

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

RE: HASTINGS STREET AREA PLAN - PROPOSED ADJUSTMENT

RECOMMENDATIONS:

1. **THAT** Council endorse the draft adjustments to the Hastings Street Area Plan and authorize staff to initiate a public consultation process as outlined in Section 3.0 of this report.
2. **THAT** a copy of this report be sent to the Executive Director of the Heights Merchants Association, 102 - 4011 Hastings Street, Burnaby, B.C. V5C 2J1.

REPORT

The Community Planning and Housing Committee, at its Open meeting held on 2002 April 23, received and adopted the *attached* report requesting approval to pursue an adjustment to Hastings Street Area Plan and an associated consultation process. The report noted that the Heights Merchant Association approached the Community Issues and Social Planning Committee about the possible expansion of the Hastings Street Area Plan eastward to include the area between Willingdon and Gamma Avenues. Given the support for the extension of the Hastings Street Area Plan from merchants east of Willingdon and the types of uses and building form in the 4500 and 4600 blocks of Hastings Street, the report noted that an adjustment to the existing plan is suitable.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor G. Begin
Member

Councillor D. Johnston
Member

Y: - CITY MANAGER
- DIR. ENGINEERING
- DIR. PLNG. & BLDG.
- DIR. PARKS, REC. & CULT SERV.
- CITY SOLICITOR

TO: COMMUNITY PLANNING AND HOUSING
COMMITTEE

2002 April 18

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: HASTINGS STREET AREA PLAN - PROPOSED ADJUSTMENT

PURPOSE: To request approval for staff to pursue an adjustment of the Hastings Street Area Plan and associated public consultation process.

RECOMMENDATIONS:

1. **THAT** the Community Planning and Housing Committee recommend that Council endorse the draft adjustments to the Hastings Street Area Plan and authorize staff to initiate a public consultation process as outlined in Section 3.0 of this report.
2. **THAT** a copy of this report be sent to the Executive Director of the Heights Merchants Association, 102 - 4011 Hastings Street, Burnaby, B.C., V5C 2J1.

R E P O R T

1.0 INTRODUCTION

The Heights Merchants Association (HMA) appeared as a delegation at the 2001 November 27 meeting of the Community Planning and Housing Committee (CPHC) to discuss possible expansion of the Hastings Street Area Plan eastward to include the area between Willingdon and Gamma Avenues. The area along Hastings between Willingdon and Gamma was included in the HMA administered Business Improvement Area in 1998 which now runs 11 blocks along Hastings Street from Boundary Road to Gamma Avenue.

The following Section 2.0 provides the policy context of the Hastings Street Area within the Official Community Plan and the existing Hastings Street Area Plan. This is followed by Section 3.0, which outlines a analysis of the adjustment, a proposed approach and implementation process for the recommended Hastings Street Area Plan adjustment.

2.0 BACKGROUND

2.1 Official Community Plan Context

The Hastings Street Area Plan was designated as an Urban Village as a direct result of an Advisory Committee process which presented its recommendations to Council in 1991. The Official Community Plan, which was adopted by Council in 1998 June, includes the existing Hastings Street Area Plan as one of the thirteen Urban Villages in the City. An Urban

Village is intended to accommodate non-Town Centre multi-family development associated with a commercial service area. The intent of the commercial component of the Urban Village is to provide a focal point for convenient and close to home access to commercial facilities and services that can meet the day-to-day and occasional shopping needs of surrounding residential neighbourhood areas. These centres also help respond to the complete community objectives of the GVRD's Livable Region Strategic Plan.

2.2 History of the Hastings Street Area Plan

The Hastings Street Area Plan includes the area bounded by Boundary Road on the west, Willingdon Avenue on the east, the lane north of Albert Street on the north and the lane south of Pender Street on the south (see *attached* map). A Community Plan was originally created for this area in 1969 which recommended a mixture of commercial uses and high-rise apartment buildings. Re-evaluation of this plan was initiated in 1987 which resulted in the formation in 1989 by Council of an Advisory Committee including area residents, business owners and a Council representative. The current Plan was formulated from an extensive public consultation process which included development of the Plan through the Advisory Committee and a direct public consultation process of open houses.

2.3 The Current Hastings Street Area Plan

The Plan which resulted from this process was adopted by Council in 1991 June (see *attached* map). There are six main elements which were identified in the Hastings Street Area Plan. They are: 1) area character, 2) commercial mix, 3) residential mix, 4) traffic impacts, 5) parking and 6) pedestrian amenities. The general intent of the Plan was to maintain the existing 'village' character of Hastings Street by encouraging 4 storey mixed-use commercial and residential development on Hastings with ground-oriented townhouse development along portions of Albert and Pender Streets.

