigned to the development of a bus system that will efficiently serve Metrotown. Towards this end, discussions have been initiated with B.C. Hydro concerning future public transit needs within this Municipality including the need to improve existing service to the Metrotown area. Without such a system, no convenient alternative to the private auto will exist, particularly within areas of intense activity. In order to properly accommodate and integrate the proposed increase in bus transit, it will be necessary to designate an appropriately sized and

located area for the development of a major transportation node within Metrotown. This node should be centrally located with close proximity to the proposed future development of the LRT alignment.

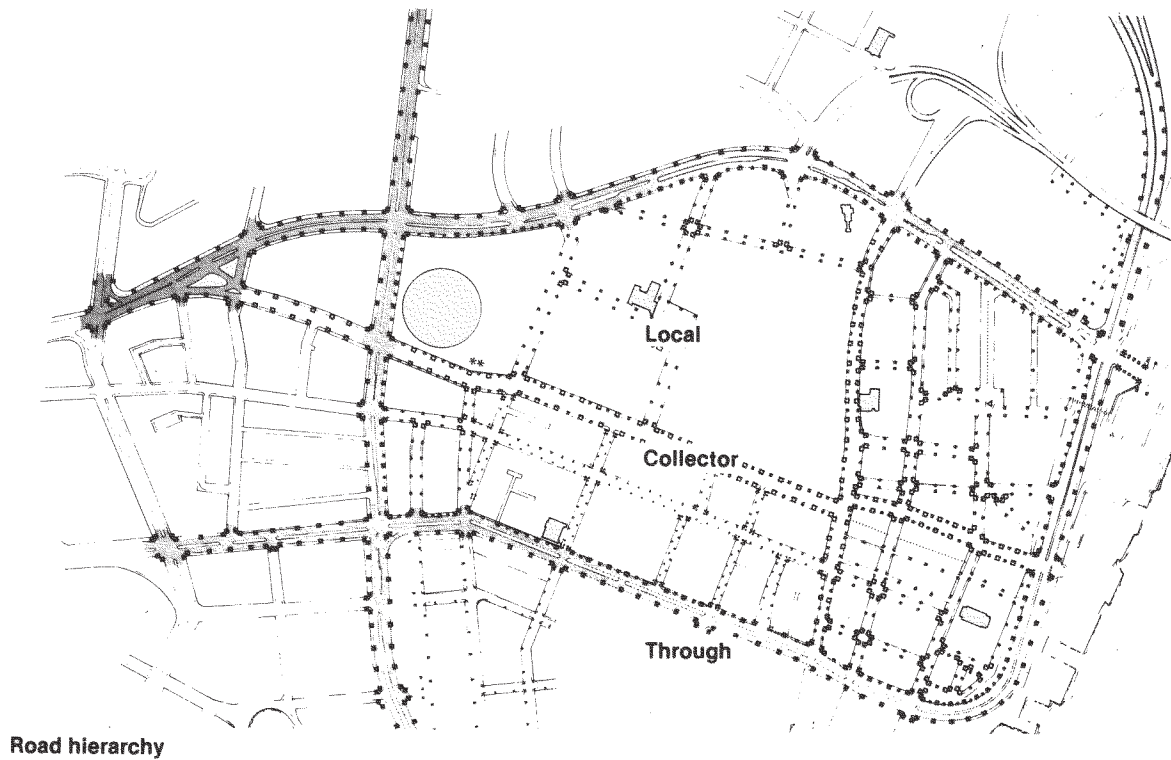


3.2.2 Movement by Private Automobile

The emphasis on transit, however, does not deny the continued importance of the private car as a mode of access into Metrotown. In the near future it will be the primary mode pending the improvement and general public use of transit. It is proposed, therefore, that an efficient movement system for the private car be provided that is based on the establishment of a hierarchical road network differentiated on the basis of function (through, collector, and local movements). The designation of the hierarchy will largely be influenced by existing rights-of-way and the conceptual land use plan for the area.

In terms of parking, the main concern must be to present a strategy for the amount and location of parking that provides convenience for the auto user while at the same time not allowing the car to dominate large areas of Metrotown. At the outset, it should be emphasized that off-street surface parking is considered inappropriate for all future development within Metrotown. Instead, the provision of adequate underground or structured off-street parking is considered to be a requisite and integral component of each Metrotown project. In view of the need to provide adequate parking in the central area, it would also be appropriate for the Municipality to investigate the need and desirability of establishing a public parking authority ('Metropark') for Metrotown.

As parking requirements change from the implementation of an efficient transit system, so too could the Municipality adjust its parking requirements for Metrotown.



Road hierarchy

3.3 Qualitative Image

The ultimate success of Metrotown as perceived by the various participants will be dependent not only upon the various uses accommodated and their relationship to one another, but on the overall image associated with the development of the area. This image should be one of overall quality in terms of private and public sector activities, providing the uniqueness and attractiveness associated with area. More specifically, the private sector through its development activities will be expected to contribute toward this qualitative standard by way of appropriate building design and materials, landscaping, underground wiring, non-surface parking, provision of proper signage and imaginative and adequate urban public spaces.

On the other hand, the Municipality's role in developing this qualitative image should reflect its commitment to have this area developed as Burnaby's town centre. It is felt that the Municipality should assume an active role in assisting the general improvement of the area through public works that can proceed prior and/or concurrent with those undertaken by the private sector. Such works could include street treatment programs (tree planting, boulevarding, distinctive street lighting, bus shelters); relocation of major overhead lines, underground where appropriate; and, the proper development of public open spaces. Such an approach by the Municipality should be undertaken on a continuous and long term basis rather than on a sporadic or "one shot" basis. To assist the Municipality in this regard, it is proposed that staff explore and/or attempt to initiate senior government urban improvement assistance programs that could hasten the implementation of various public area improvements.





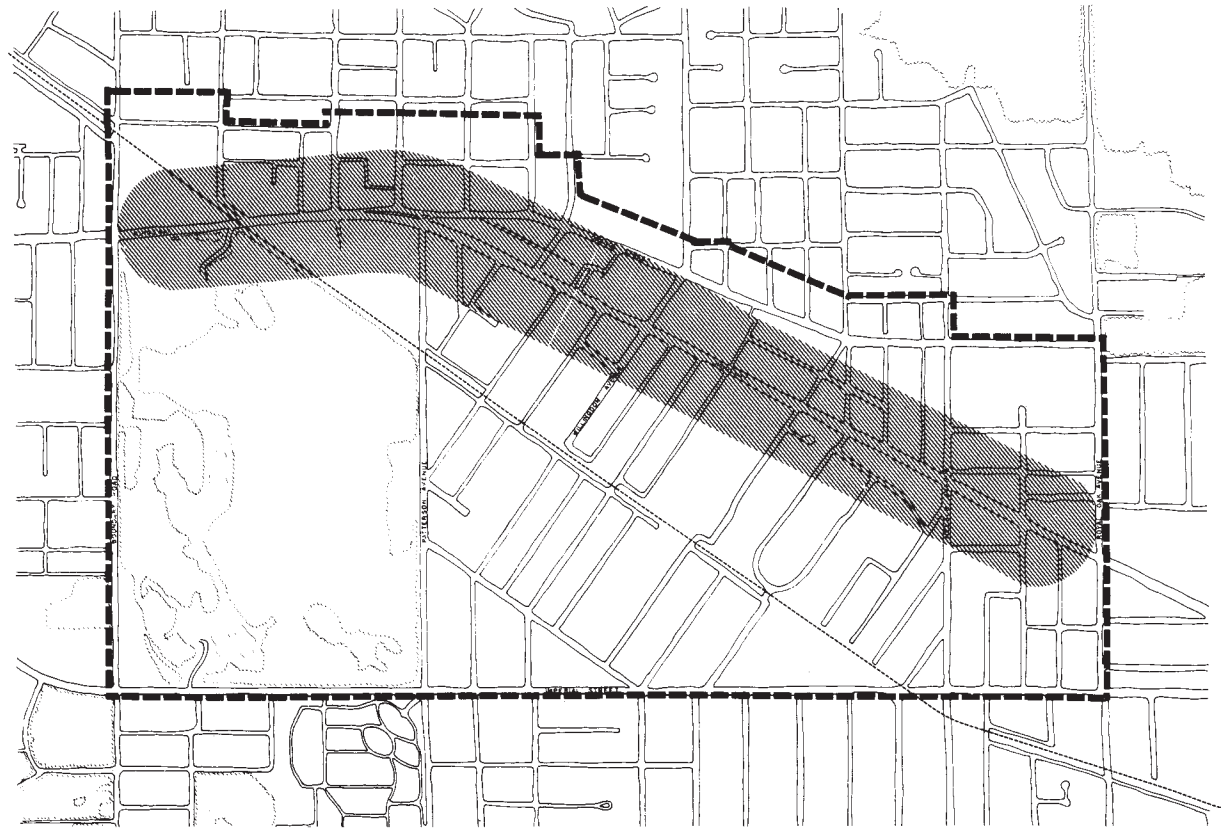
4.0 Metrotown - Structuring Elements

4.1 Geometric Alternatives

An image of Metrotown has been presented which has been expressed in a series of development characteristics. The structuring of a development concept for the area can be based upon an analysis of various geometric possibilities for the organization of the Metrotown site. In the case of Metrotown there are historic development patterns and existing land uses that limit the number of geometric alternatives deemed appropriate for this area. Although the process of selecting feasible alternatives has not been an exhaustive exercise in this case, there are at least six worthy of evaluation. Each alternative reflects a differing emphasis as to the location of major commercial opportunities and differing goals for the future development and ultimate configuration of the Metrotown area. The alternatives presented differ in their plan, form, potential urban character, implementation strategy, and likely impact on the Municipality. As such, they form the basis upon which a preferred concept may be based. The alternatives to be reviewed are as follows:

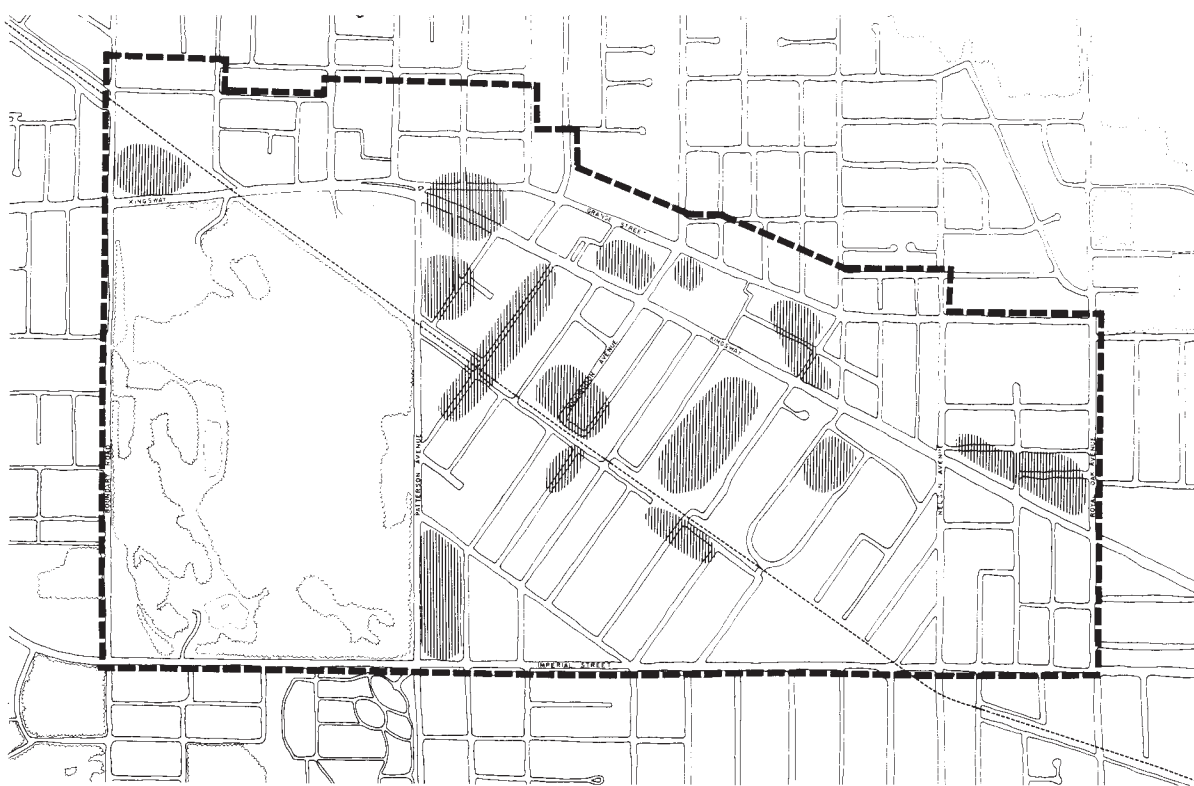
- linear core
- dispersed pattern
- multi-core
- bi-nodal core
- single core (park oriented)
- single core (centrally located)

4.1.1 Linear Core



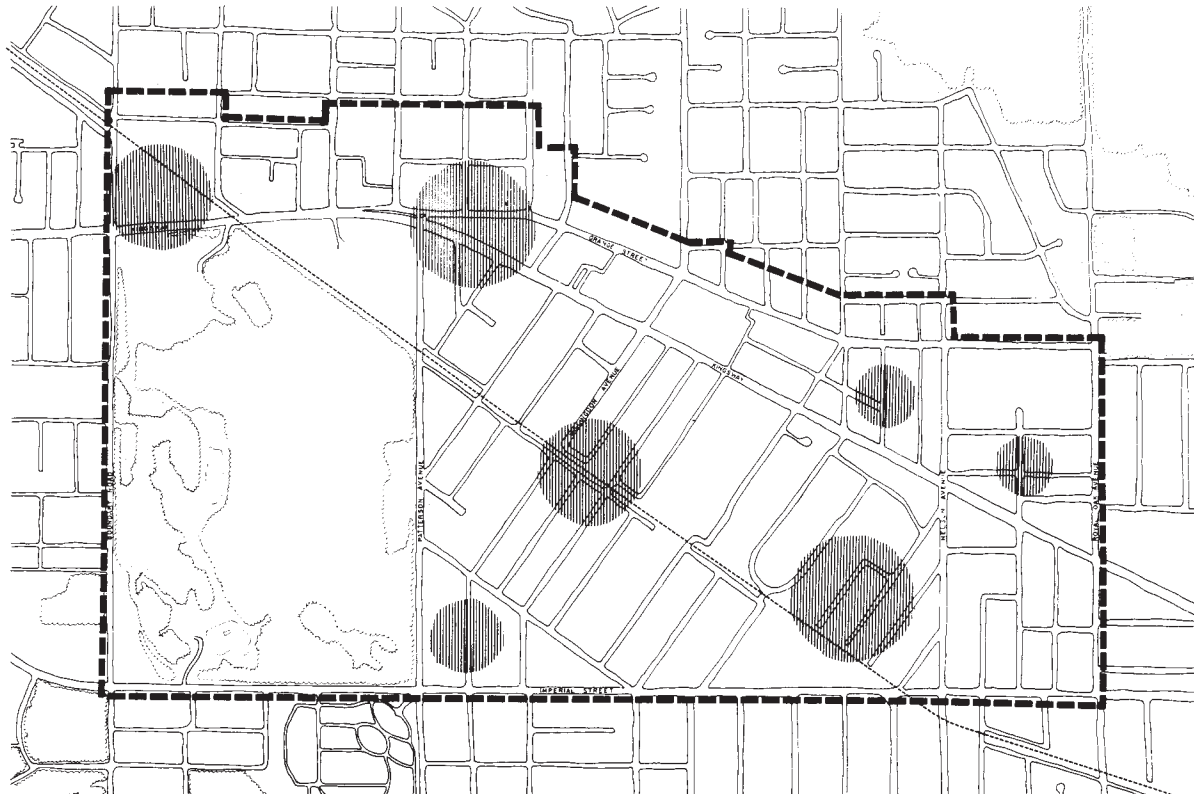
A linear core of continuous, equally intensive commercial development does not facilitate easy pedestrian movement and interaction between the major uses and activities dispersed along the corridor. If the linear core were to be organized along Kingsway, the area would be auto oriented with transit assuming a secondary role. Dependence on Kingsway as not only a regional highway but as the main local traffic distributor, would create a congested situation. If a linear core were organized along the transit way (B.C. Hydro right-of-way), the present importance of the automobile

would be ignored and the energies of development to date and of potential development along Kingsway would not be fully exploited. Linear cores along both routes would create unsupportable walking distances between the two. This concept lacks character definition and an opportunity to compact dominant uses and activities within a core area. A linear core is not considered desirable due to the resulting random dispersal of major commercial facilities along a development strip of up to 2 miles in length.



4.1.2 Dispersed Pattern

A dispersed development pattern, providing a maximum degree of development flexibility or rather non-control would be characterized by a random distribution of the dominant commercial uses within Metrotown. This pattern would not provide a coherent hierarchy of Metrotown activities ranging from areas emphasizing regional activities to areas of quieter activity of a local residential nature. A retention of privacy and identity within well defined residential precincts as well as the concentration of interrelated uses into a high amenity situation is not easily accommodated by a dispersed approach. The provision of a hierarchical road network would not be possible because the nature of the dispersed pattern is such that the separation of commercial and residential traffic and of through and local traffic would be extremely difficult.

