

ITEM 10
MANAGER'S REPORT NO. 25
COUNCIL MEETING 88/04/25

RE: STATUS OF DRAFT HASTINGS AREA COMMUNITY PLAN THREE AND THE
RELATIONSHIP TO THE REZONING OF THE "EAGLE FORD" SITE

MUNICIPAL MANAGER'S RECOMMENDATION:

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

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TO: MUNICIPAL MANAGER 1988 APRIL 20
FROM: DIRECTOR PLANNING &
BUILDING INSPECTION
SUBJECT: STATUS OF DRAFT HASTINGS AREA COMMUNITY PLAN THREE AND
THE RELATIONSHIP TO THE REZONING OF THE "EAGLE FORD" SITE

RECOMMENDATION:

1. THAT this report be received for the information
of Council.

REPORT

1.0 BACKGROUND

Appearing elsewhere on the Council Agenda is a memo which brings forward Rezoning Reference #123/86 known as the former Eagle Ford site redevelopment for Reconsideration and Final Adoption as all the prerequisites to the rezoning have now been completed. A subdivision servicing agreement for subdivision #39/87 also appears on the agenda following this report. The purpose of this report is to outline the relationship between this rezoning application and the status of the Community Plan for the area and to briefly outline the support for the Hastings area that this rezoning is anticipated to provide.

2.0 GENERAL OBJECTIVES OF THE HASTINGS CENTRE AREA PLAN

The purpose of this area plan is to provide a commercial and residential focus for the north-west sector of Burnaby, with an economically viable pedestrian oriented commercial core and a closely related higher density residential area to support and take advantage of the facilities and amenities on Hastings Street, and to provide a diversity of housing for different age groups and changing lifestyles in the area.

3.0 ISSUES ASSOCIATED WITH REDEVELOPMENT

There are a number of issues associated with redevelopment. The main ones include:

3.1 ECONOMIC VIABILITY OF THE HISTORICAL COMMERCIAL CORE BETWEEN BOUNDARY ROAD AND WILLINGDON AVENUE.

- The condition, appearance and level of economic activity is key to the image of the surrounding neighbourhoods as Hastings Street serves as the business "heart" and as an important visual corridor in the area. In the past when the Burnaby Heights, Capitol Hill and Willingdon Heights areas were developing, the Hastings shopping street was the main service centre for the area. Since that time the relative economic importance of Hastings has declined, and it is considered necessary to take active steps to support quality development in the area in order to maintain investment and services to the neighbourhoods by maintaining the population base through the construction of new housing and to prevent stagnation of what has been a very slowly developing residential Community Plan area.

3.2 FUNCTION OF HASTINGS STREET AS A PRIMARY ARTERIAL

- Hastings Street is a designated primary arterial road in the Transportation Plan and is presently one of Burnaby's busiest arterials carrying over 33,000 vehicles per day. The management of traffic and the preservation of the local shopping along the street must both be considered as important objectives. Additional off-street parking and possible Provincial assistance for the commercial area upgrading may be possible once the updated land use plan is in place.

3.3 BACKGROUND TO THE PLAN

- The redevelopment of the Hastings area between Boundary Road and Willingdon Avenue has formed a part of the Municipal growth policy since 1969. While it is appropriate to continuously review such plans the basic objective of providing a limited and focussed apartment area is considered valid today.

3.4 ATTITUDES OF RESIDENTS AND BUSINESSES IN THE HASTINGS AREA

- For many years the issues of redevelopment particularly for high rise residential has been controversial and dates back to the construction of Seton Villa in the 1960's (a development that was not consistent with then-existing policies for the North Burnaby area and which accordingly was not recommended by staff). A proportion of the residents of the area object to the large number (38 approximately) high-rise towers which are currently permitted in the adopted (1969) Community Plan. The concern is that this scale of development would give Hastings Street a high density urban character and the existing interesting small business nature of the street would be eventually displaced.

The proposed revised plan prepared in 1987 outlined a significant reduction in this density consistent with the Residential Growth Management Study Report in 1980 (refer to section 4.1 below).

Many of the business people of the area have expressed the desire however to see further residential redevelopment to maintain the level of commercial activity and to provide a climate of economic growth or renewal in the area, and to support a viable range of local shops and services. Their support for the redevelopment of the Eagle Ford site for example has been virtually unanimous.