2.4 Implementation of the Hastings Street Area Plan

Following the recommendations of the Advisory Committee, Council directed staff to carry out implementation of the Plan. This included rezoning of the commercial area on Hastings Street to C8 (core area) and C8a (non-core area) to allow for village scale commercial uses at grade with residential potential above. As well, portions of the apartment areas along Albert and Pender Streets were rezoned to RM6 to allow low density townhouse development. Other properties along Albert and Pender Streets were designated as medium density townhouse developments to be rezoned as Comprehensive Development based on RM7 guidelines at the time of redevelopment.

The City has also developed a number of public parking facilities in the Hastings Street Area. Of the 16 public parking lots designated to be built in the Area Plan, 10 have been developed. There is a program in place for the City to pursue purchase of the remaining properties designated for public parking lots and development of the parking lots once the properties are obtained. Additionally, angled parking has been installed along five cross streets off Hastings.

2.5 Heights Merchants Association Business Improvement Area

The merchants along Hastings Street were successful in the creation of a Business Improvement Area (BIA) in 1994 which is administered by the HMA. The BIA originally included the area on Hastings Street between Boundary Road and Willingdon Avenue. In 1998 the BIA was expanded to include the area on Hastings Street between Willingdon and Gamma Avenues. The HMA has been very successful in coordinating major events along Hastings Street such as Hats Off Day and physical improvements to the street such as a banner program, street cleaning and flower planting. The HMA has contributed to creating a very strong identity for the Hastings Street commercial district. This has raised the profile of merchants along Hastings and is an integral component of the vibrancy of the community.

3.0 PROPOSED ADJUSTMENT TO THE HASTINGS STREET AREA PLAN

3.1 Issues Identified by Merchants

Further to the initial request by the HMA to consider expansion of the Hastings Street Area Plan, staff have met with merchants from the 4500 - 4700 Blocks of Hastings Street between Willingdon and Gamma. A meeting was held on 2002 January 9 with a group of 5 merchants representing these blocks. At the delegation to the Committee and, again at the meeting with staff, the merchants discussed why they were seeking to be included in the Hastings Street Area Plan and which issues they would like addressed.

As noted previously, the BIA on Hastings Street was extended eastward in 1998 to include the blocks (4500 - 4700 blocks) between Willingdon and Gamma Avenues. The extension of the BIA to include these blocks has created a greater interest from both areas, to the west and east of Willingdon Avenue, to have the area east of Willingdon included in the Area Plan. The merchants stated that they wanted to see an extension of the village character of the existing Plan Area east of Willingdon. This included elements such as pedestrian-oriented buildings and uses, a mixture of residential and commercial uses and the creation of a sense of vitality and activity on the street. They would like to achieve this while protecting the existing uses in the 4500 - 4700 blocks, as they believe that the existing uses are positive and contribute to the area.

Another issue identified by the merchants in the 4500 - 4700 blocks was vehicle parking. The merchants expressed concern about a lack of vehicle parking in the area, particularly on the south side of Hastings Street, in comparison to the existing Plan Area west of Willingdon.

3.2 Existing Conditions 4500 - 4700 Blocks of Hastings Street

In addition to meeting with the area merchants, an inventory of the existing conditions in the area between 4500- 4700 blocks of Hastings Street has been compiled. As shown on the *attached* map, most properties in the 4500 - 4700 blocks of Hastings Street are zoned C4- Service Commercial. The exceptions are a strip of commercial fronting Willingdon at the south-east corner of Willingdon and Hastings zoned C3 - General Commercial, the current McDonald's site at the south-west corner of Hastings and Alpha zoned C7 - Drive-In Restaurant and Pizza Hut located at the north-west corner of Hastings and Gamma zoned C7 - Drive-In Restaurant. The residential areas immediately to the north and south of Hastings Street are zoned almost exclusively as R5-Residential District. The exception is three properties located at the south-west corner of Pender Street and Alpha Avenue which are zoned P8 - Parking District.

Both the 4500 and 4600 blocks of Hastings Street do have a large number of uses which are in line with those permitted under C8a zoning. This includes restaurants, retail and office uses. These uses tend to be street-fronting and fit in well with the character of the existing Hastings Street Area Plan. The 4700 block has a large proportion of existing uses related specifically to new and used car sales and other uses suited to the C4 - Service Commercial zoning district (i.e. fast food outlet).