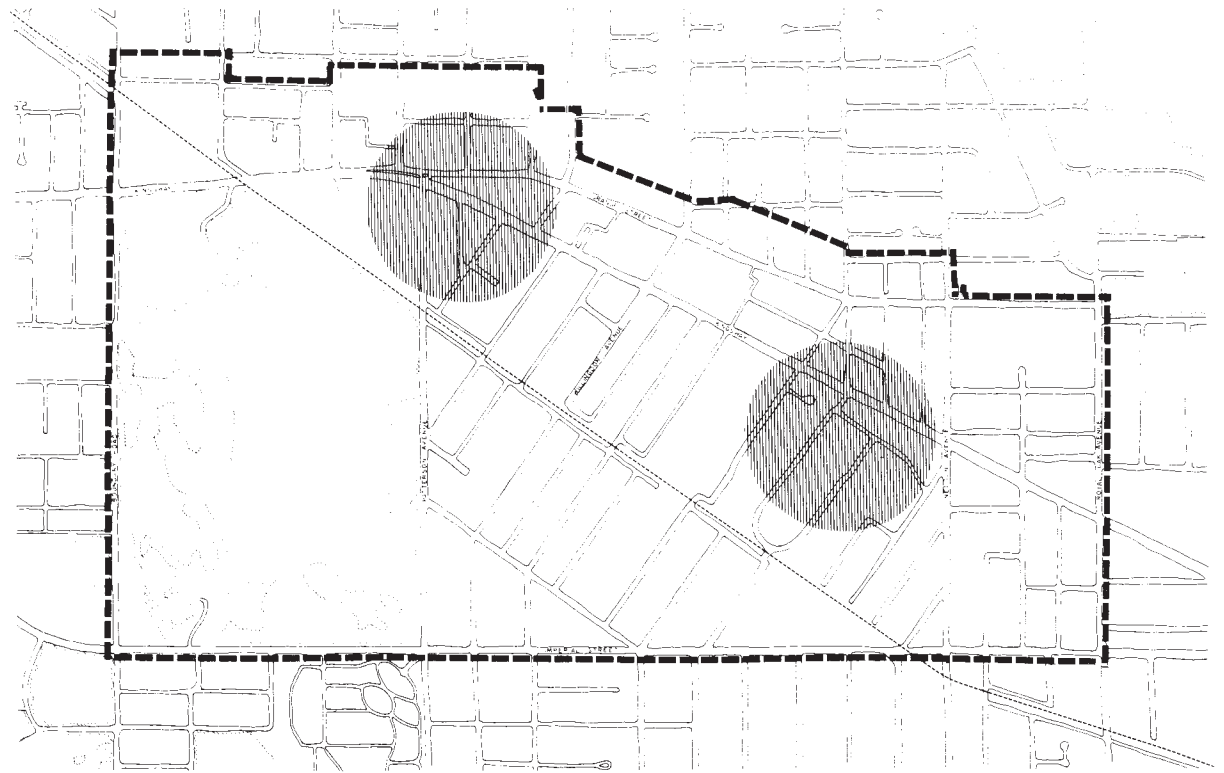


4.1.3 Multi-Core

This concept has many of the undesirable characteristics of the Dispersed Pattern. Although this pattern allows for some use differentiation among the multiple core areas and a range of options for their location, the dispersed character of these nodes would result in a poorly focussed image for Metrotown, transportation and pedestrian movement problems and inequitable retailing competition between core areas. There would be reduced opportunity to create highly concentrated urbanized core areas of a regional character.

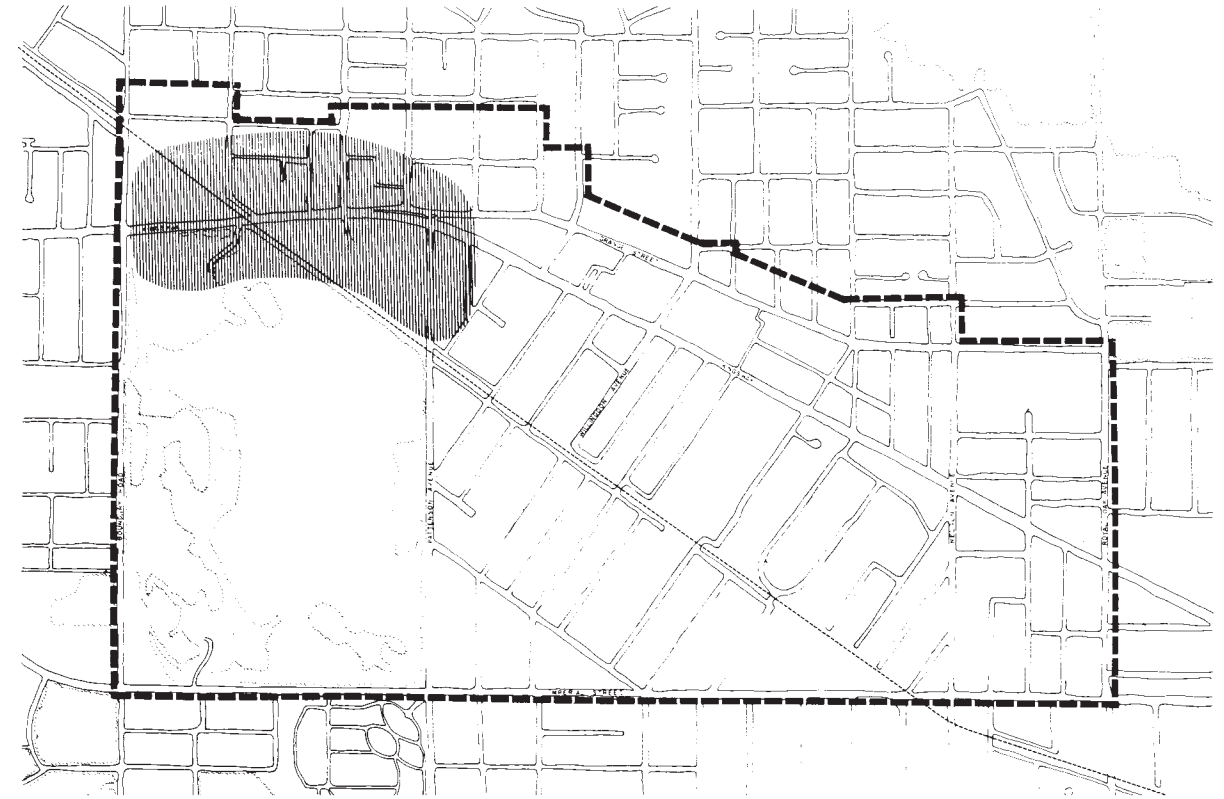
4.1.4 Bi-nodal Core

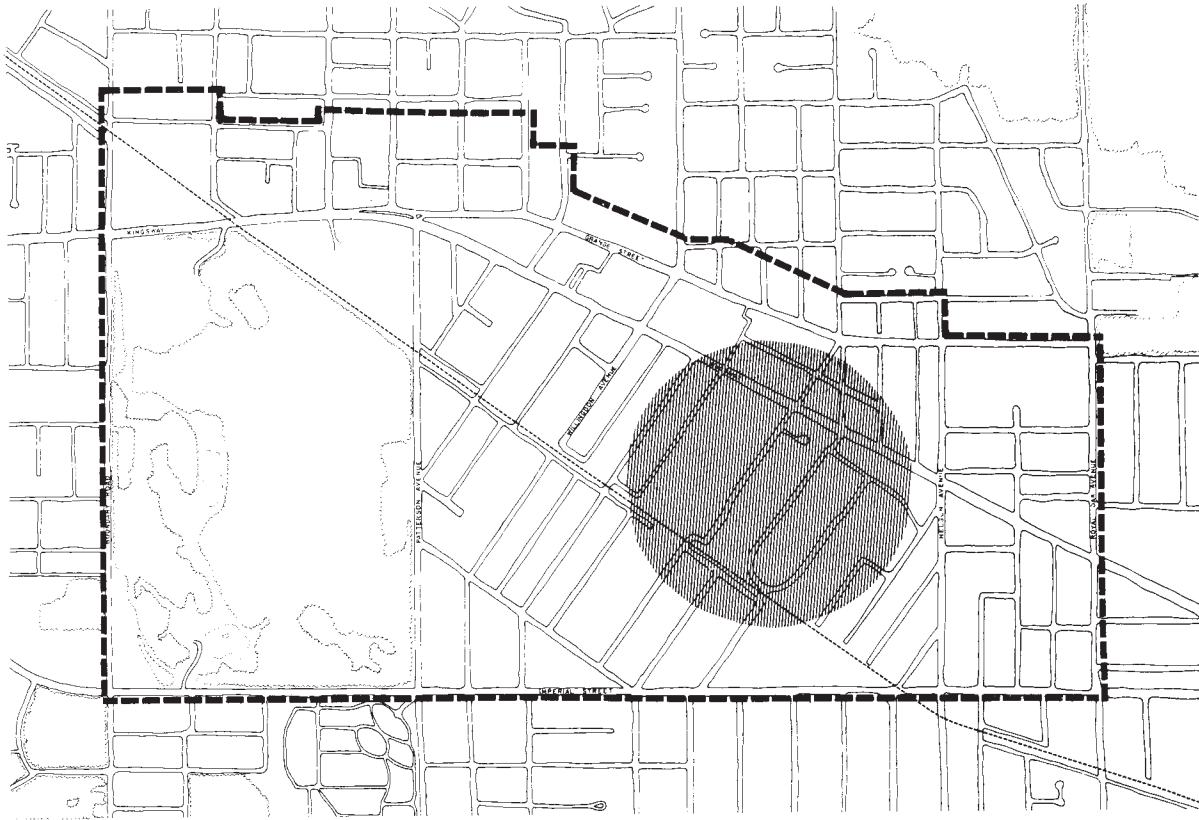
The concept of a bi-nodal core allows for a separation of regional and local activities, but could cause a segregation of first order uses into two competing areas. This type of localized competition would not be desirable within the context of the regional town centre program that provides for appropriate decentralization from the Vancouver Central Business District of various core activities. We would question its economic viability and whether either centre would achieve a scale that would provide the urbanized amenities that are desired in Metrotown.



4.1.5 Single Core (park oriented)

A Central Park location that would build upon the B.C. Telephone facility and the Burnaby Centre residential/commercial complex presents a number of serious difficulties. First, its potential development area is relatively small unless substantial portions of the single family environment to the north and the dedicated park area to the south are utilized. This is not desirable. Second, it is not an historically identified focus in terms of the commercial activities that have evolved to date. Third, it is peripheral to a substantial portion of the defined Metrotown area. A long spine of secondary sub-areas would be created along Kingsway with the focus at the western end of the spine creating an unbalanced development pattern. Fourth, it would mean that we do not exploit the advantages represented by the large assembled land parcels that are considered appropriate for redevelopment in the Kingsway/Sussex area.





4.1.6 Single Core (centrally located)

The concentration of core activities in the Kingsway/Sussex area would best suit the principles that have been delineated. The core would be in a central position relative to the Metrotown boundaries creating one positive, easily recognized, urban focus. It would not only have both transit and auto access, but also offer the opportunity to create a cohesive urban pedestrian precinct. It would, through concentration, enhance the ability to assure high amenity and the development of comprehensive mixed use projects. An improved hierarchical separation of local and regionally significant functions would be possible. The development potential of the large assembled land parcels in the Kingsway/Sussex area presently occupied by uses considered inappropriate would be exploited. The economic viability of both the regional commercial core and other secondary mixed-use and local service areas would be enhanced by this clear separation of functions.

4.2 Preferred Concept

As a result of the examination of the various geometric alternatives, the concept of a single core centrally located in the Kingsway/Sussex area has been determined as the most appropriate for Metrotown, on the basis of a preferred geometry, flexibility, strength of image, and responsiveness to major site specific constraints and opportunities. In developing this concept some of the appropriate facets of the other alternatives have been utilized including the determination of secondary mixed-use areas supportive of the single core and the acknowledgment of the continuing strength of Kingsway as a linear commercial focus for the area. The resultant land use concept for Metrotown is illustrated in the accompanying diagram.

The overall concept follows an established pattern of commercial activity along the Kingsway spine while shaping new development to create a primary mixed-use core in the approximate geographic centre of Metrotown. Secondary areas of mixed-use provide a continuity of commercial character along Kingsway with individual characters established on a sub-area basis. In general, residential areas will surround the core and secondary mixed-use areas and will be increased in density at specified locations in response to special site conditions such as the proximity to parks, to the core, to proposed light rapid transit stations and to view locations such as the Kingsway "ridge". Variation of residential densities and intensities will also be employed to create appropriate transition zones between various sub-areas. Integrated with the above uses is a proposed community open space and facilities network.

The concept recognizes a number of existing site conditions which are utilized as devices to lend direction to the structuring of the Metrotown site:

- The Kingsway commercial spine exists and is proposed to continue as a commercial concentration along an important regional traffic and public transit route.

- The B.C. Hydro right-of-way provides opportunities for public open space development as a strong community activity "spine" incorporated with a Light Rapid Transit (LRT) alignment.
- Numerous major access points to the existing commercial area offer potential for development as built form "gateways" signalling a change in urban form, as entries into the urban core, and as special crossroads of vehicular movement.
- Central Park, Bonsor Park and Deer Lake Park, located at the west, south-east and north-east edges respectively, are large open space/recreational areas that provide a degree of polarity to the Metrotown site. There is a need to provide strong connections between these major open spaces.
- The change in topography north of Kingsway where the north-facing slopes offer a magnificent view towards the mountains, is a discernable edge that can accommodate the design principle of tall buildings on high points of land, giving the Metrotown area a strong physical image from a distance.
- The existence of large parcels of property owned by a limited number of companies such as the Simpson-Sears, Kelly-Douglas, and Electrolier Holdings are under-utilized at the present time within the Metrotown context offering the opportunity for major comprehensive redevelopment in the foreseeable future.
- Existing stable residential areas will be maintained. The development trend of residential areas in accordance with adopted community plans or Apartment Study '69 guidelines deemed to be compatible with the overall concept will be continued.



KINGSWAY

GRANGE STREET

PATTERSON AVENUE

NELSON AVENUE

ROYAL OAK AVENUE

IMPERIAL STREET

Mixed use Area

Park

Civic/Institutional

Core

Transit Interchange

Residential

Land Use Concept

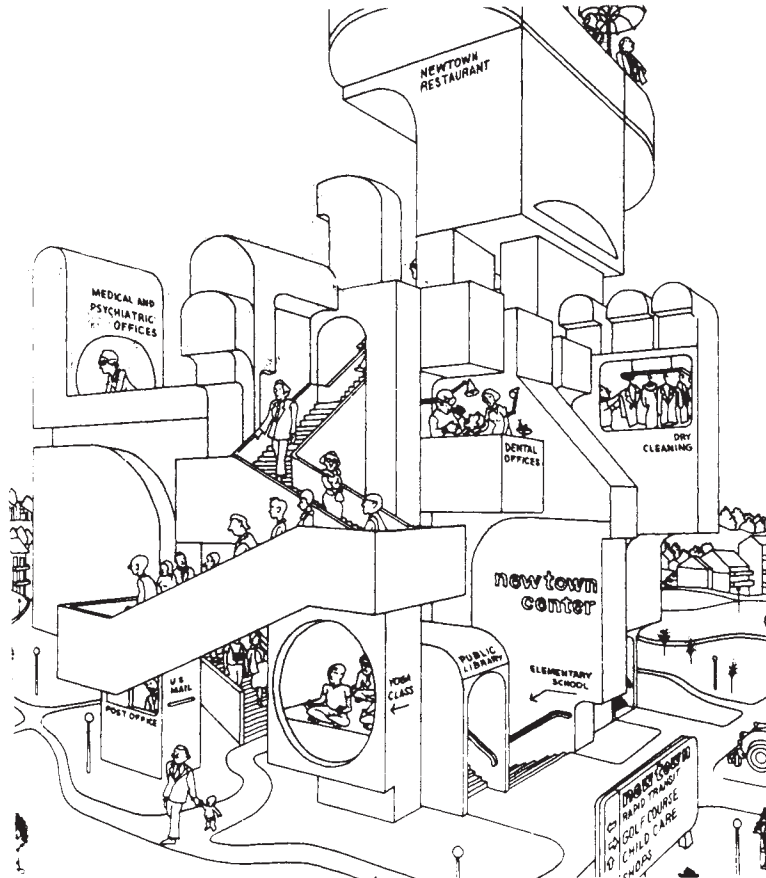
4.3 Organizing Principles

The success of Metrotown will in part depend on the application of a set of organizing principles in relation to the overall concept. These principles will assist in providing the development and activity patterns appropriate for specific localized areas and are:

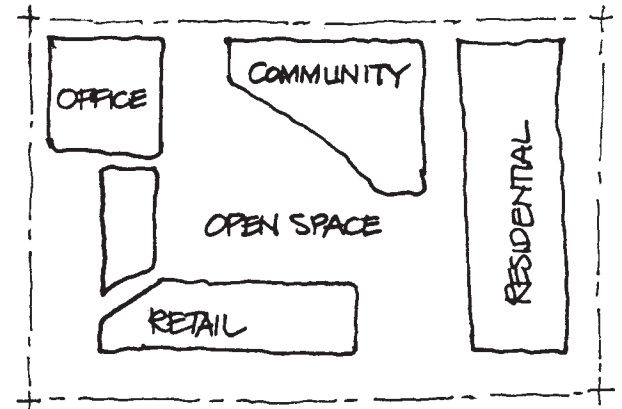
- the mixing of uses and activities
- the provision of variations of development density and intensity and
- the use of variations of physical scale

4.3.1 The Mixing of Uses and Activities

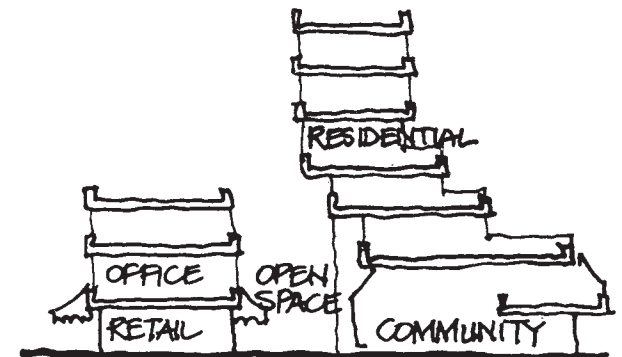
The concept of "mixed-use development" has become known as the physical integration of land uses such as commercial, residential, cultural/entertainment and public open space. Previous definitions of this term relate to large scale real estate projects where components must be revenue producing or where integration of land use must be structural. There is no doubt that a large scale real estate project that incorporates numerous land uses under one roof is an example of mixed-use development. The general definition of mixed-use, with particular reference to Metrotown, is more appropriate if we consider it in broader terms where fewer restrictions are placed upon the concept of mixing.



The mixing of uses and activities should be expanded in concept to include integration by site as well as structure. Whereas the degree of use mixing, intensity of activity, variety and diversity will be greater in projects with structured physical integration, some development of lesser intensity could still benefit from the proximity of more than one use to create a more active and interesting environment.