3.5 CONCEPT FOR THE HASTINGS AREA CORE

- The key to the Community Plan is to maintain a strong commercial core with a related high density residential area similar to Lonsdale or Kerrisdale, which supports the core by providing an improved population base and creating an economically strong area with a defined, focussed image. The Hastings area in Burnaby needs to continue to create its own strong commercial and residential area with a high quality image and sense of community to break away from the comparatively indistinct, unfocussed mixed commercial strip in Vancouver west to the downtown core.

It is considered highly desirable to provide a diversity of housing types within each sector of the Municipality to accommodate different stages of people's life cycles and changing lifestyles. An integral part of this centre is the commercial services which must also be provided.

- There is a need to develop a centre with a high level of commercial services and a range of housing types to permit residents of the nearby neighbourhoods to remain in the area in quality development in a similar manner to the high rise development in Metrotown that has attracted "empty nesters" in south Burnaby.

4.0 EXISTING AND PROPOSED POLICIES

4.1 DEVELOPMENT SCALE

The existing adopted Community Plan (1969) potentially allows, in theoretical terms, up to 38 high rise towers (22 residential and 16 commercial office towers) between Willingdon and Boundary. The existing C3 zoning which predominates along Hastings permits densities of up to 6.0 Floor Area Ratio for commercial or office uses.

The 1987 proposed revised Draft Plan for the Hastings Centre area that was tabled by Council on 1987 09 08 recommended that all the commercial towers be deleted and that a maximum of 16 residential towers (3 existing) be permitted.

The amended Plan now reflects what is considered to be a realistic level of high density residential accommodations for this sector of Burnaby, providing an element of the total spectrum of housing-type opportunities to meet the needs of those currently residing in or who will be attracted to the area, and complementing the lower density forms provided in the medium density and single/two-family neighbourhood components.

The C3 zoning would also be replaced with C2 zoning in the commercial strip as this permits up to 2.5 Floor Area Ratio, which is considered more in keeping with the smaller scale of the local businesses. Significant additions to the designated RM3 three storey areas was also recommended.

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4.2 REMAINING EXTENT OF HIGHER DENSITY CAPACITY

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There are certain key areas in the Plan area considered underdeveloped or in need of redevelopment, particularly on the blocks of Hastings west of MacDonald Avenue and in the 4100 block (containing the North Burnaby Inn and the Eagle Ford site).

The block between McDonald and Gilmore Avenues is presently the strongest economic part of the commercial core and the retention of its existing zoning designation would encourage the maintenance of the atmosphere of this successful area and avoid a potential disruption of the main pedestrian-oriented shopping area.

This would reduce the high rise residential capacity of the area further to twelve towers (including three existing) which is a total reduction of approximately 68% of the capacity in the currently adopted Plan. This general type of selective approach to redevelopment would build upon existing strengths in the area and provide redevelopment in those blocks primarily to the west which presently are less strong from a commercial view point and create a negative impression on the streetscape.

5.0 STATUS OF THE EAGLE FORD SITE (R.Z. #123/86) APPLICATION


Notwithstanding the existing Community Plan, but within the above context, it is considered essential to complete the approval process for Rezoning Reference #123/86 as the project has been based essentially upon the existing plans and the proposed revised plan, and has been in process for a considerable time. The rezoning prerequisites are now fully complete and a report on the rezoning appears elsewhere on this agenda.

6.0 CONCLUSIONS

The Hastings Centre area is in need of economic support and in need of other actions to reinforce this long standing service centre as a viable pedestrian commercial shopping area. Three steps are considered necessary to improve the economic viability of the area and to provide a positive land use policy framework for urban growth in order to prevent stagnation. One is the preparation of a revised land use plan along the lines discussed, a second is to pursue Provincial Government assistance to review the applicability of the Business Area Improvement and Downtown Revitalization Programs to upgrade the commercial area, and the third is to support development applications such as that proposed for the Eagle Ford site that will contribute to the positive upgrading of the image of the area, within a framework of controlled growth.

BR:sj

cc: Director Engineering


A. L. Parr
Director Planning &
Building Inspection