3.3 Proposed Adjustment to the Hastings Street Area Plan

Based on the comments of the merchants in the 4500 - 4700 blocks of Hastings Street and the existing conditions in the area outlined above, the following is being put forward as an adjustment to the Hastings Street Area Plan.

i) Land Use

It is proposed that the 4500 and 4600 blocks of Hastings Street maintain their current dominant C4 zoning, but be designated to allow rezoning to C8a - Hastings Street Village Commercial District (non-core). This would provide a more permissive optional development approach, creating opportunities for new C8a zoned development in line with the existing Hastings Street Area Plan. This approach would also protect the choice of maintaining the existing C4 - Service Commercial zoning, thereby retaining C4 uses which would not be permitted under C8a zoning. This approach is being proposed due to the existing types of uses and street-oriented character of the majority of development being similar to those permitted under C8a zoning.

Rezoning of properties to C8a in the 4500 and 4600 blocks of Hastings Street would allow development of up to four-storeys in accordance with the C8a District regulations. Uses permitted at the ground level would be pedestrian-oriented, with the potential for residential use above the first storey. If new developments are pursued through C8a District rezoning, the form and character of the existing Hastings Street Area Plan would be extended to these two blocks east of Willingdon. As well, this would reinforce the current predominant pedestrian-oriented, street-fronting building and use patterns within the 4500 and 4600 blocks of Hastings Street.

As noted above, only two sites in the 4500 and 4600 blocks of Hastings Street are not currently zoned C4 - Service Commercial. These are the C3 - General Commercial site at the southeast corner of Hastings Street and Willingdon Avenue and the C7 - Drive - In Restaurant McDonald's site at the south-west corner of Hastings Street and Alpha Avenue. C8a - Hastings Street Village Commercial District (non-core) zoning for these properties is considered more appropriate and reflective of the overall character of the Hastings Street Area Plan. This approach offers advantages to the owners and the community through the encouragement of mixed-use development with commercial at grade and the option for residential above. New development on these sites would be subject to use and design guidelines under C8a zoning, providing new development more appropriate to the existing neighbourhood, and potentially increase the marketability of the sites for the property owners. As such, staff would intend to discuss the benefits of rezoning of these sites to C8a with the owners as part of the public consultation process.

The 4700 block of Hastings Street is not being included in the proposal for designation to allow rezoning to C8a - Hastings Street Village Commercial District (non-core). This is due to the majority of uses in the 4700 block being oriented specifically to the sale/service of new and used cars. These existing C4 uses are expected to remain in this area for the foreseeable future, and are not in line with the village concept of C8a zoning.

There is no adjustment to land use being proposed to the residential areas directly to the north or south of the 4500 - 4700 blocks of Hastings Street. These areas are not similar to the residential areas directly to the north and south of the existing Hastings Street Area Plan which did have a number of multi-family developments in place prior to the plan. The residential areas directly to the north and south of the 4500 - 4700 blocks of Hastings Street are exclusively zoned as R5, which permits one or two family dwellings. The introduction of multiple family development in these areas is not being considered at this time.

ii) Vehicle Parking

Business owners from the 4500 - 4700 blocks of Hastings Street noted that they would like to see an increase in vehicle parking in the area due to impacts of the High Occupancy

Vehicle lanes. There are two potential methods for providing additional parking in the area. One is City-provided public parking lots and the other is the provision of additional on-street parking on side-streets perpendicular to Hastings Street, both of which are provided in the existing Hastings Street Area Plan west of Willingdon.

A small City-provided public parking lot is located at the corner of Willingdon Avenue and the lane south of Hastings Street, in the south-west corner of the adjustment area. This lot is provided on unused road right-of-way, and is approximately half the size of City-provided public parking lots west of Willingdon Avenue. An opportunity for additional City-provided public parking lots does exist through two city-owned properties located at the north-west corner of Pender Street and Alpha Avenue. These properties are currently zoned P8 - Parking District and are leased to the adjacent McDonald's restaurant for parking use. McDonald's is expected to move to another location two blocks to the east within the next year, allowing the City lots to be utilized for City-provided public parking. Pender and Alpha is a strategically central location within the proposed extension area and is well-suited to provide convenient public parking.

An additional lot directly to the west of the City-owned properties, also zoned P8-Parking District, is owned and used by McDonald's as part of the existing parking lot. Including this McDonald's parking lot in a City parking lot would provide a parking area equivalent in size to two of the City-provided parking lots west of Willingdon. Given that this is the only available location east of Willingdon for the City to provide additional public parking, it may be appropriate to include the McDonald's-owned parking lot in a City-provided parking facility for this area. Further assessment of this possibility in terms of costs and overall spaces required is proposed. The proposed City-provided public parking lot could be developed to a similar standard as the existing City-provided lots west of Willingdon. Items such as appropriate planting, signage and lighting to provide a safe parking area and integration of the lot with the surrounding residential area will be examined once the future of the lots has been determined.