Site mix



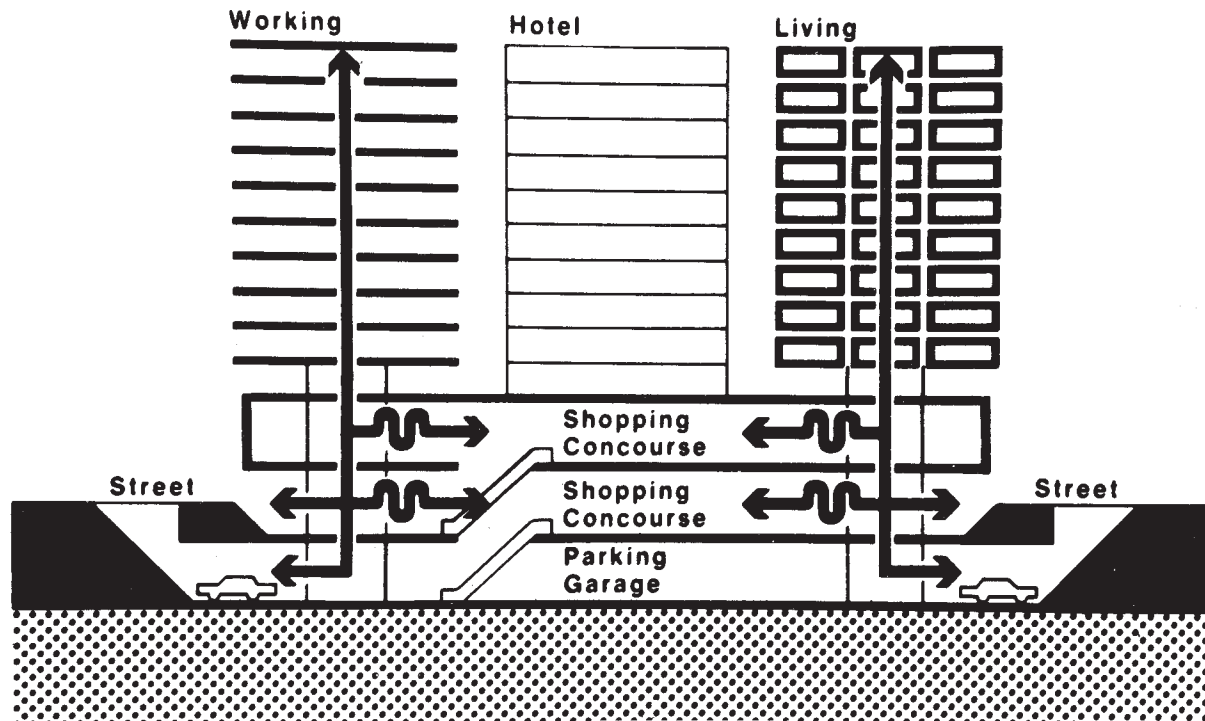
Building mix

The development of Metrotown offers unique opportunities for mixed-use relationships. Variations of scale, intensity and activity-mix can be determined relative to site specific conditions, site location, economic considerations, and the overall guiding development concept. The promotion of mixed use development would be aided by the use of both development incentives such as possible higher densities, and possible reductions in parking requirements due to dual uses; and land use controls such as the Comprehensive Development Zoning District.

For purposes of the Metrotown concept and, in particular, with reference to developments within the core, a "Mixed-Use Development" can be defined as a relatively large-scale project characterized by:

- a combination of uses such as retail, office, residential, hotel, cultural/entertainment, convention, education and recreation uses that are mutually supporting
- a high density and high intensity of site use

- the functional and physical integration of project components in a sensitive and creative manner
- a strong pedestrian orientation and appropriate mixing of activities at the lower levels, the relegation of vehicular traffic to peripheral locations, and the consolidation of parking facilities into central yet unobtrusive locations subordinate to the other project uses and pedestrian oriented activities
- development of a project in conformance with urban design guidelines that will integrate a number of mixed-use developments
- opportunity through the more dense and intensive use of land to obtain greater public use, cultural, recreational, or entertainment facilities
- the key project components positioned around centrally located focal points such as shopping galleries, large open or covered central courts, public squares and covered or open malls. Some of these focal points or pedestrian ways will be integrated with the overall publicly controlled open space/pedestrian network.



Thus far, mixed use developments have referred to major developments in the core area reflecting a high density and high intensity character. However, the mixing of uses in the designated secondary mixed-use areas and in predominantly single-use sub-areas would also be appropriate in order to provide a wider range of services to these areas and to promote more desirable activity patterns and intensification of use at grade. The successful mixing of uses is not dependent on the maintenance of a high project density. In general, the aim of the mixing of uses is to expand the options for increased human interaction and to provide a wider range of individual choices within the urban environment.

4.3.2 Variations of Development Density and Intensity

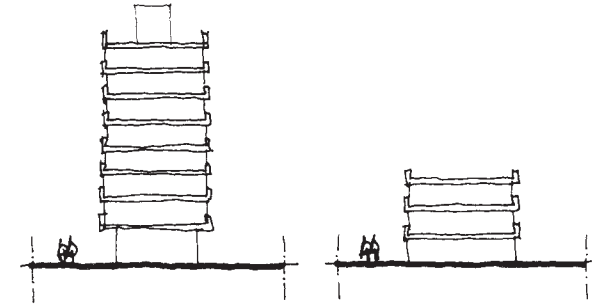
The use of variations of development density and intensity over the Metrotown area will assist in differentiating among the core area, the secondary mixed-use areas, and other delineated sub-areas; and in defining the proposed character of these development areas.

The use of density is a standard zoning criterion relating the amount of building in a project to the respective site. Density is usually defined as Floor Area Ratio, which is attained by dividing the gross building floor area by the net area of site. Generally, the core would be the area of highest density followed by the secondary mixed-use areas, the high density residential areas, and the medium density residential areas. The secondary mixed-use areas may be the most variable in density depending on the specific location. In addition, the desire to allow greater numbers of shoppers, office workers, and residents to take advantage of greater proximity to specific Metrotown facilities or conditions such as parkland, recreational facilities, views, the proposed light rapid transit, or Kingsway may result in relatively higher density development in specific localized areas. Density can also be utilized as an incentive to allow possible higher project densities for developments if, for example, specified public use facilities, useable open space or superior design solutions are proposed.

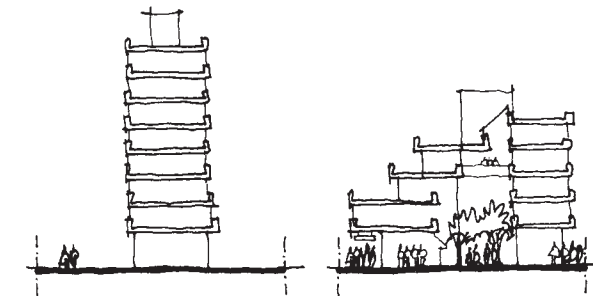
The intensity of development within Metrotown, in a simplified manner, can be thought of as being characterized by site coverage, the degree of activity at pedestrian levels and to a lesser extent by the building bulk. The greater the setbacks; the proportional site area of lawns, pedestrian plazas and open malls; and the area utilized by on-grade roads, parking areas, or service accesses, the less intense the development will appear. The converse statement would hold true for greater intensity of development.

The type of use can affect the perceived intensity of development. For example, a single purpose office or apartment building would have less activity at ground level throughout the day than a busy public branch library or retail shopping centre even though the density of these building types may be the same or, in fact, the density of the office or apartment project may be substantially higher. In general, the proposed Metrotown concept promotes the highest intensity development in the core area, followed by the secondary mixed-use areas and the high and medium density apartment areas. The intensity of development of the high and medium density apartments may be very similar due to the fact that the larger building bulk of high density apartment areas is often offset by a very low site coverage factor. The intensity of development within the core itself can be varied to provide more diversified overall building configurations. Deliberate intensification of ground-oriented uses and activities may be desirable in order to respond to specific site conditions or requirements of benefit to the public. Development intensity is an environmental criterion that can be evaluated on a site specific basis utilizing well developed community plan criteria and the assistance of the Municipal staff. A developer's design team and the specific needs of a developer would be integrated into this process.

In summary, the functions of density and of intensity can vary one against the other to provide a multiplicity of building solutions and to permit differing character and activity patterns. The important point is that density and intensity of development can be utilized as tools to provide greater diversity and variety in built form and to ensure that the desired environmental character of the various sub-areas is achieved within Metrotown.



Density Varies as Intensity Remains Constant

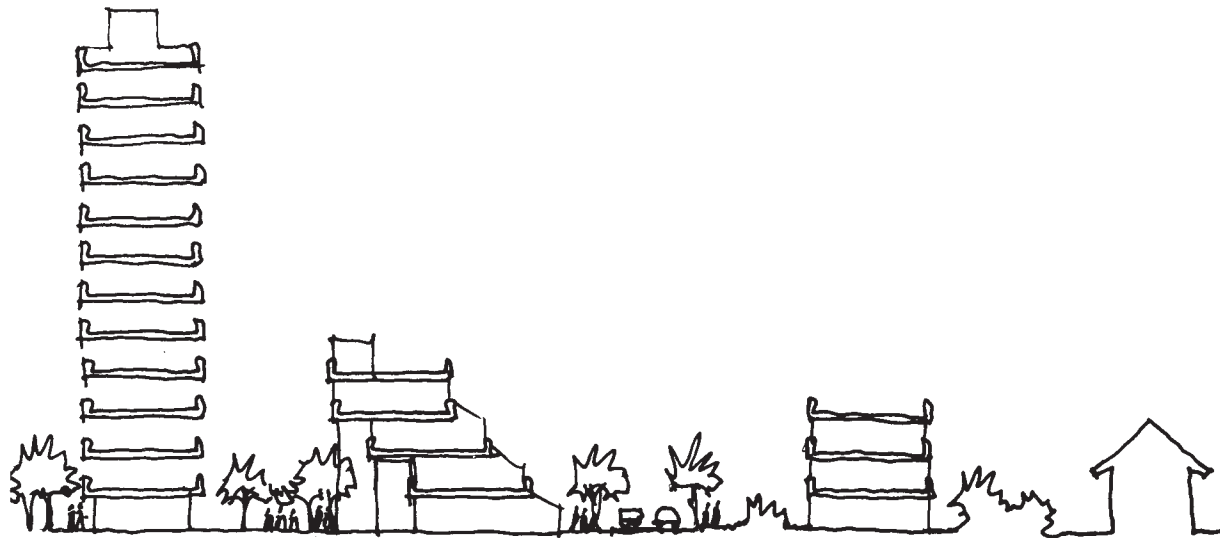


Intensity Varies as Density Remains Constant

4.3.3 Variations of Physical Scale

The height and bulk of buildings based on the designated density and intensity will be used to shape the general physical character of particular areas. Variations in physical scale between and within sub-areas will be established. Physical scale is important for the following reasons:

- To establish the general image of a given sub-area. For example, the overall low scale of the existing Maywood 3-storey apartment area should be protected.
- To provide for a suitable transitional scale between two sub-areas with widely varying physical scale.
- To create desirable dramatic changes in scale along a delineated land edge or "seam". For example, the natural land form of the Kingsway "ridge" can be emphasized through an increase in physical scale.
- Dramatic changes in physical scale utilized on a site specific basis would be useful in creating suitable "gateways" into Metrotown — a sense of arrival into an urban core area. The existing B.C. Telephone building complex with its tall strongly articulated building mass, the pedestrian bridge across Kingsway, and the proximity to the tall coniferous trees of Central Park is an example of such a "gateway" on the western edge of Metrotown at Kingsway and Boundary Road. Areas in the vicinity of the Willingdon/Kingsway and Kingsway/Nelson intersections should also be developed as "gateway" locations.
- In general, the higher physical scale of Metrotown will make it a strong physical reference point in the region.





Boundary

B.C. Hydro Right-of-way

Willingdon

Grange

Sussex

Beresford

Imperial

Kingsway

Royal Oak

5.0 Metropolitan Development Plan

Patterson

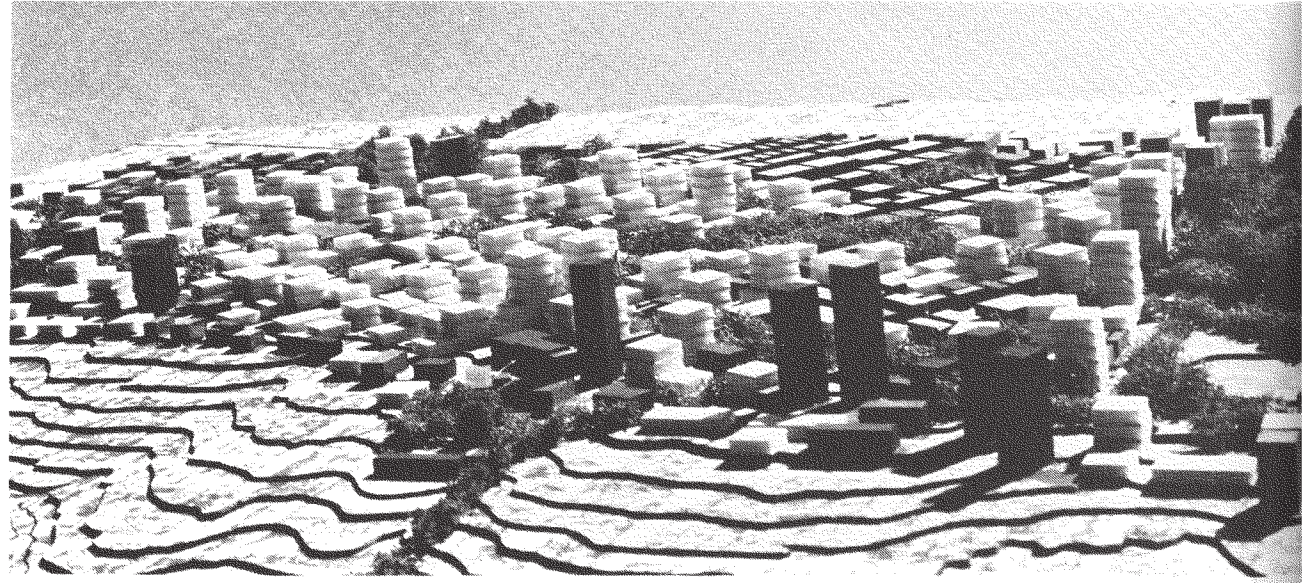
Nelson

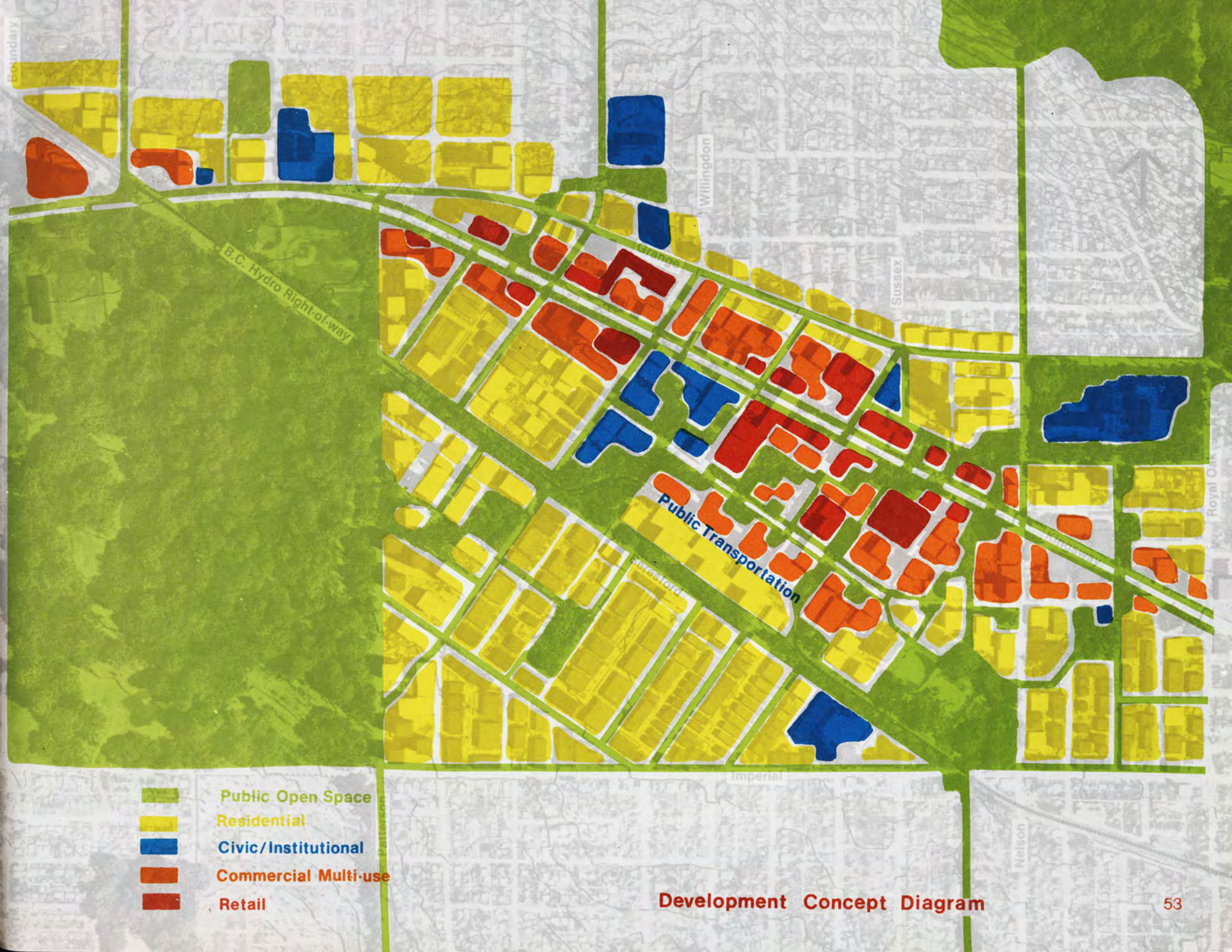
5.1 The Development Concept

The concept evolved is that of the centrally located single-core with secondary areas of mixed-use development. The objectives of this plan are:

- to foster a highly diversified and active mixed-use environment
- to provide for appropriate growth and change over time while maintaining continuity with existing developments and important past policy decisions
- to provide a balance of public and private uses
- to provide interdependent yet separate comprehensive open space/pedestrian and transportation systems
- to ensure that a balanced transportation system is provided
- to preserve existing neighbourhoods
- to provide a highly concentrated urban focus of regional significance.

The Metrotown development plan concept is described in the following sections under the headings of Sub-areas; Open Space/Pedestrian Network, and Transportation Network.





