



HASTINGS STREET COMMUNITY PLAN EXTENSION

The following planning report constitutes an amendment to the Hastings Street Community Plan which was adopted by Council on April 7, 2008.

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COMMUNITY DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: HASTINGS STREET AREA PLAN – PROPOSED EXTENSION

RECOMMENDATION:**ADOPTED**

1. **THAT** Council adopt the amended Hastings Street Area Plan Extension as outlined in Appendix 1 of the attached report.
2. **THAT** Council authorize distribution of this report and Appendix 1 to property owners and businesses in the Hastings Street Plan Extension area and to other parties who have provided comment through the public consultation process.

REPORT

The Community Development Committee, at its meeting held on 2008 March 18, received and adopted the *attached* report conveying the results of the public consultation process and seeking adoption of the amended Hastings Street Area Plan Extension.

In response to a declining commercial area and the need for its revitalization, and as a result of a desire to equalize development and commercial opportunities within the Heights BIA east and west of Willingdon Avenue, the Committee believes that an extension of the Hastings Street Area Plan east of Willingdon Avenue is needed. The directions presented in the amended Hastings Street Area Plan Extension promote a balanced mixed-use redevelopment approach, while providing expanded commercial opportunities through the addition of retail uses through a Zoning Bylaw Text Amendment and area rezoning. The Committee concluded by noting that the urban village concept for this area, the additional parking opportunities and the added flexibility to current commercial zoning support the concept of transit-oriented development along this key regional commercial/transportation corridor, and offer the potential to create a community where people are able to work, live, shop and recreate in their own neighbourhood.

With Council adoption of the amended Hastings Street Area Plan Extension, City staff would proceed with implementation of the Plan by using it as a basis for guiding future mixed-use redevelopment through individual rezonings (each requiring the approval of Council), and by

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commencing the necessary amendments to the Burnaby Zoning Bylaw to create the C4 “a” District, which would permit retail uses in the study area upon completion of a related rezoning to that District.

Respectfully submitted,

Councillor C. Jordan
Chair

Councillor D. Johnston
Vice Chair

Councillor G. Evans
Member

Copied to:	City Manager
	Director Planning & Building
	Director Engineering
	Director Finance
	Director Parks, Recreation and Cultural Services
	City Solicitor
	Chief Building Inspector

TO: CHAIR AND MEMBERS
COMMUNITY DEVELOPMENT COMMITTEE

DATE: 2008 March 12

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 71100 20
Reference: HSA Plan Review

SUBJECT: HASTINGS STREET AREA PLAN - PROPOSED EXTENSION

PURPOSE: To convey the results of the public consultation process and to seek adoption of the amended Hastings Street Area Plan Extension

RECOMMENDATIONS:

1. **THAT** the Committee recommend to Council that the amended Hastings Street Area Plan Extension be adopted as outlined in Appendix 1.
2. **THAT** the Committee recommend to Council that this report and Appendix 1 be distributed to property owners and businesses in the Hastings Street Plan Extension area and to other parties who have provided comment through the public consultation process.

R E P O R T**1.0 INTRODUCTION**

In recognition of the desire to revitalize the Hastings Street corridor east of Willingdon Avenue, and in order to equalize commercial opportunities within the overall Hastings Street Business Improvement Area (BIA), a draft plan extension has been prepared predicated on an amended C4 commercial zoning in the area and the designation to permit future four-storey mixed-use redevelopment on a site by site basis. Together, the proposals outlined in the Plan Extension address the need for commercial revitalization by allowing retail uses which are presently restricted by current zoning. As well, they provide for additional housing opportunities and an extension of the regionally significant Hastings ("Heights") Village area.

On 2007 October 1, Council endorsed the draft Hastings Street Area Plan Extension as a basis for further review and public comment. This report presents a summary of the issues raised through the public consultation process, and presents amendments to the Plan arising from the process. It also seeks Committee and Council adoption of the amended Plan, as outlined in this report and in Appendix 1.