In terms of on-street parking, additional on-street parking is currently in place in the proposed plan expansion area on Alpha and Beta Avenues in the blocks north of Hastings Street. Additional opportunities for on-street parking include Alpha and Beta Avenues south of Hastings Street. It is proposed that these areas be included as on-street parking facilities.

iii) Pedestrian Safety

Related to transportation issues, the Hastings Street merchants between Willingdon and Gamma also have concerns about pedestrian safety in this area. In order to provide safer pedestrian access across Hastings Street within the 4500 and 4600 blocks, it is recommended that the feasibility of installing a pedestrian signal between the 4600 and 4700 blocks (at

Hastings and Beta) be assessed by the Traffic and Transportation Committee - Traffic Safety Division. This is the only remaining intersection on Hastings Street between Boundary Road and Gamma Avenue which does not have either a traffic or pedestrian signal.

iv) Implementation Approach

Implementation of the adjustment to the Hastings Street Area Plan would occur through the extension of the Area Plan boundary to include the 4500 and 4600 blocks of Hastings Street and the proposed city-provided surface parking lot at the north-west corner of Pender and Alpha. This is seen as an adjustment to the existing Hastings Street Area Plan, rather than a revision, due to the proposed area to be included in the Plan east of Willingdon Avenue not being pre-zoned, but designated for either C4 or C8a zoning.

3.4 Implementation and Public Consultation Process

Endorsement of Draft Hastings Street Area Plan Adjustment

- Community Planning and Housing Committee and Council endorse, in principle, the proposed adjustment to the Hastings Street Area Plan and the proposed process for Public Consultation

Public Consultation Process

- Mail-out of information on the proposed adjustments to the Hastings Street Area Plan outlined above with an opportunity to mail back comments from property owners and tenants on Hastings, Pender and Albert Streets between Willingdon and Gamma Avenues (see *attached* map for area of mail-out distribution)
- A public open house to be held in the Hastings Street Area Plan community at an appropriate, convenient location (to be determined) in early 2002 June displaying information about the proposed adjustments and providing an opportunity for area residents to comment on the proposal
- Revision of proposed adjustments to existing Hastings Street Area Plan based on public comments

Potential Adoption of Expansion

- Presentation of recommended finalized Plan adjustments to Community Planning and Housing Committee for consideration and referral to Council for adoption.

If the proposed approach is adopted by the Committee and Council, the process could commence in 2002 May and would be expected to take approximately 3 - 4 months to complete.

5.0 SUMMARY

The HMA has approached the Community Planning and Housing Committee about the possible expansion of the Hastings Street Area Plan to the area between Willingdon and Gamma Avenues and the improvement of lanes behind Hastings Street between Boundary and Willingdon. Given the support for extension of the Hastings Street Area Plan from merchants east of Willingdon and the types of uses and building form in the 4500 and 4600 blocks of Hastings Street, an adjustment of the existing Plan is suitable. It is recommended that the Community Planning and Housing Committee recommend to Council that the proposed adjustment of the Hastings Street Area Plan and associated public process, as outlined in this report, be endorsed.