-  Public Open Space
-  Residential
-  Civic/Institutional
-  Commercial Multi-use
-  Retail

Development Concept Diagram

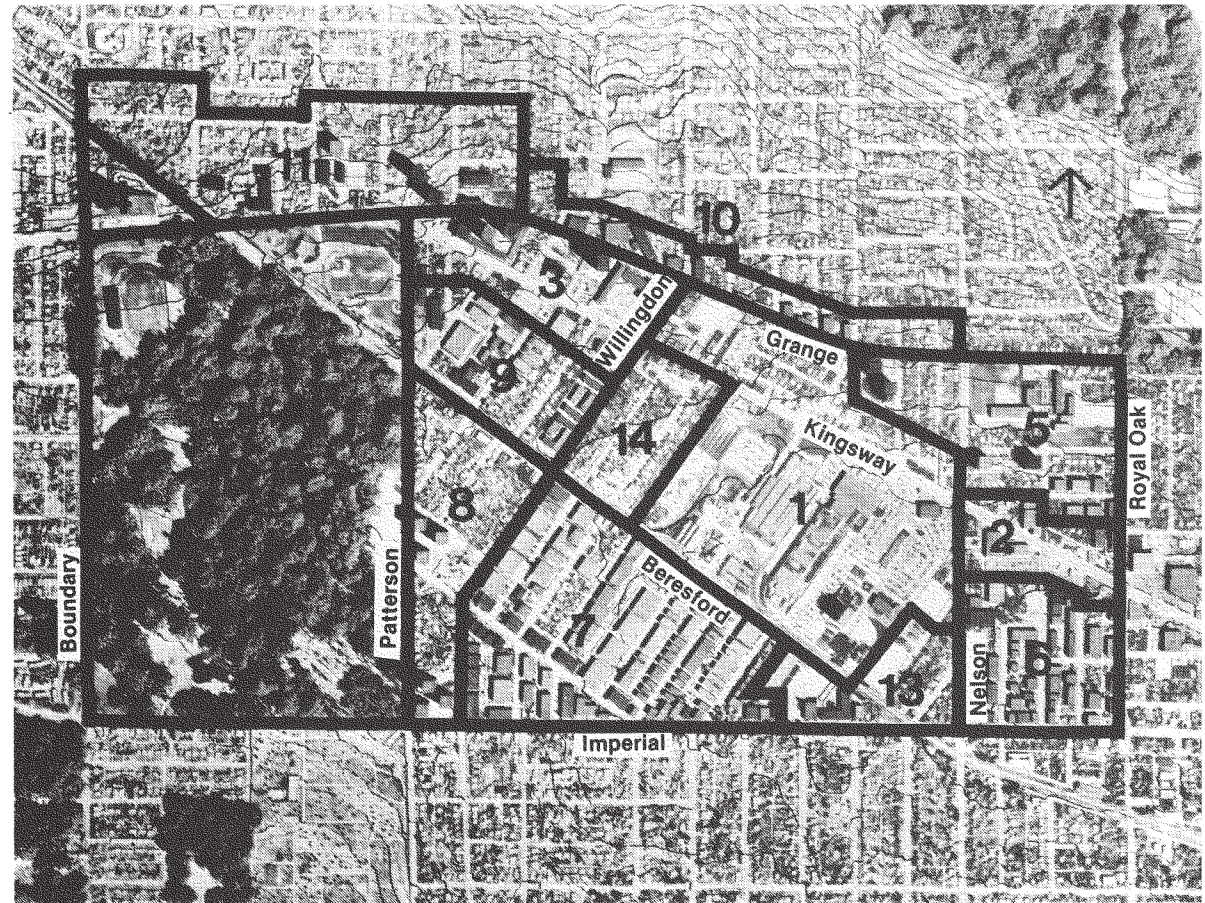
5.2 Sub-Areas

Metrotown has been divided into 14 sub-areas. These sub-areas have been delineated for general descriptive purposes and to identify sub-areas within Metrotown by their dominant characteristics. However, Metrotown must also function as a single integrated entity and all of the indicated sub-areas will be inter-dependent.

The description of sub-areas will include where applicable

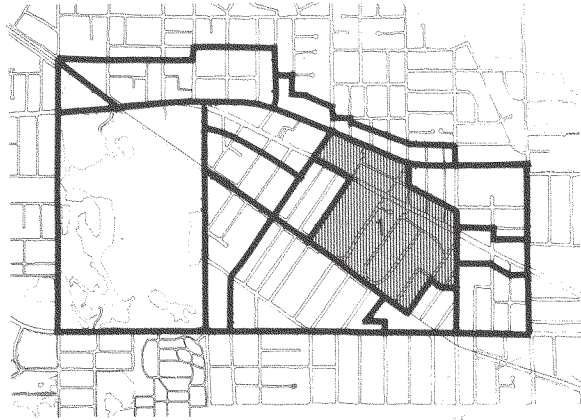
- a conceptual delineation of building forms and relationships arising out of the organizing principles that have been previously noted
- the dominant uses and activities within each sub-area
- proposed conceptual organizing principles that will apply within specified sub-areas
- specific localized site conditions that must be considered
- localized relationships requiring further identification and description with reference to the overall transportation network and the open space/pedestrian network.

The following sub-area descriptions are not intended to preclude other appropriate development possibilities within the various sub-areas. The development of sub-areas will allow reasonable flexibility of uses, activities and built form while adhering to the underlying principles and objectives of the Metrotown concept. In addition, the sub-area boundaries may be adjusted over time in response to changing trends, to the availability of more detailed information on specific factors such as the Light Rapid Transit program and to further refinements resulting from the preparation of detailed community plans.



Metrotown Sub-areas		
1	Core	
2	Secondary Mixed-Use	
3	Secondary Mixed-Use	
4	B.C. Telephone Office Development	
5	Residential/School Site	
6	Residential	
7	Residential	
8	Residential	
9	Residential	
10	Residential	
11	Residential/Mixed-Use	
12	Central Park	
13	Bonsor Park/School Site	
14	Public Assembly and Development	

5.2.1 The Core — Area 1



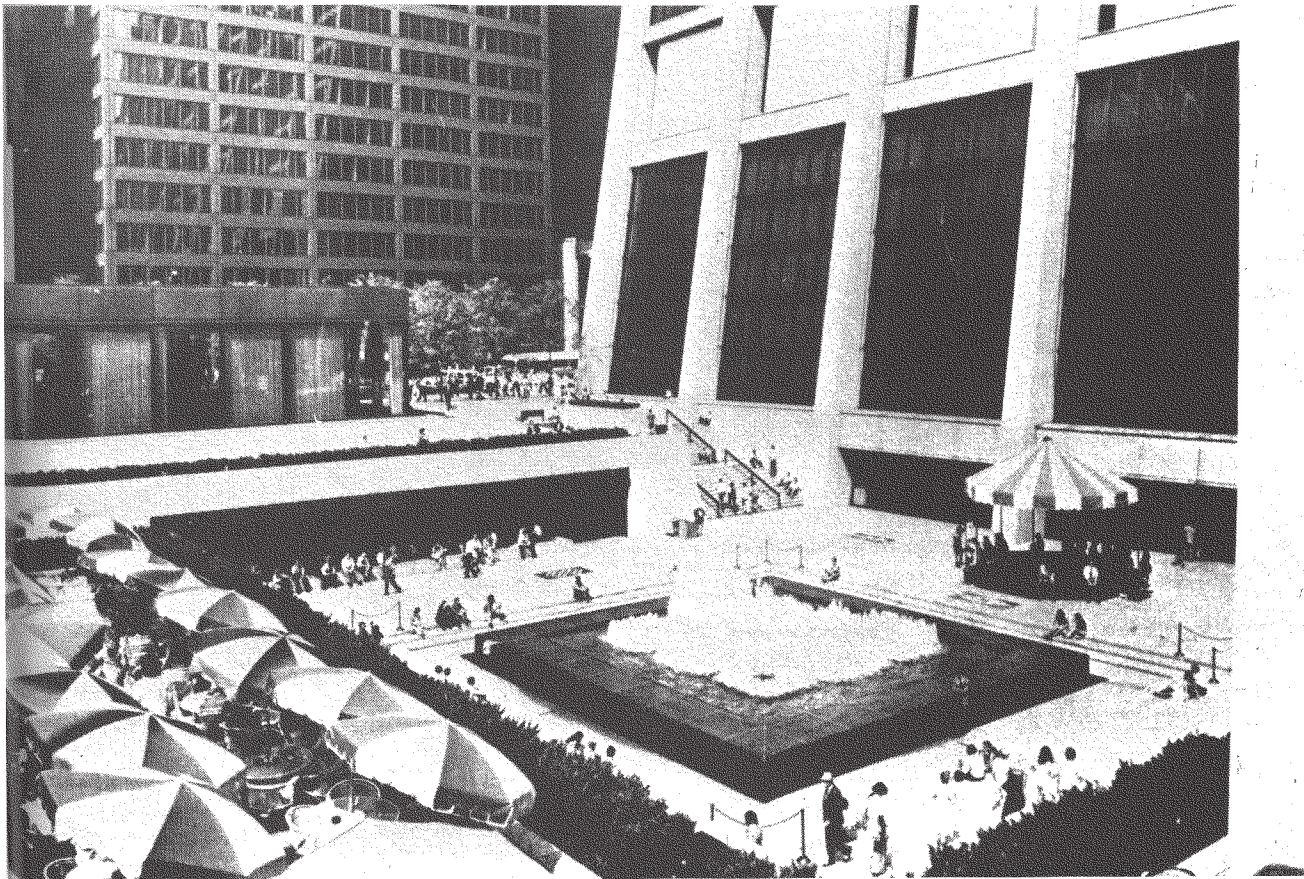
The core is intended to be the centre of primary concentration of commercial development within the municipality. It is the place in which the greatest aggregation and variety of services and facilities are provided. The physical form of the core should impress users as the main focus of urban activity within the Municipality of Burnaby.

The core is intended to be a place of excitement and uniqueness which will provide a further level of urban enrichment and opportunities for the residents of Burnaby. It will generate a wide range of activities throughout the day, attract a wide range of users, and provide a wide range of employment opportunities. In short, the core will become synonymous with the term "Metrotown" and all it represents.

The highest order of activity and of development intensity and density will be provided in the core. The core will be characterized by the promotion of a mixed-use environment which will integrate the full range of urban facilities including office, retail commercial, apartment, civic use, institutional, cultural, social, entertainment, transit, parking, open space and pedestrian facilities. The core will be the main concentration of retail commercial facilities within Metrotown including the establishment of two or more major department stores in addition to the existing Sears store, a high concentration of major tenant and professional service office, and an appropriate location for major hotel facilities. The effectiveness of the core concept will in part depend upon the restriction of major department stores and major chain hotels to locations within the core.

The development plan concept diagram will serve as a broad guideline for the development of the core without limiting the possibility of other alternative patterns and creative solutions. Of greater importance than a rigid development configuration for the core is an appreciation of the major components that will help structure its development. These are as follows:

- Mixed-Use Developments
- Major Axes of Commercial Development
- Gateways
- Residential Enclaves
- Interface Conditions
- Open Space/Pedestrian Foci
- Kingsway
- Public Transit
- Parking Facilities



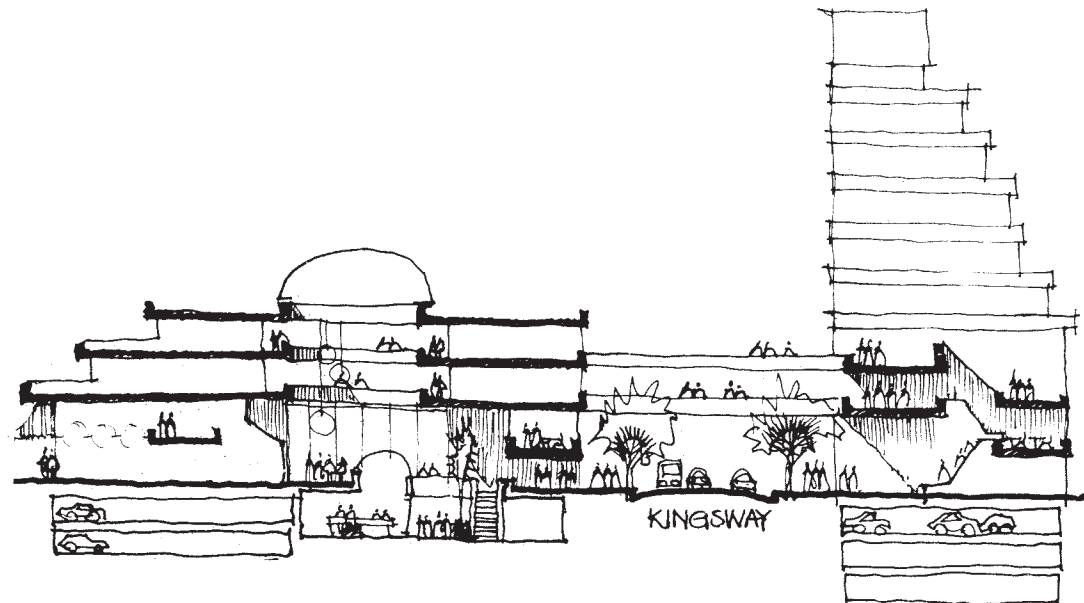
Mixed-Use Developments

The development of large comprehensively planned mixed-use projects on substantial consolidated sites will be required in the core. A guideline description of a "Mixed-Use Development" has been provided in the Organizing Principles section. The environmental and development objectives for the core include the accommodation of high intensity and high density developments, the provision of a high quality and diversified urban environment, and the provision of facilities of public use or public service nature such as public pedestrian malls and spaces, diversified entertainment facilities, and facilities of a social service nature such as day-care centres, health units, and information centres. The core has sufficient area to accommodate a number of major mixed-use development projects. It is important that these projects be integrated with each other so that the projects will reinforce one another, and thereby improve the overall attractiveness and economic strength of the core.

Major Axes of Commercial Development

The concept of development axes for Metrotown entails the establishment of points of major user attraction at the ends of north-south and east-west commercial corridors within a five minute walking distance of each other. Major successful shopping centres and many Central Business District commercial retail precincts adhere to this development axes approach. A typical major attractor would be a mixed-use development incorporating a department store, hotel, offices, and commercial/entertainment uses. The core should be relatively compact so as to avoid the detrimental environmental and economic effects of commercial sprawl and disjointed dispersion of attraction centres.

The centroid of the development axes is located closer to Kingsway than to the B.C. Hydro right-of-way reflecting the continuing commercial strength of Kingsway and its function as a major vehicular access route into Metrotown for the foreseeable future. The existing Sears department store location



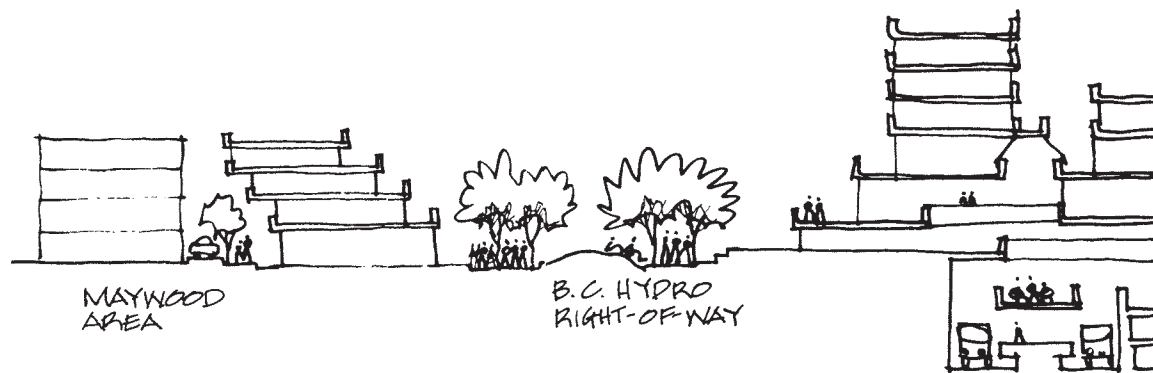
is regarded as the easterly node of the east-west development axis. The northerly node of the north-south axis would be located on the north side of Kingsway. Major development will "bridge" Kingsway so that the barrier effect of Kingsway is minimized, and a better integration of core developments on both sides of Kingsway is achieved. The southerly node to the north-south axis will be generally located in the vicinity of the proposed Light Rapid Transit/Bus Transit station.

Gateways

There are two gateway areas, one on each side of the core and both lying on the Kingsway axis — the main line of vehicular entry into the core. The western gateway is located generally between Willingdon and Silver and the eastern gateway between McMurray and Nelson. These gateway areas will permit the development of projects on both sides of Kingsway with a strong building image in terms of both bulk and height. These areas are particularly appropriate for major hotel developments being easily accessible by car and occupying high visibility sites along the Kingsway axis while remaining in close proximity to the main commercial concentration. Extensive mixing of uses will be encouraged in these gateway areas.

Residential Enclaves

Two enclaves of a predominantly high density RM5 type residential character are also proposed within the core precinct. One of these enclaves is located along the south-western boundary of the core area generally between the B.C. Hydro right-of-way and the proposed Rapid Transit alignment. This linear enclave will provide an appropriate transition from the existing stable Maywood 3-storey apartment area to the intensive core development to the north. The apartment development in this area will take advantage of its proximity to the proposed community linear park space along the B.C. Hydro right-of-way. The other enclave will develop as a linear band directly adjacent to the western and northern boundaries of Bonsor Park.



It will take advantage of its proximity to the major proposed recreation complex and open space character of Bonsor Park. Both of these residential enclaves will attract residents who enjoy an urbane non-family apartment environment reflecting the excitement and vitality of the adjacent commercial core. Significant mixing of uses particularly of a service retail and office character will be promoted within these enclaves. Direct public pedestrian linkages will be provided through these residential enclaves between the core and the B.C. Hydro right-of-way and Bonsor Park areas.