2.0 PUBLIC REVIEW PROCESS

Following Council endorsement of the draft Hastings Street Area Plan Extension, staff initiated the adopted public consultation process. A brochure summarizing the main proposals contained in the draft Plan was mailed to property owners, occupants and

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businesses within the adopted consultation area, which was bounded by Willingdon and Delta Avenues and the lanes north and south of Albert and Pender Streets respectively. The brochure also included a survey related to the draft Plan proposals which could be submitted as feedback. In total, the brochure was mailed to approximately 511 households, businesses and property owners. The brochure invited property owners, merchants and residents to attend an Open House held on 2008 January 30 at the Confederation Seniors Centre Activity Hall.

The brochure and draft Plan was also available at the McGill Library and Eileen Daily Recreation Centre, as well as posted on the City's web site with an opportunity to complete an on-line version of the survey. A total of 80 people attended the Open House event, and 103 people have provided written responses (inclusive of on-line responses). Two petitions from Pender Street and Delta Avenue residents, encompassing some 76 total signatures, have also been received for a total of 179 written responses.

3.0 SUMMARY OF PUBLIC COMMENTS AND PROPOSED PLAN AMENDMENTS

A total of 179 written comments were received on the draft Plan proposals, 107 (66 survey responses, 41 petition signatures) of which were from the adopted consultation area, 72 (37 survey responses, 35 petition signatures) from the broader community. The responses from outside the adopted consultation area ranged from locations in the broader Heights community, Brentwood, Capitol Hill, South Burnaby and Vancouver. As such, only those comments from the adopted consultation area are discussed below.¹

The following summarizes the survey results and comments received from respondents within the adopted consultation area, as well as the major issues raised with a response to each. This report also outlines proposed amendments incorporated into the revised Hastings Street Area Plan Extension arising from the comments received. In addition, a number of minor text and editorial changes have been incorporated into the amended Plan. These include deleting references to "draft" and other text changes consistent with an endorsed plan document.

3.1 Survey Results

As noted above, included in the information brochure was a survey that residents, merchants or property owners could complete and submit to the City. An on-line version of this survey was also made available on the City's website along with supporting background information (reports, maps and sketches). The following summarizes the results of the two questions posed in the survey – *Do you generally agree with the proposal to increase commercial opportunities in the area through an area rezoning as outlined in the proposal; and, Do you generally agree with the proposal to provide for the designation of the area for future mixed-use commercial/residential development as outlined in this proposal?* As noted, 66 survey responses were received from within the consultation area which are the basis of the analysis in Sections 3.1.1, 3.1.2 and 3.1.3 below (the petition responses are discussed separately in Section 3.1.4)

¹ Even with the inclusion of all responses from outside the adopted consultation area, the survey results and associated analyses do not change significantly, and thus would not change the conclusions of this report.

3.1.1 Question 1 – Do you generally agree with the proposal to increase commercial opportunities in the area through an area rezoning as outlined in the proposal?

The survey responses conclusively show that there is strong support (about 78% of those who responded) for expanding commercial opportunities within the study area as outlined in the draft Plan proposals; which include creation of a C4“a” subscript zoning district that would permit generalized retail uses (currently prohibited in the area) and an area rezoning of the study area to that district. Furthermore, the support is broad in the sense that residential and commercial properties indicated equally strong support for this proposal.

As the support for adding retail uses to this portion of the Hastings Street corridor through a zoning bylaw text amendment and associated area rezoning is sound, no adjustments to this specific proposal of the draft Plan Extension are recommended.

3.1.2 Question 2 – Do you generally agree with the proposal to provide for the designation of the area for future mixed-use commercial/residential development as outlined in this proposal?

The survey responses for Question 2 also show considerable support for designating the area for future four-storey mixed-use redevelopment, although not as conclusively as for Question 1. Approximately 69% of survey responses indicate support for this proposal, while approximately 31% are opposed. Of the overall 69% in favour, it is worth noting that the support appears to be strong from both the commercial and residential properties. It is also worth noting that opposition to the proposal was almost exclusively from residential properties, primarily those along the north side of Pender Street and the 400 Block Beta Avenue.