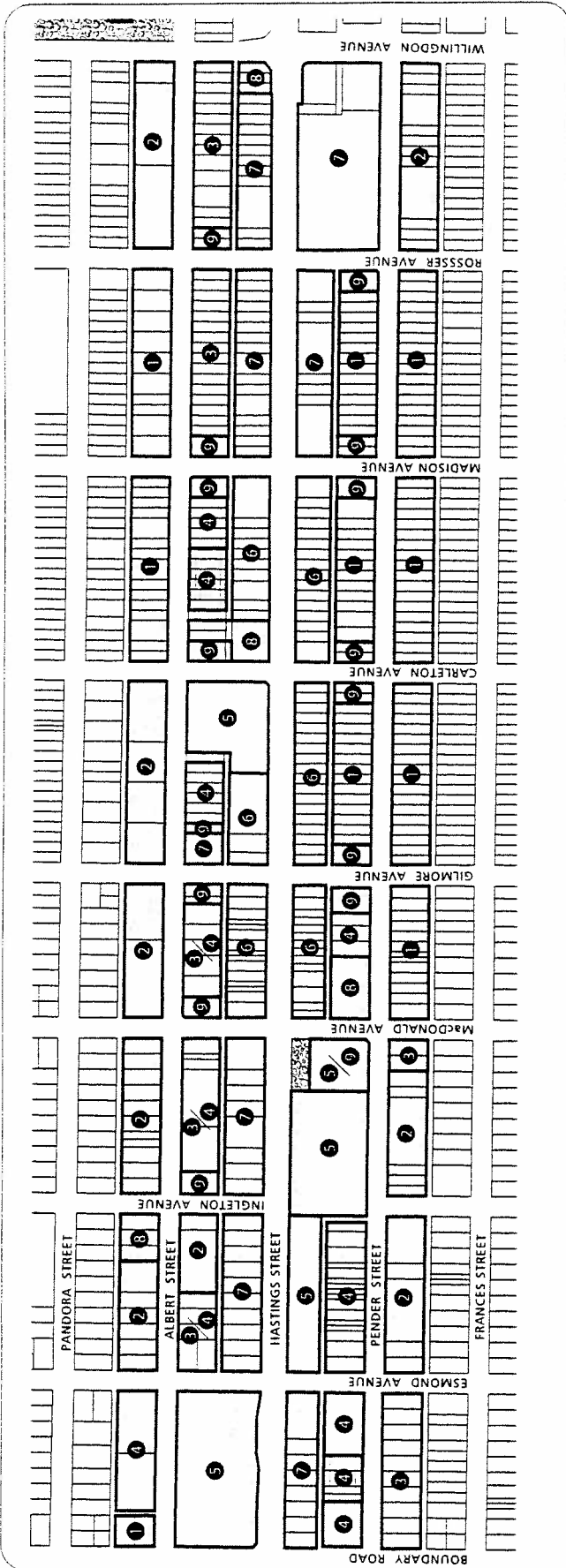


J. S. Belhouse
Director Planning and Building

PSF:gk
Attach

cc: City Manager
City Solicitor
Director Engineering
Director Parks, Recreation and Cultural Services

P:\Paul Faibish\Hastings\East of Willingdon\2001 Plan Xtension Rpt to Hsg Cttee 4.wpd



Hastings Street Area Plan (Adopted)

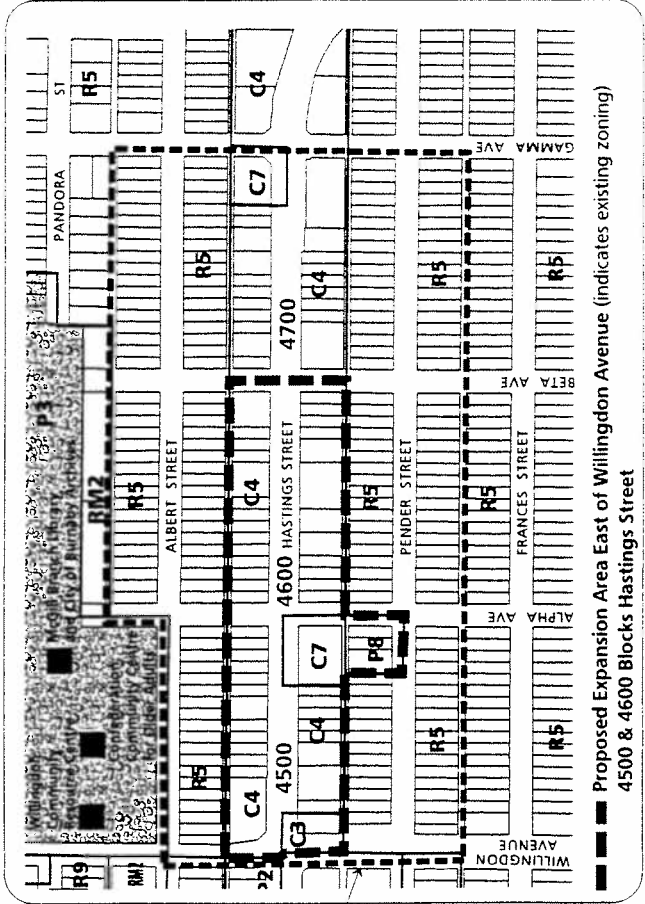
- 1 Single and two family dwellings (Retained)
- 2 Low rise multi-family residential (RM3)
- 3 Single, two family or 2 1/2 storey townhousing (RM6)
- 4 3 1/2 storey townhousing (CD-RM7)
- 5 Comprehensive development (CD)
- 6 Core commercial (4 storey mixed use) (C8)
- 7 Non-core commercial (4 storey mixed use) (C8a)
- 8 Institutional
- 9 Parking
- 10 Park
- 11 Existing
- 12 Pending application



Community Plan Three



PLANNING & BUILDING DEPT.
2001, NOVEMBER



Proposed
mail-out Area