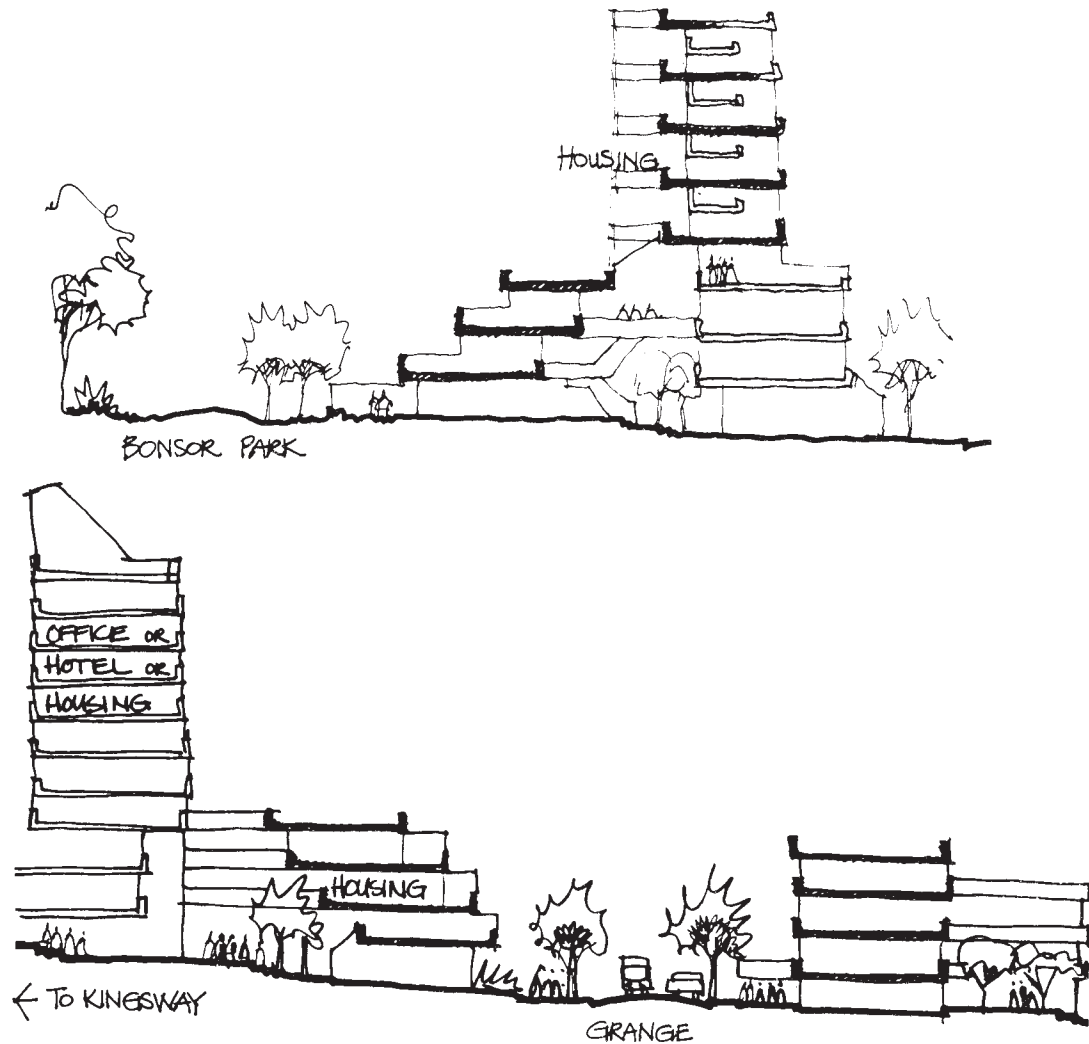
Interface conditions

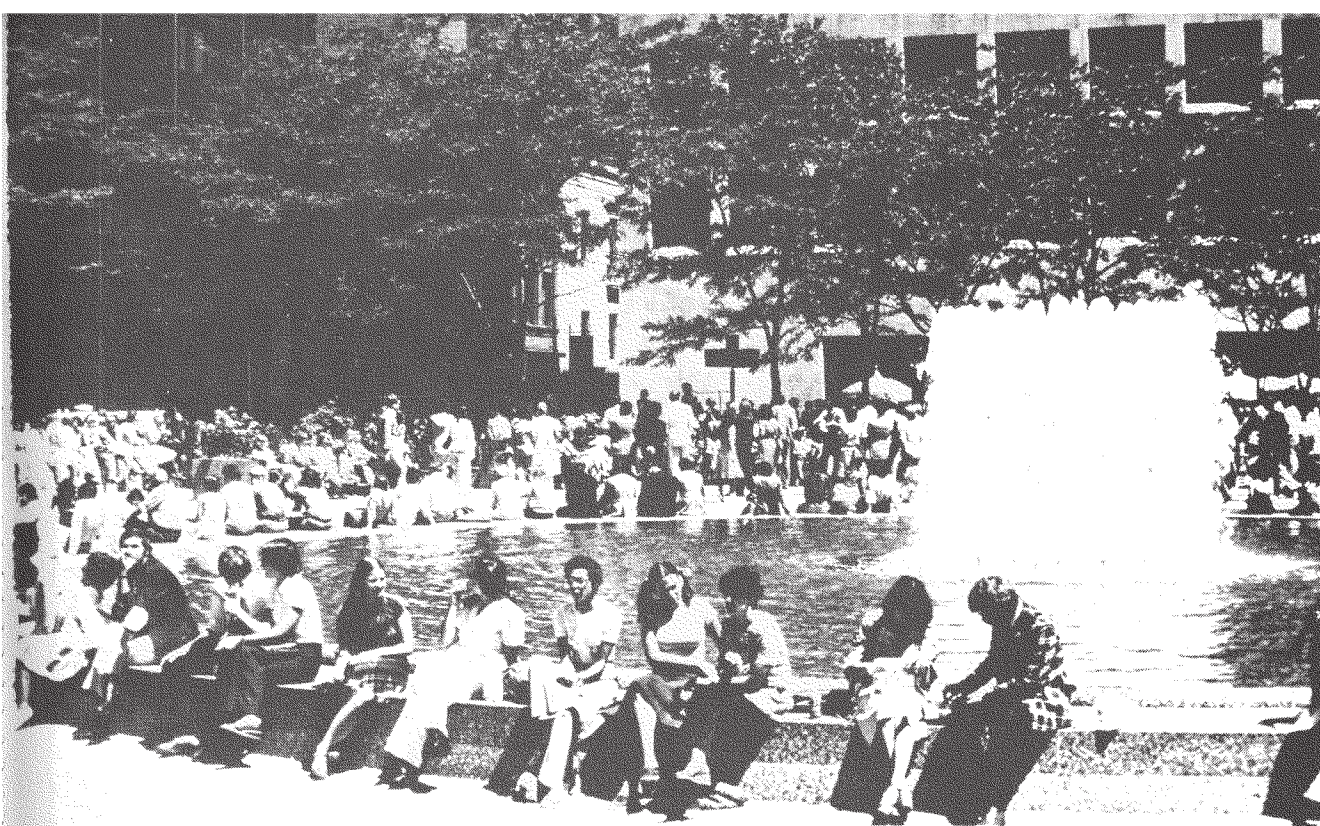
A number of particular conditions at the interface between the core area and other adjacent surrounding subareas require special attention.

The Grange Street frontage of the core will maintain a lower profile residential type of character compatible with the existing 3-storey apartment development on the north side of this street.

The development of the core and of the Public Use Area 14 should adhere to an integrated approach providing a smooth environmental transition between these two adjacent areas of differing uses.

Residential development in the core adjacent to the B.C. Hydro right-of-way should be modulated to acknowledge the existence of the stable 3-storey apartment area south of the B.C. Hydro right-of-way.





Open Space/Pedestrian Foci

Public open space in the core will be provided within the context of individual developments and as extensions of the Metrotown linear parkway system. A diversity of open spaces should be provided from intimate tight spaces to large expansive spaces, and from enclosed or covered spaces to open air spaces. The development of public open space foci along the major development axes will be encouraged. Consideration should be given to the establishment of at least one major open space facility within the core which could fulfill a central meeting space function and symbolic focus in a manner similar to the traditional "town square".



Kingsway

Kingsway is the main existing commercial corridor in this sector of Burnaby. The possible barrier effect of Kingsway as it passes through the core can be minimized by bridging development across Kingsway. The orientation of the core towards Kingsway allows for the improved integration of major development on both sides of Kingsway within the context of the core concept. Kingsway is the main line of access into the core from the west and the east. It is therefore important to emphasize the establishment in the first stages of development of a quality pedestrian-oriented environment along Kingsway.

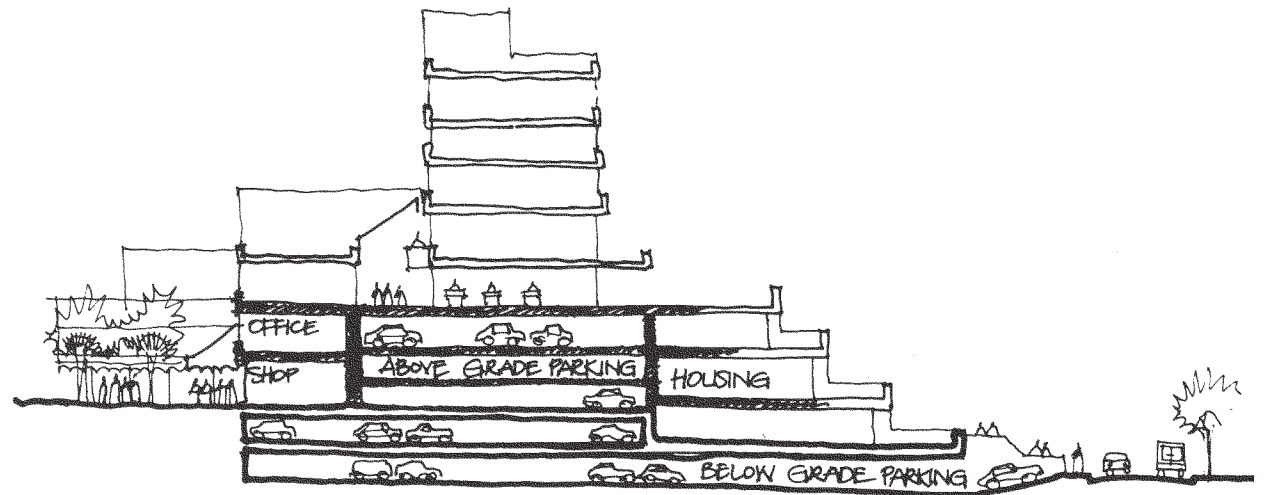
Public Transit

The core concept indicates the general orientation of the development axes more in the direction of Kingsway than the B.C. Hydro right-of-way for a number of reasons as outlined under the previous headings of "Major Axes of Commercial Development" and "Kingsway". When a Light Rapid Transit (LRT) system is established it is important to locate a station within the core itself in close proximity to the central points of activity. The LRT alignment which would be underground as it passes through Metrotown along the B.C. Hydro right-of-way would be diverted northward into the core area. A transit centre would be provided within the core to accommodate the LRT station and an interchange for bus transit. This location would also be convenient for the residents of high density apartment developments proposed within the core.

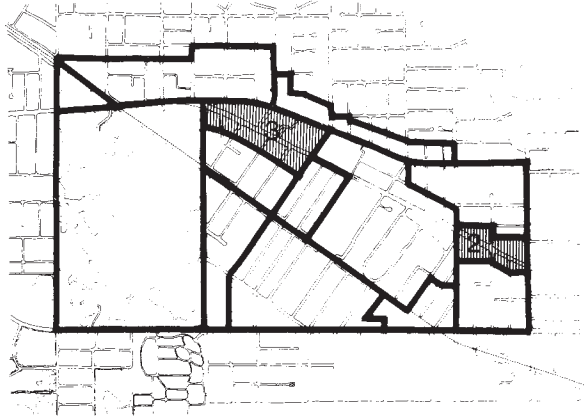
Parking Facilities

Consolidated parking structures should not conflict with the main pedestrian orientation and activity patterns of the core area. These parking structures will be underground or in structures above the second floor. Above ground parking structures should be integrated within major mixed-use developments in order to break away from the often utilitarian appearance of these structures. Open surface parking would not be permitted.

Further refinement of a shared parking concept may provide for a lower parking standard than is outlined in the zoning by-law. If more systematic approach to the provision of appropriate parking for the core as a whole is deemed necessary, consideration should be given to the establishment of a Metrotown parking authority.



5.2.2 Secondary Mixed Use Areas - Areas 2 and 3.



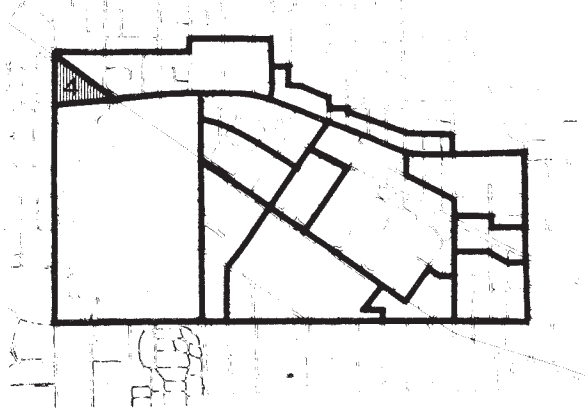
These are areas of lower order of activity and built form intensity relative to the core area. These areas will include many of the activities associated with the core area but will not support the level of shared facilities and infrastructure characteristic of the core. The main public orientation of developments in these areas will be towards Kingsway. A greater emphasis will be placed on the development of single uses such as offices, hotels, and apartments together with retail facilities and other uses of an ancillary and service nature. Significant mixing of uses will be promoted as well as a wide range of possible densities and development intensities depending on specified locations. Densities may range up to a maximum 2.5 Floor Area Ratio. Vehicular accessibility to individual projects will be provided through the establishment of a system of north-south local roads.

The following points of more detailed nature will also apply with the secondary mixed-use areas:

- New developments will provide appropriate setbacks and plazas off Kingsway while maintaining and upgrading the linear character of pedestrian use along Kingsway.
- Public pedestrian access to second floor areas will be encouraged where appropriate, with second level pedestrian bridges across Kingsway provided in Area 3 at high intensity pedestrian use locations.
- The lower roof areas of proposed developments should be landscaped and accessible to the building users.
- A lower scale residential interface will be provided on the south side of Grange Street within Area 3 compatible with the existing 3-storey apartments on the north side of Grange Street.
- The Andy Johnson House and site (Royal Oak Funeral Chapel) should be preserved. This building, which is located in Area 2 at the south-west corner of Kingsway and Royal Oak, has been previously identified as a site of historical significance.



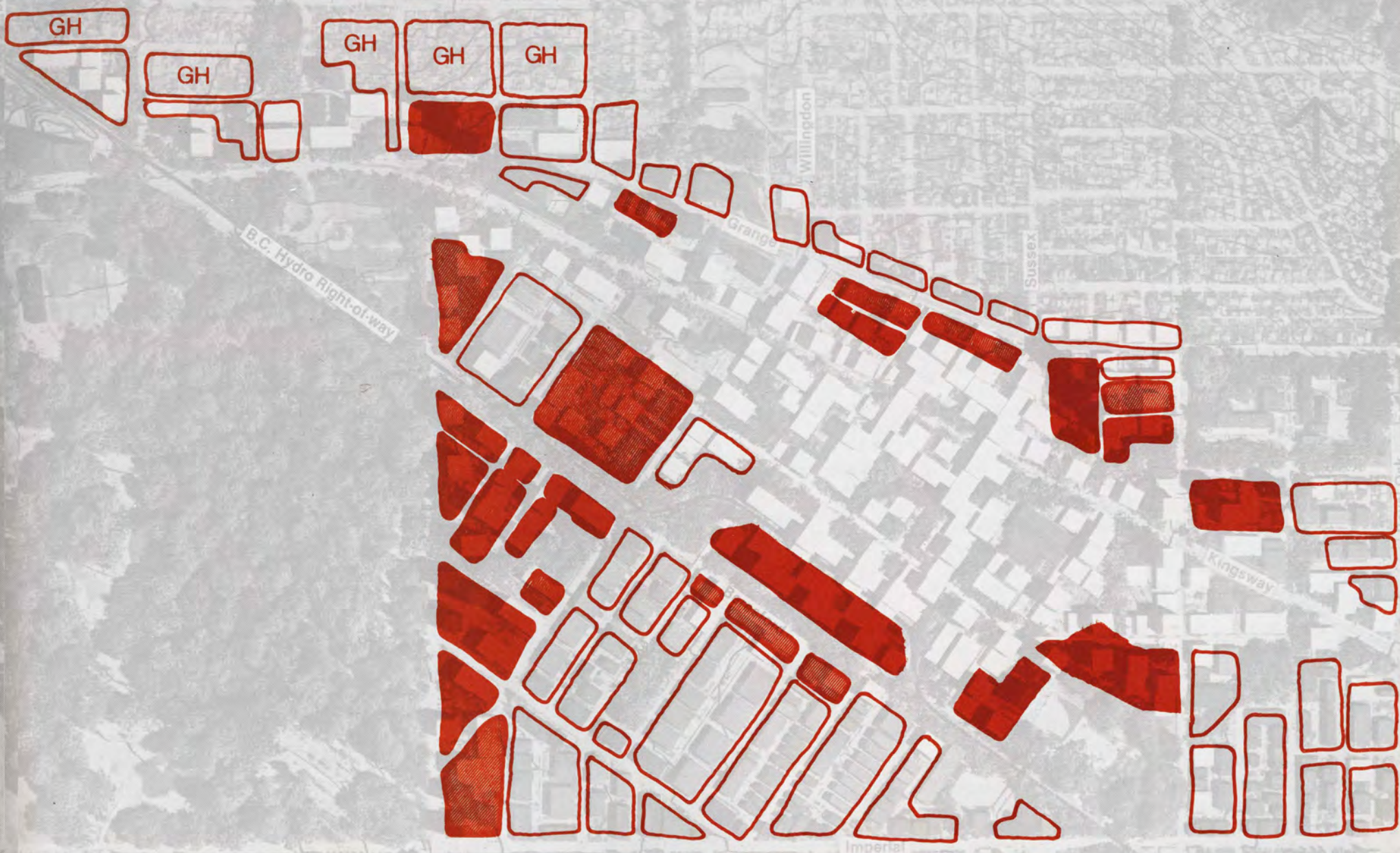
5.2.3 B.C. Telephone Headquarters Building — Area 4







The B.C. Telephone headquarters development at the northeast corner of Boundary Road and Kingsway functions as a gateway from the west into Metrotown. The first phase of this high quality office development is now complete. A smaller second phase development will be added when warranted by the company's needs. The development is set well back from Kingsway and is extensively landscaped. The project is designed to be compatible with the natural environment of Central Park to the south. A Light Rapid Transit station serving the project employees as well as the residents of Area 11 is proposed to be located at the Kingsway/B.C. Hydro right-of-way intersection.