The somewhat less conclusive support for the proposal to designate Hastings Street between Willingdon Avenue and the lane west of Delta Avenue for four-storey mixed-use redevelopment is related to a number of concerns raised by those who expressed opposition to this aspect of the draft Plan Extension. These concerns are discussed in detail below, in Section 3.2 of this report. Overall, however, based solely on the foregoing survey results, the proposal to designate this portion of Hastings Street for future four-storey mixed-use redevelopment appears to be generally supported.

3.1.3 Summary of written comments

Below is a table summarizing the range of written comments received in connection with the public consultation process, generally indicating the prevalence of recurring themes and/or concerns.

General Comment	Number of Appearances
Area in decline/needs revitalization/vacant lots	31
General support	18
Concerns related to parking/increased traffic	12
Concerns about views from Delta/property values on Delta/stop the plan at Gamma/further comment	12
Desire to see a more village-like environment, like that west of Willingdon/ more foot traffic	11
Concerns about views/property values on Pender and Beta	11
Desire to rezone Pender/Albert to allow for multi-family	8
Move ahead with the plan quickly	4
Allow for the commercial density to transfer to the residential component to permit maximum FAR	4
Concerns related to noise/increased crime from new development	4
"The area west of Willingdon still requires revitalization"	2
Concerns related to property values on Albert	1
"The area is nice as-is"	1
Increase the density in the area (allow for 6 stories on Hastings)	1
General concerns related to increased density	1

What is evident from this table is that there is considerable written support for the four-storey mixed-use proposal in the draft Plan, as well as a general desire to revitalize the area. In terms of concerns raised, the foregoing table suggests there to be a few chief concerns (although mentioned less often) primarily related to the four-storey mixed-use proposal, including loss of views, parking and increased traffic, further opportunity to comment on the Plan, and the extent of the Plan's boundaries (discussed in detail below – see Sections 3.2.2 to 3.2.5).

3.1.4 *Petitions Received*

In addition to the comments received from the City provided survey, two petitions have been received in the context of the public consultation process for the draft Plan Extension proposals. The first petition had ten signatures, all of which were residents of Delta Avenue north of Hastings Street. This petition expressed general support for the expansion of commercial opportunities within the study area, but opposition to the four-storey mixed-use component extending to the lane west of Delta Avenue based on view impacts and reduced property values perceived to accompany neighbouring mixed-use development.

The second petition was initiated by Pender Street residents (Willingdon Avenue to Gamma Avenue) who oppose the four-storey mixed-use component of the Plan Extension. Of the 66 signatures appearing on the petition, 23 properties from within

the adopted consultation area are represented, encompassing some 4.5% of the area's total properties, and 8.5% of Pender Street and Beta Avenue properties within the consultation area. If these petition responses² were included in the analysis of the survey results for Question 2 above, the level of support would be 57% (from 69%), and the level of opposition would be 43% (from 31%). It is noted that the petition did not address the commercial expansion proposal of the draft Plan Extension. The primary concerns raised in this petition include view impacts, increased traffic, on-street parking on Beta and Alpha Avenues, noise, as well as loss of privacy.

3.2 Generalized Public Comments and Issues Raised

3.2.1 *Support for the Plan*

Public Comment: A number of concerns related to the area's decline were raised by businesses, residents and property owners throughout the study area and beyond. A number of submissions also expressed a desire to see the Hastings Street area east of Willingdon Avenue improve as an urban village, similar to the Plan area west of Willingdon Avenue. It is also worthy to note that a few responses also wished to see the parallel streets of Albert and Pender designated for multiple-family-type uses.

Response: As noted above, and in the Plan document **attached** as Appendix 1, a primary reason for proceeding with a plan extension which provides the opportunity for four-storey mixed-use redevelopment reflects these noted concerns about the area's general decline and the need for its revitalization.

In specific reference to aiding in the area's revitalization, it is believed that the Plan, with its two key components of adding retail uses and designation for future mixed-use redevelopment, would increase the area's overall commercial vitality and longer-term viability, decrease tenant turnover and building vacancies, and improve the area's physical appearance.