5.2.4 Residential — Areas 5 to 11

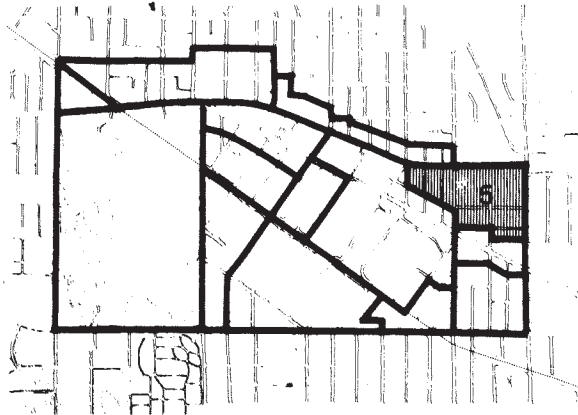
The trend for residential development within the Metrotown area is firmly established. The policy document *Apartment Study 1969* designated Areas J, L and M within the Metrotown precinct which were appropriate for medium and high density residential development. Parts of Apartment Study areas L and M, were adopted as more detailed Community Plans and these have been utilized as firm development guideline documents by the Municipality. Most recent residential rezoning proposals have been zoned according to the Comprehensive Development District utilizing the RM3, RM4 and RM5 zoning districts as guidelines. In general, the densities permitted by the various zoning districts are 0.6 FAR Max. (R6, R8, RM1); 0.9 FAR Max. (RM2); 1.1 FAR Max. (RM3); 1.7 FAR Max. (RM4); and 2.2 FAR Max. (RM5). The guideline maximum unit densities as outlined in a number of adopted Community Plans are 10-12 units per acre (RM1); 50 units per acre (RM3); 80 units per acre (RM4) and 100 units per acre (RM5). These guidelines are considered appropriate for directing residential development in Metrotown.



Metrotown Residential

-  **Group Housing**
-  **Low density multi-family**
-  **Medium density multi-family**
-  **High density multi-family**

Residential/School Site — Area 5



The major components of this area are:

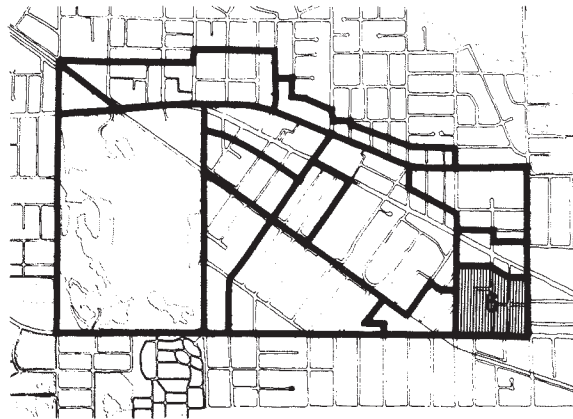
- a) Marlborough/Royal Oak School Site
- b) Residential enclave west of Nelson Avenue
- c) Residential enclave south of Sanders Street

The Marlborough/Royal Oak School Site will be expanded to its logical boundaries of Nelson, Dover, Royal Oak and Sanders. This school site will be developed not only for its primary educational function but also in the long term to accommodate various community needs, for example, through shared use of school facilities. This site offers playfields and open space for use by the surrounding residential community.

The residential enclave west of Nelson Avenue will accommodate RM5-type high rise development within the west and south section of the enclave and low rise RM3-type apartment development within the north-east section towards the Dover/Nelson intersection. An RM4-type development integrating high-rise and low-rise apartments within an overall comprehensively designed proposal may also be appropriate in this enclave on a selective site specific basis.

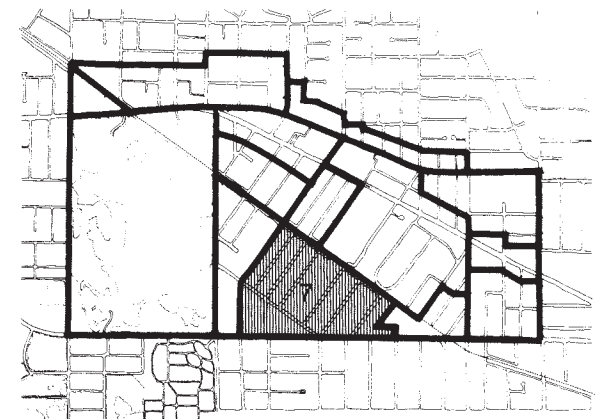
The residential enclave south of Sanders Street will develop to its full potential according to the adopted Apartment Study and Community Plan Area "L". The southern half of the block bounded by Nelson, Sanders, Marlborough and Newton will be developed as RM5-type development with a maximum FAR of 2.0. The balance of this enclave east of Marlborough will continue to develop as an RM3-type 3-storey apartment area.

Residential — Area 6



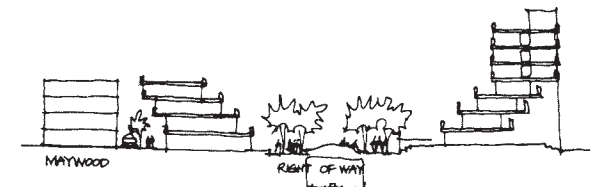
This area will continue to develop according to the adopted Apartment Study Area "L" as a medium density RM3-type 3-storey apartment area on appropriate consolidated sites that do not create undesirable locked-in lot situations. Existing sites which are smaller than those required under the RM3 zoning regulations may be considered on their own merits for possible R6, RM1 or RM2 type developments. Appropriate linkages for the public pedestrian network will be obtained through the rezoning of residential developments or through acquisition.

Residential (Maywood) — Area 7

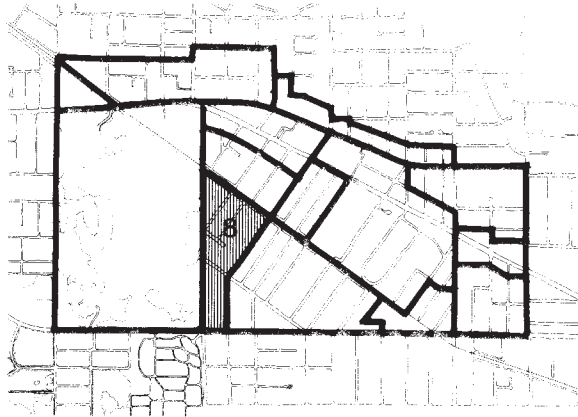


The trend of development of RM3-type apartments in this Maywood area will be continued. Special attention will be given to the provision of an appropriate public pedestrian network in this area linking adjacent sub-areas and established neighbourhood parks. It is proposed that Maywood Park be expanded as a long range expansion proposal south to Maywood Street.

The portion of this area adjacent to the B.C. Hydro right-of-way will slowly redevelop from low-rise apartments to higher density RM4 and RM5 type apartments. This represents a long range proposal for the area due to the fact that the existing 3-storey apartment development is relatively stable. However, this redevelopment pattern does acknowledge the open space amenity potential of the B.C. Hydro right-of-way and the proximity of this portion of the area to the core.



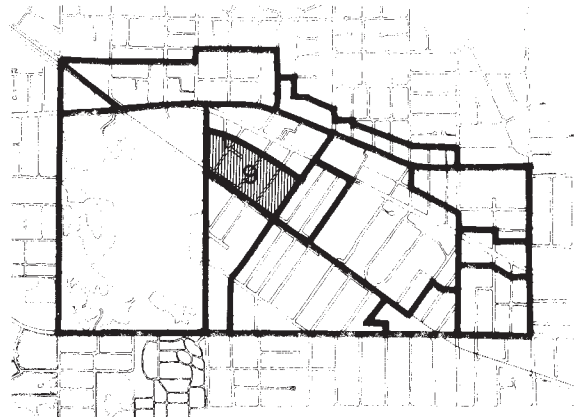
Residential — Area 8



The trend of development of this area to higher density apartment use would be continued. High density RM5-type apartments would be permitted in locations in close proximity to Central Park. RM4-type apartment sites would be proposed along the northern and eastern boundaries of this area in order to provide an appropriate building scale transition between this area and the existing low rise apartment areas to the north across the B.C. Hydro right-of-way and to the east across Willingdon Avenue. A variety of building intensity will be sought to provide a diversity of building form in this area.

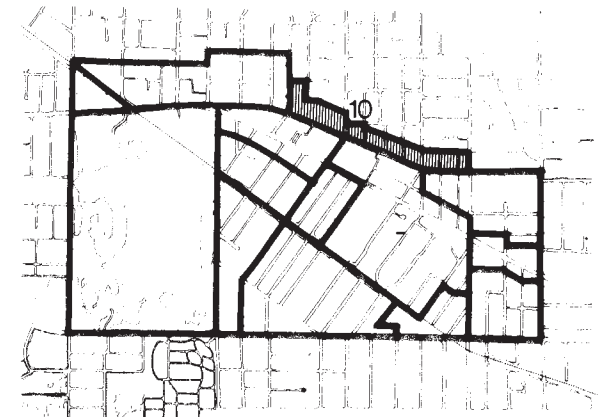
A strong public pedestrian network will be established in this area. A neighbourhood park that has been approved by Council and is located west of Willingdon and north of Maywood will be acquired in due course.

Residential — Area 9

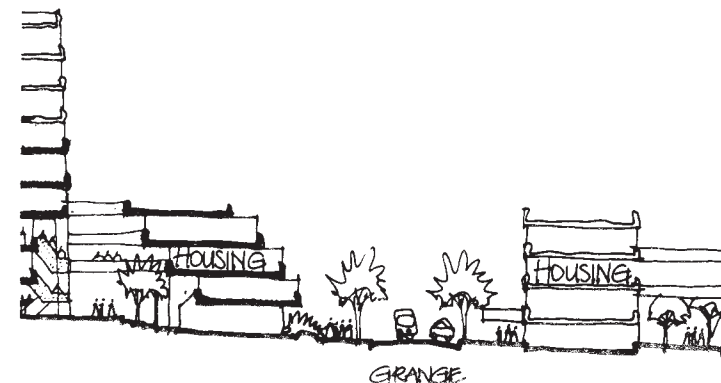


A large proportion of this area has been developed for low-rise apartments. The remaining single family and older low-rise apartment structures offer redevelopment potential for the future. In considering the proximity of this area to secondary mixed-use Area 3, to the proposed transit stop in the vicinity of the Patterson/Beresford intersection and to Central Park, it is proposed that redevelopment in certain instances could occur at densities up to those associated with the RM4 guidelines. This will not preclude the application of RM3 densities on certain sites where local conditions dictate. More specific guidelines will be incorporated at the time the community plans are prepared and submitted to Council.

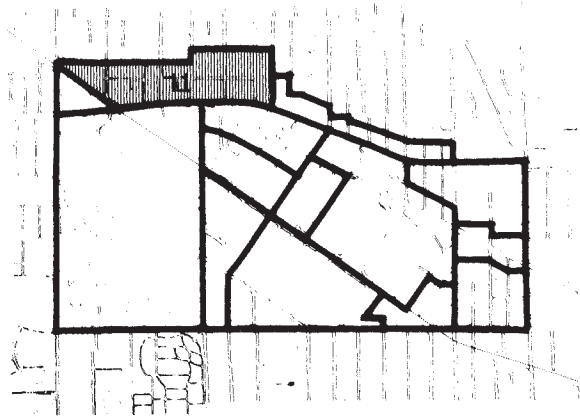
Residential — Area 10



The trend of the development of 3-storey RM3-type apartments along the north side of Grange Street between Halley and Nelson will be continued. This low rise apartment development will maintain a single project depth off Grange and will assist in integrating the existing single family dwelling area to the north with the higher density development to the south.



Residential/Mixed Use — Area 11



In general, this area constitutes a transitional area that is affected by many different edge conditions such as the existing single-family dwelling area to the north, Kingsway and Central Park to the south, the B.C. Tel Office development to the south-west, and a strong commercially oriented mixed-use area to the south-east.

Even within this area the current permanent development is varied and includes high-rise apartments, 3-storey apartments, some commercial development, a senior citizens high-rise residence and a large church with ancillary facilities. The main emphasis for the future development of this area will be on integration with the single-family dwelling area to the north.

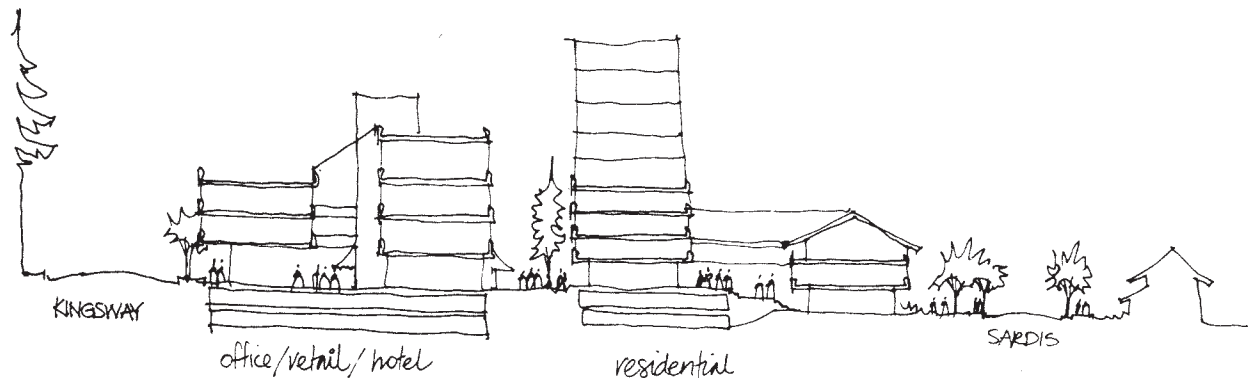
RM3-type apartment development would continue to be permitted in the area east of Barker and south of Sardis. An RM3-type apartment area would also be developed in the area bounded by Thurston, Smith, and the B.C. Hydro right-of-way — acknowledging the presence of the B.C. Tel Office Building to the south-east and close proximity to a Light Rapid Transit Station in the vicinity of the intersection of Smith Avenue and the B.C. Hydro right-of-way. Transitional

low-density residential development, R6 or R8-type, is indicated along the north side of Thurston between Boundary and Smith.

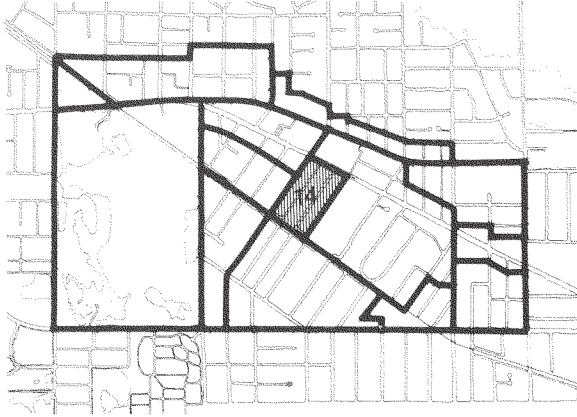
An area of R5-type development will be maintained south of Bond between Smith and Halley with a transitional low-density multiple-family residential area of R6, R8 or RM1-type (maximum 10-12 units/acre) south of this R5 area. A Neighbourhood park of approximately 2.4 acres is indicated between Smith and Inman.

The enclave bounded by Sandell Street alignment/Smith/Kingsway/Patterson will continue to develop on a predominantly RM3-type apartment basis while permitting a mixing of uses compatible with the apartment development and the existing institutional and commercial uses in particular along the Kingsway frontage. A localized concentration of commercial uses would also be appropriate in the vicinity of the intersection of Smith Avenue and the B.C. Hydro right-of-way, in close proximity to a future Light Rapid Transit Station.

5.2.5 Central Park/Bonsor Park — Areas 12 and 13: see 'Open Space Network'



5.2.6 Public Assembly and Development — Area 14



The assembly of a public use area is considered important not only as an investment in the future development of Metrotown, but as well as a requisite item to provide a range of those public uses and facilities (library, cultural centre, auditorium, museum, government office buildings, in-town college extensions, a regional post office, convention centre) considered beneficial to the area and beyond the development terms of reference for the private sector. The area proposed for public assembly and development is situated to the west of the core area and is bounded by Willingdon Avenue, Kingsway, Silver Avenue and Beresford Street — an area of some 18.3 acres. Of this total, the Municipality owns approximately 1.3 acres or 7.1 percent of the proposed public assembly area. The School Board Works Yard, which eventually should be relocated to a more appropriate location under existing Municipal ownership occupies 0.6 acres of this Municipal total.

It is recommended that the Municipality initiate the acquisition of this area on the basis of the following:

- Approximately 12 acres of the area will be used for future civic related uses (public open space, library, auditorium), while the remaining 6 acres will be reserved for uses and facilities that relate to Federal and/or Provincial Government agencies (office buildings, regional post office, medical clinic).
- the designation of the specific senior government development sites will be done in a manner that will relate to both the needs of the civic use area and the core area situated immediately to the east.
- The pre-assembly of properties centrally located within the Metrotown area is considered an important element in encouraging the decentralization of senior government facilities to the Regional Town Centre. At the time of the disposal of these pre-assembled sites, the Municipality would receive prevailing market value. Such an approach, however, does not preclude the possibility of the senior governments becoming involved in the acquisition program either independently or in cooperation with the Municipality. Given Council concurrence, it is the intent of staff to pursue the matter of land assembly with the GVRD and the Provincial and Federal Governments.

Municipal assembly of this area composed primarily of older single family dwellings is recommended to be undertaken on a priority programmed basis. Details of this recommended assembly program will be the subject of an early Council report following endorsement of the Metrotown Development Concept.

Specific details relating to proposed public uses would be appropriately determined at a time when property assembly is well advanced. This procedure will enable the Municipality to evaluate the trend of Metrotown development at that future date and to assess which specific desired facilities would best be located within the public use area.