It is noted that a number of responses also mentioned a desire to see Albert and Pender Streets designated for multiple-family residential. The proposed Plan does not recommend this approach for the parallel streets, as the prevailing lot pattern consists of 10.06 m. (33 ft.) wide lots, many of which are substantially improved with newer buildings, which make necessary consolidations for redevelopment to occur very difficult. For similar reasons, a substantial (Rosser to Gilmore) portion of the Plan area along Pender and Albert Streets west of Willingdon Avenue was designated for retained single and two-family dwellings.

On balance, in consideration of the support shown for Question 2 in the survey results (even if petition responses are included), and in light of the numerous written responses and comments received in support of the Plan Extension proposals, staff believe there to be sufficient overall support to recommend the Plan's adoption, subject to a few amendments as noted below.

² It is noted that 26 of the 66 people who signed the petition also submitted survey responses and written comments. These multiple responses were not 'double-counted' in the foregoing summaries and analyses.

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3.2.2 Views

Public Comment: Concerns were raised by Pender Street and Delta Avenue residents that four-storey development would impede their views of the North Shore mountains and Downtown Vancouver respectively. Loss of views is the primary concern of those residents who oppose the mixed-use proposal of the Plan Extension.

Response: Concern over the loss of views was a major concern of those who opposed the 2002 proposal to expand the Hastings Street Area Plan east of Willingdon Avenue. At that time, the mixed-use proposal included the rezoning of the 4500 and 4600 blocks to the C8a District, which permits developments up to four storeys in height and an FAR of 3.0. That proposal would have permitted development under the C8a zoning through the Preliminary Plan Approval process, which does not provide for staff influence over site and building design, nor does it require Council approval or consultation with surrounding affected residents and merchants.

As stated in Section 3.2 of the Plan attached as Appendix 1, the mixed-use development approach involves a community plan designation which includes the potential for future four-storey mixed-use development using the Comprehensive Development (CD) District (based on the C2 Community Commercial and RM3 Multiple Family Districts as guidelines). This differs from the 2002 proposal in two important ways. First, the combined density of the C2 and RM3 Districts is much less than that provided by the C8a Hastings Street Village District (about 1.6-2.0 FAR versus 3.0 FAR).³ While not necessarily affecting building heights – mixed-use development under the proposed draft Plan Extension would remain at a maximum of the lesser of four-stories or 52.5 ft. – the lower densities would result in far less bulky buildings, thus providing for further separation from the neighbouring single and two-family areas. The second major difference from the 2002 proposal is the requirement that each new development is required to seek rezoning approval from Council. As such, each new development would be required to be submitted to a Public Hearing, thus giving affected residents, merchants and property owners the ability to provide comment on specific aspects of each proposal. Furthermore, use of CD zoning would provide the City with the opportunity to significantly influence site and building design as to adequately integrate new developments into the surrounding built environment.

Notwithstanding lower densities and the requirement that new developments obtain rezoning approval, it is acknowledged that viewscales, particularly those of Pender Street residents will change to some degree as a result of new four-storey developments. However, in consideration of the area's need for revitalization and the anticipated benefits mixed-use developments could bring to the area, it is believed that the foregoing approach is a balanced one, and on this basis, staff could take these concerns into consideration when reviewing rezoning applications, and make appropriate adjustments to building and site design, to the extent possible.

³ Variability in FAR is related to individual site circumstances, extent of site coverage, and the mutual exclusivity of commercial and residential uses on the second storey.

3.2.3 *Parking and Traffic Concerns*

Public Comment: Concerns were raised, primarily by Pender Street residents, that four-storey mixed-use development would worsen an already growing shortage in parking in the area, as well as increase traffic.

Response: As stated in Section 3.2.2 of the Plan attached as Appendix 1, the lack of parking in the area is noted, especially during peak hours when on-street parking on Hastings Street is stripped. In order to address this issue, the Plan Extension proposes to explore options for providing more parking within the study area. Two such methods include: provision of additional on-street parking on side-streets perpendicular to Hastings Street (i.e., Alpha, Beta and Gamma Avenues); and, developing additional City-provided public parking lots, similar to the Plan area west of Willingdon Avenue.