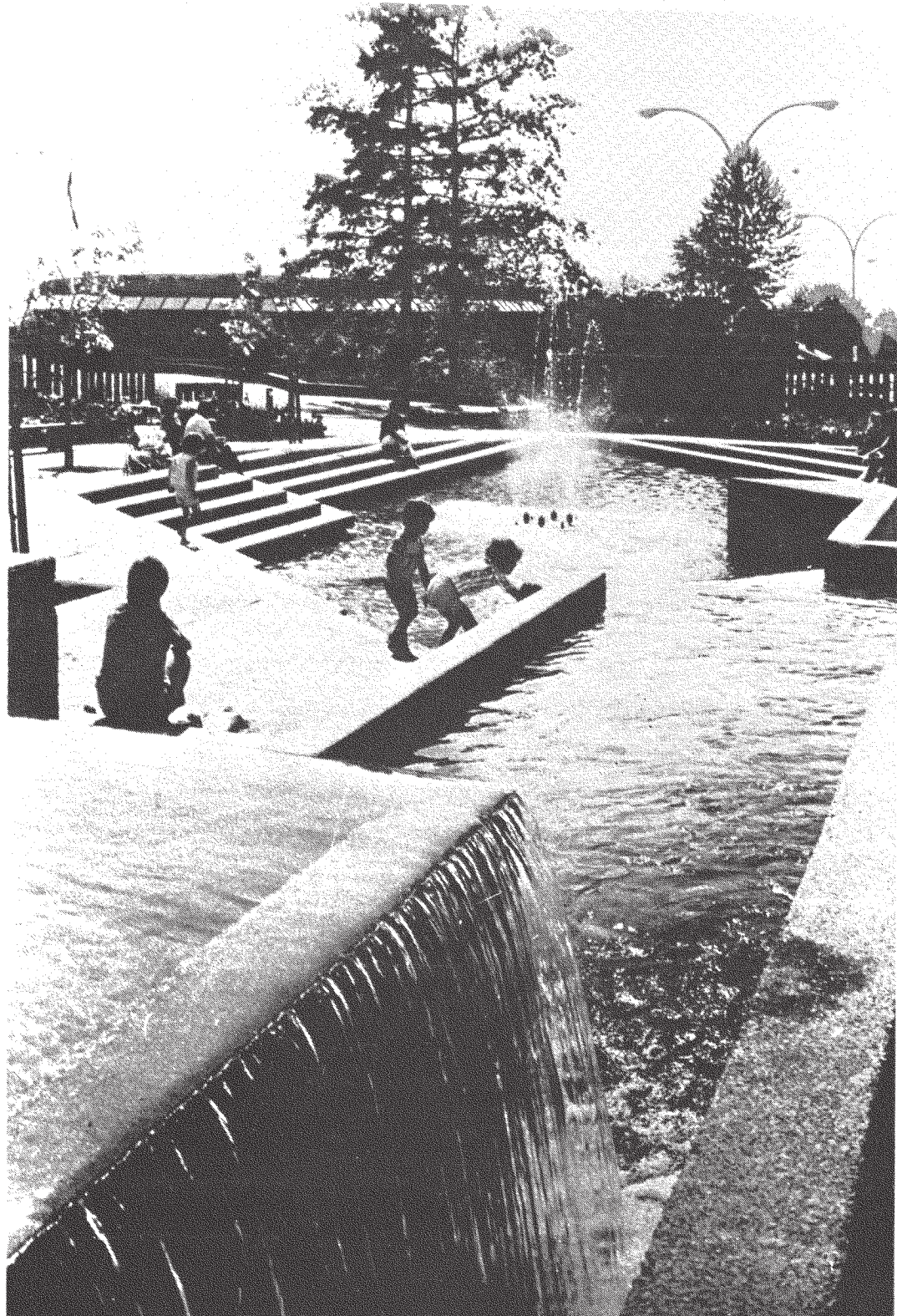


5.3 Open Space Network

The overall pedestrian/open space concept is based on:

- Central Park, Bonsor Park, and Deer Lake Park as the major public open space and recreation destinations in the Metrotown area;
- The B.C. Hydro right-of-way as the major linear public open space linking Central Park to Bonsor Park;
- The importance of Kingsway as a major commercially oriented pedestrian spine extending from Boundary Road to Royal Oak Avenue;
- A strong walkway network and urban squares system providing pedestrian continuity in the core area;
- The integration of the Metrotown pedestrian network into the overall Burnaby park and trail systems.

The following describes in more detail the role that each of the major components of the public open space/pedestrian network will play in the overall Metrotown park system.





B.C. Hydro Right-of-way

Willingdon

Sussex

Royal Oak

Prestford

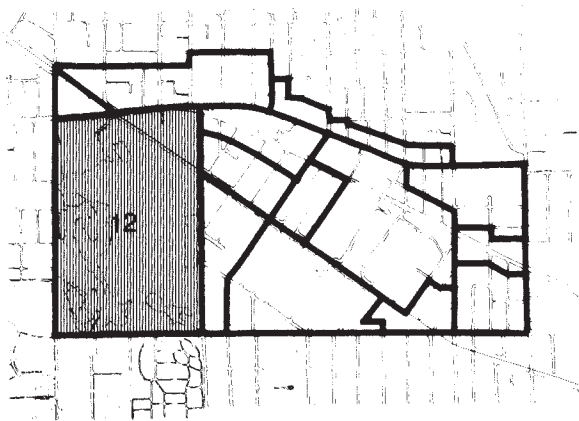
Imperial

Patterson

Nelson

Open Space Network

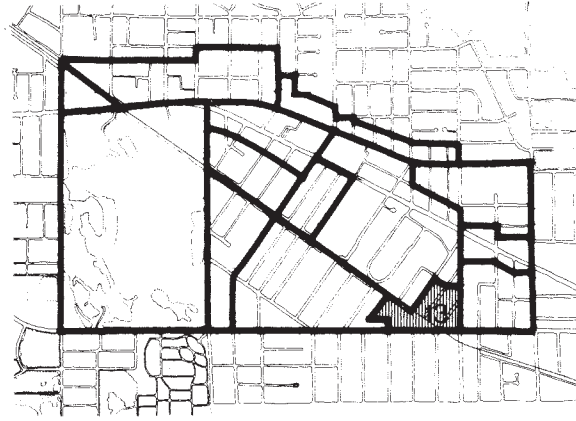
5.3.1 Central Park — Area 12



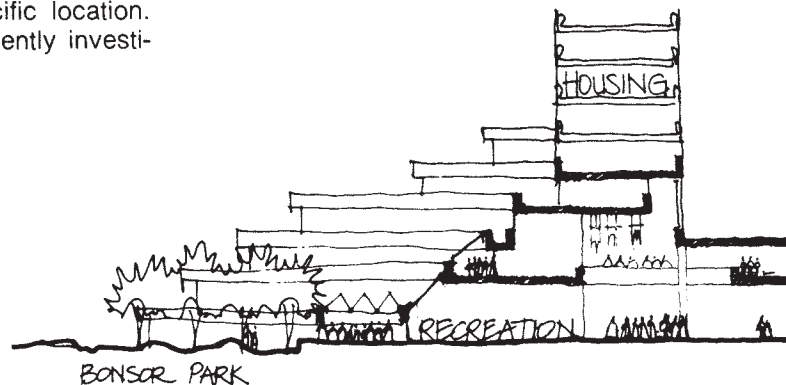
It is proposed that future development of this park will continue on the basis of specialized facilities of a regional character and of facilities which take advantage of the natural amenities and character of this park site.

The triangular portion of the park bounded by Kingsway, Patterson and the B.C. Hydro right-of-way which is a high profile area adjacent to the proposed Light Rapid Transit alignment and to Kingsway at a key Metrotown entry point is proposed to be developed for higher intensity urban park use. The playing field uses presently located on the site would be relocated as redevelopment of this park area was imminent. Further study will indicate the exact type of specialized facility of most benefit to the overall community and suited to this specific location. Parks and Recreation staff are presently investigating this matter.

5.3.2 Bonsor Park — Area 13



Bonsor Park is to be an intensively developed urban park with an ultimate size of approximately 14.3 acres that will be developed to provide a full range of indoor social and recreational facilities as well as appropriate outdoor facilities. With careful planning, the Maywood Elementary School building and site can be utilized with the cooperation of the School Board, to contribute significantly to the community centre character of the Bonsor area. At present, Bonsor Park accommodates an indoor swimming pool and the Bonsor Recreation Centre housed in an existing older building. An indoor ice rink is proposed for the near future. The current trend of development for Bonsor Park will be continued.



5.3.3 B.C. Hydro Right-of-Way

In that future Light Rapid Transit is proposed to be primarily below grade as it traverses the Metrotown area, the B.C. Hydro right-of-way between Patterson Avenue and Nelson Avenue will function as a major community open space spine as follows:

- An open space element of sufficient width and strategically located within Metrotown to function as a focussing and uniting force;
- A major pedestrian corridor linking Central Park and Bonsor Park;
- A transitional interface between the predominantly residential area to the south and major development areas such as the Civic Use Area and residential areas to the north. Local pedestrian walkways will tie into the B.C. Hydro right-of-way both from the north and the south;
- A part of the regional hiking and bicycle trail system extending from the centre of Vancouver to New Westminster;
- A part of the Central Park to Deer Lake pedestrian linkage which will pass through the core and the Royal Oak/Marlborough School Site.

The Light Rapid Transit, will be designed so as to not limit the open space/pedestrian use of the B.C. Hydro right-of-way. Local roads either crossing or alongside the B.C. Hydro right-of-way will be kept to a minimum and to low traffic intensity levels, with special consideration to complement the pedestrian environment of the right-of-way.

Patterson Avenue and Nelson Avenue will be the only collector roads crossing the B.C. Hydro right-of-way within the Metrotown precinct. A grade separated pedestrian crossing of Patterson Avenue along the B.C. Hydro right-of-way alignment will be provided linking Central Park to this major parkway spine.

The right-of-way will be well landscaped accommodating public walkways, bicycle paths, small

open activity areas and meeting places. A unifying appearance to this right-of-way would also be achieved through the use of coordinated soft and hard landscape materials, specimen trees, lighting, benches and sculpture. All existing overhead wires should be relocated in underground installation.



5.3.4 Kingsway

In addition to its local and regional vehicular function Kingsway will remain a major pedestrian linkage from Boundary Road to Royal Oak Avenue. The overall quality image of Metrotown will depend in part on the quality of development and on the pedestrian environment along Kingsway since it will remain the prime area of day-to-day contact by persons coming into and passing through the area for the foreseeable future. The design for a Kingsway pedestrian environment must take into consideration the need not only to provide some character definition for each of the different sub-areas along Kingsway, but also a unified Metrotown character for the overall length of Kingsway between Boundary Road and Royal Oak. The important elements of this pedestrian precinct are:

- The slowing down of traffic as it passes through highly active pedestrian zones.
- Encouragement of the development of public open spaces along Kingsway, conforming to qualitative design standards.
- The establishment of a high quality and unified standard of street furniture (benches, trash containers, bus shelters), of sign control, of decorative lighting, of boulevarding, of paving, and of street trees and other landscaping. The placement underground of all above ground wiring.
- Provision of pedestrian overpasses of Kingsway at selected locations in the secondary mixed-use Area 3 and in the core. Overpasses in the core could be part of a major retail mall utilizing air rights over Kingsway.

5.3.5 Central Park to Deer Lake Park Linkage

The continuity of a strong pedestrian connection from Central Park to Deer Lake Park is of importance. This connection will utilize other clearly recognized open space or pedestrian linkages such as the B.C. Hydro right-of-way from Patterson to Willingdon, major pedestrian linkages through the core between Willingdon and Nelson, and a linkage through the Royal Oak/Mariborough School Site between Nelson and Royal Oak. The Deer Lake Park will develop as one of the major recreational resources for Metrotown residents and users.

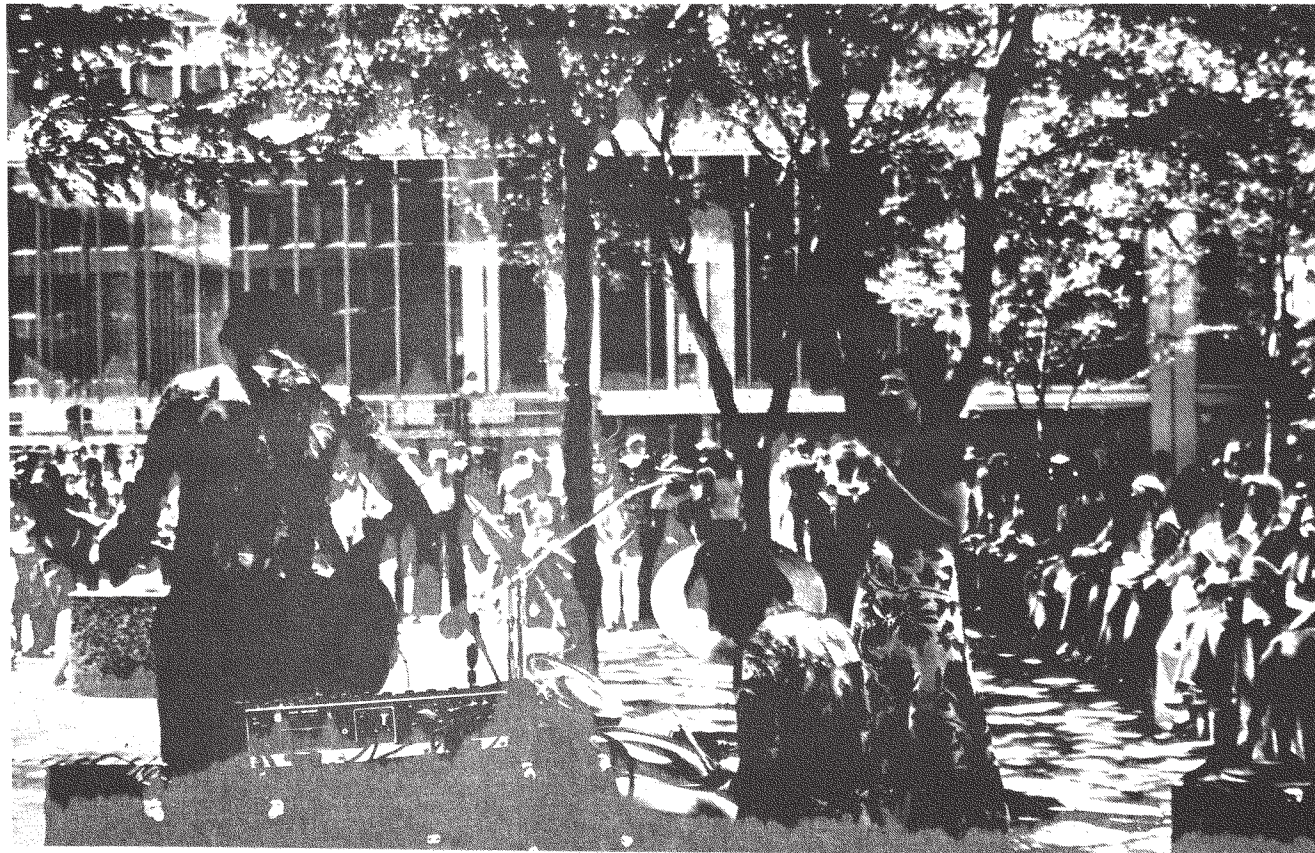
5.3.6 Core Area Pedestrian Precinct

A pedestrian system free of vehicular traffic composed of public squares, urban pedestrian parkways and indoor and outdoor malls will be developed within the core and extended into adjacent areas. This pedestrian system will be designed to complement the intensity of development and activity patterns desired in the core. Some of these public spaces will be acquired by the Municipality, while others will be maintained for public use by means of registered easements. A comprehensive approach for the development of this pedestrian system will be determined including an integrated approach to landscaping, street furniture, and paving components. The provision of art objects at appropriate locations to complement the public pedestrian system, will be encouraged. The entire core area pedestrian system should gravitate towards a centrally located public square closely integrated with adjacent development.

5.3.7 Residential Open Space Systems

Within the various residential areas a comprehensive open space system composed of appropriate neighbourhood parks and parkway linkages will be developed. The establishment of neighbourhood parks is well advanced through the existing parks programmes. However, in the light of the Metrotown study, appropriate conditions and adjustments to the neighbourhood park systems should be pursued.

Emphasis will be placed on the character and quality of these neighbourhood spaces. Particular uses such as the development of formalized walking promenades and the creation of destinations with, for example, a small shelter/bench focus, or small sculpture play feature, will be promoted. The various school sites within Metrotown (Maywood and Royal Oak/Mariborough), and on the periphery of the Metrotown precinct are considered to be part of the neighbourhood open space system. The acquisition of neighbourhood oriented parks and linkages will be assisted through funds collected through the Parkland Acquisition Levy Programme.



5.3.8 Municipal Linear Park System

A linear park system covering the Municipality is being established to accommodate pedestrian and bicycle use. The linear park system will be taken into consideration within the Metrotown Area in particular along the Central Park/Patterson alignment, the Central Park to Deer Lake Park linkage, and the B.C. Hydro right-of-way.



5.3.9 Summary

The various major components of the overall pedestrian/open space system are interdependent. On a conceptual level, the overall pedestrian system can be considered as a combination of "linkages" and "destinations". Each "linkage" may share its total width, at one location or another, with vehicles, community facilities, rest places, active play areas, bus stops and many other activities and facilities. This sharing concept of linkages infers a more active atmosphere as differentiated from the image of a pedestrian path through a park utilized solely for passive purposes. "Destinations" within the open space network include schools and their related playgrounds, core facilities, public squares, recreation centres, civic buildings, neighbourhood parks, and major parks — facilities to attract citizens of all types and age groups. Considered in this way, these destinations act as magnets. The attraction generated by these land uses can be channelled through the linkages described above.

The success of the pedestrian/open space system will depend on the detailed comprehensive development of the component parts and on the maintenance of a strong spatial and design continuity throughout the system. The acquisition of public pedestrian linkages and spaces especially related to the core and secondary mixed-use areas, will be assisted by funds obtained through the Metrotown Open Space Levy Programme which is a levy applicable to new commercial development.

5.4 Transportation Network

The transportation network for Metrotown takes into consideration not only the ramifications of through and local traffic but also a wide range of vehicle types such as the private auto, goods and service vehicles, taxis, buses, and light rapid transit. The Metrotown transportation network is based on:

- The minimization of through traffic within the Metrotown area.
- A reasonable system of arterial and collector streets will be provided. The existing major road patterns in the area are accepted as given conditions. These streets are kept relatively peripheral, thereby maintaining the central portions of the Metrotown area free of through traffic.
- A system of local roads will be provided serving the various mixed-use and residential sub-areas in the form of cul-de-sacs or looped roads off the arterial and collector roads.
- The future Light Rapid Transit line and appropriate station locations will be accommodated within Metrotown.
- The existing bus transit system will be extended and improved over time to serve the developing Metrotown. Suitable bus transit terminals will be provided.

The major components of the transportation movement system are:

Roads

- 1) Provincial Highway
 - Kingsway
- 2) Arterials
 - Boundary Road
 - Imperial
 - Royal Oak
 - Willingdon north of Kingsway
- 3) Collectors
 - Grange/Dover
 - Nelson south of Dover
 - Patterson
- 4) Local Roads
 - Silver
 - Telford
 - Maywood
 - Sandell
 - etc.