One reason for the lack of available parking in the Heights area is generally a result of older buildings with high site coverages and attendant few off-street parking spaces, thus relying heavily on street parking to meet their needs. It is noted that new developments would be required to meet off-street Zoning Bylaw parking requirements (1.6 spaces per residential unit as opposed to 1.0 spaces per residential unit west of Willingdon Avenue). Also noted in Section 3.2.2 of the Plan is the option to pay cash in-lieu of commercial parking spaces, the funds from which would help fund City-owned parking facilities which are intended to coalesce commercial parking in specific, appropriate, locations in order to avoid commercial parking from spilling over onto residential streets. This cash in-lieu strategy has generally proven to be successful in the Plan area west of Willingdon Avenue.

With respect to increased traffic, it is noted that development is likely to proceed incrementally over a number of years, likely decades. As such, as each new development advances through the rezoning process, appropriate road improvements (i.e., to flanking side streets and/or rear lanes) and other related servicing could be obtained to help offset the impact of new development.

3.2.4 *Boundaries of the Plan Area*

Public Comment: Comments were received proposing that the 4800 block of Hastings Street be excluded from the Plan area because of the impact four-storey development would have on the views of Delta Avenue properties.

Response: The reason for including the 4800 Block Hastings Street in the Plan boundary was to provide for appropriate, complementary development at the four corners of the intersection of Hastings Street and Gamma Avenue, and to provide some general equity, in terms of development potential, among commercial properties in the overall plan area. However, given the noted concerns of Delta Avenue residents, and in lieu of the peripheral role the eastern portion of the 4800 Block Hastings Street has in the overall Plan area, it is proposed that the Plan Extension be amended to remove the CD (RM3/C2) designation from 4853, 4877, and 4890 Hastings Street. This would address the concerns of Delta Avenue

residents, while also preserving the Plan Extension's original intent of development at the intersection of Hastings Street and Gamma Avenue. It is noted that the properties at 4853 And 4877 Hastings Street are improved with substantial buildings in good condition, and thus not expected to redevelop in the foreseeable future. 4890 Hastings Street is a small triangular site which is incapable of supporting higher intensity development. Removal of the CD (RM3/C2) designation from these properties, therefore, is not likely to encourage an inappropriate development pattern, nor would it frustrate redevelopment of the sites as their development potential is not expected to be realized in the short-term. Finally, removal of the CD (RM3/C2) designation from the noted three properties would more closely align the Plan Extension area with the official Heights BIA boundaries, which do not include the 4800 Block Hastings Street.

It should be noted that the proposed C4a zoning, which would allow for expanded commercial opportunities such as retail uses, would continue to apply to the above-noted three properties, thus providing them with some advantage to the Plan's extension east of Willingdon Avenue.

3.2.5 Further Opportunities to Comment

Public Comment: A number of comments were received regarding further opportunities to comment on the Plan.

Response: As individual development proposals are submitted, the rezoning and related Public Hearing process will allow opportunities for the public to comment on proposals. With Council adoption of the amended Plan Extension, it is recommended that this report and Appendix 1 (the Hastings Street Area Plan Extension) be distributed to property owners and businesses in the Plan area as well as to other parties who have provided comments through the public consultation process.

4.0 CONCLUSION AND NEXT STEPS


In response to a declining commercial area and the need for its revitalization, and as a result of a desire to equalize development and commercial opportunities within the Heights BIA east and west of Willingdon Avenue, an extension of the Hastings Street Area Plan east of Willingdon Avenue is needed. The directions presented in the amended Hastings Street Area Plan Extension promote a balanced mixed-use redevelopment approach, while providing expanded commercial opportunities through the addition of retail uses through a Zoning Bylaw Text Amendment and area rezoning. This approach builds on the area's strengths and protects long-established existing commercial uses, while also providing an alternative to the C8 zoning west of Willingdon Avenue, which places several restrictions on non-retail oriented commercial uses (i.e., frontage restrictions on banks and offices). Taken together, the urban village concept for this area, the additional parking opportunities and the added flexibility to current commercial zoning support the concept of transit-oriented development along this key regional commercial/transportation corridor, and offer the potential to create a community where people are able to work, live, shop and recreate in their own neighbourhood.

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On 2007 October 01, Council endorsed a draft Hastings Street Area Plan Extension as a basis for further review and public comment. A brochure summarizing the main proposals contained in the draft Plan Extension was mailed to property owners, residents and businesses in the study area bounded by Willingdon Avenue, Delta Avenue, the lane south of Pender Street and the lane north of Albert Street. A total of 511 brochures were mailed out. A total of 179 responses were received on the draft Plan Extension. Based on the feedback received, staff have recommended a few amendments to the Plan Extension, as outlined in this report.

With Committee endorsement and Council adoption of the amended Hastings Street Area Plan Extension, staff would proceed with implementation of the Plan by using it as a basis for guiding future mixed-use redevelopment through individual rezonings (each requiring the approval of Council), and by commencing the necessary amendments to the Burnaby Zoning Bylaw to create the C4 "a" District, which would permit retail uses in the study area upon completion of a related area rezoning to that District.

It is recommended that the Community Development Committee recommended to Council the adoption of the Hastings Street Area Plan Extension as outlined in Appendix 1.


B. Luksun
Director Planning and Building

EK:gk
Attach

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

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HASTINGS STREET AREA PLAN EXTENSION

HASTINGS STREET AREA PLAN

2008 MARCH 13

1.0 INTRODUCTION

On 2005 November 28, Council considered a rezoning application for 4638 Hastings Street which proposed to rezone the property from C4 Service Commercial District to C2 Community Commercial District to permit a greater scope of retail uses and the development of an additional (third) storey. In response to the application, Council adopted a recommendation to hold the rezoning request in abeyance pending a staff review of the possibility of extending the Hastings Street Area Plan east of Willingdon Avenue. Resulting from this rezoning request, Council adopted a recommendation of the Community Development Committee (CDC), on 2006 March 06, that authorized staff to initiate a review of the commercial zoning on Hastings Street between Willingdon and Delta Avenues.

On 2007 February 20, the CDC received a report concerning the proposed expansion of the Hastings Street Area Plan, encompassing the portion of Hastings Street between Willingdon and Delta Avenues. The report presented a proposal for a commercial zoning approach in line with Council direction which would essentially add retail uses to the C4 zoning in that area. In response to the report, the Heights Merchant's Association (HMA) approached the CDC with a proposal to consult with the neighbourhood about mixed-use options for that portion of Hastings Street. Subsequently, at the 2007 March 27 meeting of the CDC, the HMA presented information arising from their public information gathering process in support of four-storey mixed-use building forms and land uses along Hastings Street between Willingdon and Delta Avenues. As a result of this presentation, the Committee directed staff to analyze land use concepts for the Heights area east of Willingdon Avenue for discussion purposes. On 2007 July 05, the CDC received the requested analysis of land use options for the subject study area and directed staff to pursue a community plan amendment on the basis of mixed-use land uses along Hastings Street between Willingdon and Delta Avenues within a four storey built form.

This report provides the policy context of the Hastings Street Area relative to the Official Community Plan and the existing Hastings Street Area Plan. This report also provides an approach for the Hastings Street Area Plan Extension and implementation process for associated zoning amendments. The study area consists of the commercial properties fronting Hastings Street between Willingdon and Delta Avenues, as shown on Sketch #1, ***attached***.

2.0 BACKGROUND/POLICY CONTEXT

2.1 *The Current Hastings Street Area Plan*

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 (see ***attached*** Sketch #1). 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.

The current Hastings Street Area Plan, adopted by Council in 1991 June, embodies six main elements, including: 1) area character, 2) commercial mix, 3) residential mix, 4) traffic management, 5) parking and 6) pedestrian amenities. The general intent of the Plan was to maintain the existing 'village' character of Hastings Street (between Boundary Road and Willingdon Avenue) by encouraging four storey mixed-use commercial and residential development on Hastings Street with ground-oriented townhouse development along portions of Albert and Pender Streets.