Light Rapid Transit

Bus System

5.4.1 Roads

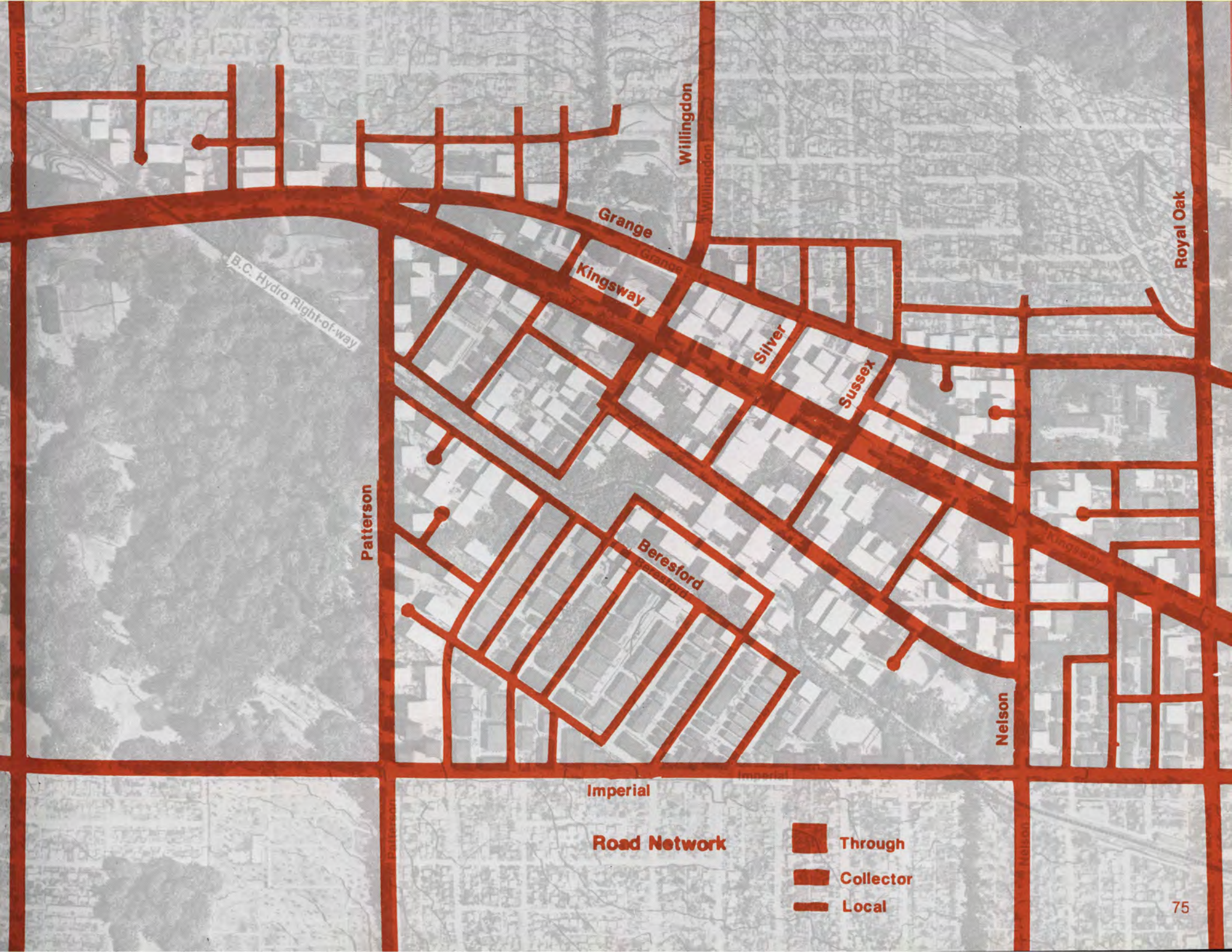
Kingsway

Kingsway, a provincial highway, will maintain its regional function. At some future date, the full functioning of the Light Rapid Transit may reduce the volume of through traffic on Kingsway.

Immediate improvements should be made to Kingsway recognizing its final development standard, its through traffic function, its limited access to adjacent development, its qualitative image and principles of good traffic management (channelization, restriction or elimination of on-street parking in certain areas, traffic signal synchronization). Access directly into individual projects off Kingsway would be discouraged. Local traffic would be directed to appropriate local/service roads to which all individual projects would be accessible. The desired quality and pedestrian character of Kingsway is described in the previous Open Space/Pedestrian Section under the Kingsway sub-heading. This approach would efficiently accommodate through traffic yet minimize the visual and functional barrier effect of Kingsway within Metrotown.

Arterials/Collectors

Together with Kingsway the arterial roads in this area which are Boundary, Imperial, Royal Oak, and Willingdon north of Kingsway form part of the overall Municipal major roads system and provide for north-south and east-west access to and from the Metrotown precinct. North-south through traffic can by-pass Metrotown by using Boundary Road or Royal Oak Avenue. Grange/Dover, Nelson south of Dover, and Patterson are major collector streets which assist in providing improved access and circulation through this area. In the adopted Community Plan Area "M", Patterson had been shown closed for part of its length between Imperial and Beresford. Further consideration of the road system has indicated that the retention of Patterson as a collector road will assist in providing the appropriate level of acces-



B.C. Hydro Right-of-way

Willingdon

Grange

Kingsway

Silver

Sussex

Beresford

Patterson

Imperial

Nelson

Royal Oak

Road Network

-  Through
-  Collector
-  Local

sibility within Metrotown while minimizing any intrusive effects of the arterial/collector road system on Metrotown sub-areas and in particular on residential sub-areas. Relative to this consideration, the concept does not provide for Willingdon Avenue to be extended beyond the B.C. Hydro right-of-way to connect to Patterson Avenue.

Local Roads

Local roads serving the predominantly residential area south of the B.C. Hydro right-of-way will differ little from the existing road pattern with only minor adjustments to ensure that through traffic will be discouraged. A small high density residential area north of the B.C. Hydro right-of-way adjacent to the major core area, generally between Silver and Bonsor will be served by a local road from the south crossing the B.C. Hydro right-of-way and tying this area into the residential local road system, rather than the more commercially oriented road system to the north.

For the balance of the area north of the B.C. Hydro right-of-way a system of local roads will be established which discourages through traffic and provides looped roads accessed from surrounding collector and arterial roads. Particular attention will be given to the provision of service roads of an appropriate standard to serve that portion of the core south of Kingsway. These core service roads will tie into Willingdon, Kingsway, and Nelson with no direct access from these service roads to the south.

The local road network for the area between Kingsway and Grange will adhere to the proposed site development pattern already established for the area. The local road pattern for the area between Nelson and Royal Oak will remain virtually unchanged.

5.4.2 Light Rapid Transit

Generally, the alignment for the proposed Light Rapid Transit will be the existing B.C. Hydro right-of-way. The background information available to date indicates that the LRT mode is flexible and can accommodate reasonable changes in grade and turning movements. Since the timing of the establishment of a LRT system has not yet been determined, the Metrotown area must function for some time on the basis of access by private autos and buses. The LRT will be underground or in a bridged open cut in selected locations as it passes through Metrotown to avoid the danger of at-grade crossings and to reduce noise intrusions by LRT vehicles into adjacent higher density residential areas. In addition, the success of the open space system of which the B.C. Hydro right-of-way is a key element, will be contingent on the undergrounding of the LRT through Metrotown. The location of LRT stations will be determined precisely as part of future detailed studies. The main station will be located in the centre of the core. The transit rail line will swing north of the B.C. Hydro right-of-way into the core in order to bring people as close as possible to the centre of urban activity. The long term viability of the core will require the provision of this LRT station.

It is expected that there may be up to three other station locations along the B.C. Hydro right-of-way between Boundary Road and Royal Oak Avenue. The location of LRT stations will, be determined by proximity to concentrations of housing; institutional, office and retail development; major regional open space amenities; recreational and cultural facilities; and major linkages in the public pedestrian network. Locations along the B.C. Hydro right-of-way that are considered appropriate in this respect are at Kingsway, between Patterson and Wilson Avenues, and in the vicinity of Royal Oak Avenue.

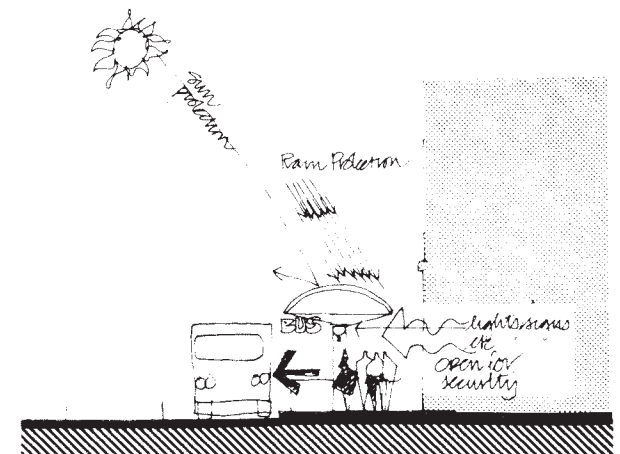
In addition, the LRT line should allow for passenger interchange at one or more station locations with the bus transit system, private autos and taxis.

The core station interchange will allow direct pedestrian access to the core and serve as a terminal for a number of bus routes serving the extended community tributary to Metrotown.



5.4.3 Bus Transit

Appropriate bus transit services are required with a heavier dependency on bus transit in the early stages of the development of Metrotown prior to the establishment of the LRT. The bus transit system, will remain the only other alternative to the private auto for some years as the mode for moving large numbers of persons into and out of Metrotown. Improved bus transit service will be sought in conjunction with new development. At the time when the Light Rapid Transit system is established, it will be necessary to integrate the bus transit routes and terminals with the LRT with special emphasis being directed to the development of the core area transit centre interchange.





LRT stop

LRT stop

transit

LRT stop

interchange

Bus

LRT

LRT stop

Public Transportation

5.5 Development Programme

The following table summarizes an estimated Metrotown development programme to the year 1996 relative to the proposed development plan. The figures presented have been included to provide an indication of the projected scale of Metrotown development.

ESTIMATED METROTOWN DEVELOPMENT PROGRAMME TO THE YEAR 1996

LAND USE	TOTAL 1976	TOTAL 1996
Residential	7,850 Units 14,100 Persons	14,900 Units 26,000 Persons
Retail	470,000 Sq. Ft.	1,350,000 Sq. Ft.
Office	620,000 Sq. Ft.	2,600,000 Sq. Ft.

With respect to the various land use categories within the proposed Metrotown development plan, the following table summarizes the approximate acreage figures for the principal uses:

PROPOSED METROTOWN DEVELOPMENT PLAN USES BY ACREAGE

LAND USE CATEGORY	AREA (ACRES)
Mixed Use	125
Residential	206
Parks (includes Central Park)	238
Public Assembly and Development	18
Schools/Churches	28
Roads, lanes etc.	120
TOTAL	735

6.0 Metrotown - Next Steps

The preceding sections have presented a development concept and framework considered most appropriate for the Burnaby Metrotown area. Upon adoption of this concept, the primary subject to be pursued is the steps and actions that need to be initiated in order to foster development and improvements within the area consistent with the various proposals contained within this report. The following set of actions are considered necessary:

6.1 Ratifications

- Council approval in principle to the proposed development of Metrotown as outlined in this report.
- This initial action by Council is necessary to establish an official policy on which the various implementation measures, as described in this section, will be based. Some of these implementation measures may result in refinement and adjustments to the proposed concept. It is through this cumulative process that detailed improvements can be made to the development concept over time.
- Endorsement of the contents of this report by the Greater Vancouver Regional District Board.

6.2 Report Distribution and Discussion

- Distribution of the endorsed concept report to the various public governmental agencies that could play an active role in the development of the area. Typical agencies include the GVRD, the British Columbia Development Corporation, and the Provincial and Federal Departments of Public Works. Also, there should be an ongoing information service provided that will publicize objectives and policies underlying the development of Metrotown as well as current and prospective development proposals.

In addition, the Municipality should review and/or initiate government urban improvement assistance programmes (area improvement and winter works programs, urban demonstration projects) that would supplement Municipal endeavours in the area.

- Distribution of the concept report to major private development interests.

To a great degree, the success of the Metrotown program will be dependent upon the advancement of a large scale and centrally located mixed-use project. Towards this end, the Municipality should assume an active role in assisting the initiation of such a project by way of close liaison with the private sector.

- Distribution to public groups and other registrants of the Planning Information Program.
- Inclusion of the Metrotown Development Concept as one of the possible topics to be included within the upcoming Public Meetings Program to be initiated in 1977.

6.3 Ongoing Work Programme

The main purpose underlying this report has been to obtain Council endorsement to a recommended development concept for Metrotown as a basis for further refinement and implementation of the development parameters contained therein. The following items constitute the initial work program that will be followed once approval in principle to the Metrotown Development Concept is obtained. Report items will be forwarded to Council on each of the following subjects upon their completion.

6.3.1 Interim Development Control Measures

Inasmuch as the majority of the development associated with Metrotown would most appropriately be processed by means of the Comprehensive Development (CD) rezoning approach, there are areas within the site where existing zoning permits development contrary to the parameters outlined in the development concept. It is felt that immediate attention should be addressed to this situation in evaluating available options (Official Community Plan designation, Regional Plan Amendments, area rezonings or incremental CD zoning or combinations thereof) and recommending an appropriate course of action.

6.3.2 Public Land Assembly Programme

A major component of the development concept is the gradual Municipal acquisition of a significant centrally located public assembly area. The delineation of this public land assembly area together with appropriate budgeting coordination and applications for acquisition assistance should be initiated as a high priority item. Also required is a Municipal budgeting program for other public land acquisition purposes (roads, parks, pedestrian ways).

6.3.3 Continued Technical Discussions and/or Submissions to Governmental Agencies re:

- Light Rapid Transit
 - timing
 - alignment options
 - type
 - stations
- Existing rail use of B.C. Hydro right-of way
- Public use of Hydro right-of-way
- Location and nature of transit centres
- Improved bus service
- Land assembly and development programmes
- Heritage Building Designation

6.3.4 Redevelopment Impetus

The process of decentralization, the promotion of development opportunities and the implementation of development guidelines are all important to the ultimate success of Metrotown. Because of the divergent nature of these functions it is felt that no one sector of the community has the ability to develop Metrotown to the desired scale and intensity. What is needed is a full and long term commitment by both the public and private sectors.

Much of the initial public action should be from the GVRD and the Municipality. Areas of investigation and action that would assist in the development of Metrotown include such items as the continued promotion of decentralization, exploration and/or institution of public financing mechanisms, possible legislative amendments, assessment rate structure, procurement or construction of public facilities, cooperation with the private sector, the development of efficient transit and any other measures that are considered beneficial to Metrotown. The processing of development applications, drafting by-laws, rezonings, and allied regulatory measures should continue to be a Municipal function with close GVRD liaison.

The GVRD as part of its Regional Town Centre endeavours has examined, from an enabling legislative viewpoint, various ways and means that are currently available, or should be made available, to assist the realization of the Regional Town Centre program. It is anticipated that the GVRD will assume a leadership role in this whole area of legislative amendment and decentralization incentive programs. Municipal staff will, of course, provide whatever assistance it can to the GVRD to help effect their Regional Town Centre endeavours.

This department in a previous Council report dealing with the proposed establishment of an amenity levy in the Metrotown area indicated a concern that the levy value should not discourage legitimate development interest in the Metrotown area or create an unbalanced incentive situation with respect to other town centre sites in the region. While it is recognized that the levy potentially offers the opportunity to generate substantial funds to assist the Municipal acquisition of public open space in the area, it is felt that a thorough review of the established levy rates and their possible ramifications should be made with a view towards recommending either their retention or deferment for a specified period of time.

Another area to be examined is the rezoning of those major properties having improvements that are incompatible with the Metrotown objectives to a Comprehensive Development (CD) designation. In these instances, zoning would reflect existing improvements and thereby not create non-conformity and ensure that further expansion or major renovation to improvements would be consistent with the Metrotown development guidelines. Redevelopment, respecting the approved Metrotown development guidelines, would be encouraged and accommodated by way of amendments to the CD zoning by-law.

6.3.5 Prepare Design Guidelines on a Community Plans Basis

While development flexibility should be prevalent within the area, it will be necessary to develop specific design and development criteria, on a sub-area basis, to guide and control potential and proposed development. These criteria would be based upon the character of the sub-areas as outlined in the development concept. Specific recommendations with respect to development bonuses and parking standards would be brought in conjunction with the sub-area guidelines.

6.3.6 Capacity Analyses and Refinement of Proposed Metrotown Road Network

An analysis of trip generation potentials and evaluation of the proposed road hierarchy with a view towards network refinement and development of road standards and staging criteria.

6.3.7 Preparation of a Recommended First Stage Metrotown Improvement Programme

The preparation of recommended design and improvement standards (lighting, crosswalk treatments, landscaping, underground wiring, street furniture, bus shelters) for the length of Kingsway through Metrotown together with a recommended improvement program for a designated portion of the right-of-way.

In addition, Municipal staff will review and attempt to initiate senior government urban improvement assistance programmes (area improvement and winter works programmes, urban demonstration projects) that would supplement Municipal endeavours in the Metrotown area.

The preceding sections have presented a development concept and framework considered most appropriate for the Burnaby Metrotown area. In order that Council may establish an official set of policies relating to Metrotown on which future work and implementation measures will be based, IT IS RECOMMENDED:

1. THAT Council approve in principle the proposed development concept for Metrotown as outlined in this report

IT IS FURTHER RECOMMENDED:

2. THAT Council authorize staff to initiate the priority work program measures as outlined in Section 6.3 of this report
3. THAT the Planning Department be authorized to generally distribute copies of this report for comment and discussion to include the following:
 - a) Appropriate Provincial and Federal Government Departments and Agencies
 - b) Greater Vancouver Regional District
 - (c) Advisory Planning Commission
 - d) Parks and Recreation Commission
 - e) Burnaby Beautification Committee
 - f) Participants of the Planning Information Program
4. THAT the GVRD, Council and staff, in accordance with the adopted policy of decentralization, actively encourage appropriate development to locate within the Burnaby Metrotown site
5. THAT a copy of this report be forwarded to the Ministry of Urban Affairs as a statement of Municipal policy for inclusion within their intended study of proposed Light Rapid Transit facilities within the Region
6. THAT Council approve in principle the concept of a Municipal public land assembly program as outlined in this report.

7.0 Metrotown - Recommendations