2.2 *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. Since the Area Plan's adoption, a number of redevelopments along Hastings, Pender and Albert Streets have been accomplished, contributing to realizing the Area Plan's goals and objectives.

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, 11 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 also been installed along five cross streets off Hastings Street.

2.3 *Heights Merchants Association (HMA) Business Improvement Area (BIA)*

The merchants along Hastings Street were successful in the creation of a 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. Shortly thereafter, in 2002, the HMA requested the area east of Willingdon Avenue be included within an expanded Hastings Street Area Plan which involved the application of the C8a District to allow for mixed-use built forms. Staff reviewed this proposal, and prepared a draft plan as a basis for public input. As the input process revealed considerable opposition to the C8a proposal, Council adopted a Housing Committee recommendation to not extend the Plan area at that time. The HMA continue to promote an extension of the village character of the existing Plan area east of Willingdon. Central to this desire on the part of the HMA is the inclusion of 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.

Overall, as expressed by the HMA, the need for a review of the Hastings Street corridor between Willingdon and Delta Avenues arises from a growing need for its revitalization (the number of vacancies has been steadily increasing over the last decade, and there is a desire to eliminate the commercial zoning disparities within the overall BIA – the zoning west of Willingdon Avenue permits a much wider range of commercial uses, noting especially generalized retail, compared with the zoning east of Willingdon Avenue).

3.0 PROPOSED AREA PLAN EXPANSION (WILLINGDON – DELTA)

3.1 Existing Conditions (Study Area)

Currently, the vast majority (approximately 95%) of properties fronting Hastings Street between Willingdon and Delta Avenues are zoned C4 Service Commercial District (see **attached** Sketch #2). The exceptions are a strip of commercial fronting Willingdon at the south-east corner of Willingdon and Hastings zoned C3 - General Commercial, the former McDonald's site at the south-west corner of Hastings and Alpha zoned C7 - Drive-In Restaurant, the current McDonald's site at the north-east corner of Hastings Street and Gamma Avenue zoned CD Comprehensive Development District, and the 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 R5-Residential District.

The study area is predominantly characterized by service commercial-type uses, but a few restaurants and office uses provide for a varied street front. However, it is noted that the portion between Beta and Gamma Avenues has a greater proportion of existing uses related specifically to new and used car sales and other uses more suited to the C4 Service Commercial District.

3.2 Proposed Adjustment to the Hastings Street Area Plan

Based on the premise that a mixed-use built form and land use is required to equalize the viability of the BIA east and west of Willingdon Avenue, the comments of the

merchants and the desire to provide an environment which is conducive to revitalization, the following approach is being advanced as an extension to the Hastings Street Area Plan.

3.2.1 Land Use

Commercial Component

The overall approach for the subject study area is segmented into two components. The first is to provide the commercial properties within the BIA east of Willingdon Avenue the same range of commercial opportunities as those west of Willingdon Avenue. It is therefore recommended that the C4 Service Commercial District, which is the predominant zoning district in the area, be amended to include a broader range of commercial uses, namely the inclusion of general retail-type uses. This would provide the same breadth of commercial opportunities within the overall BIA, while also protecting those viable service commercial uses likely to remain for some time. It is believed that this approach would immediately assist in decreasing commercial vacancies and tenant turnovers in the area as the range of permitted commercial uses is expanded. As well, the greater variety of uses will also likely increase pedestrian traffic and strengthen the Heights area generally as a destination shopping street.

In terms of implementation, it is proposed that the C4 Service Commercial District be amended with the addition of a subscript zoning category which provides for expanded commercial uses in addition to those permitted in the C4 District. As such, the new subscript "a" category would allow for all those uses permitted in the C4 Service Commercial District, as well as *Retail stores that sell new or used goods*. Building height would remain at two-storeys. While this amendment is intended for use primarily in the subject study area, it may be also utilized on a site specific basis within the other C4 areas throughout the City, if it is determined that the addition of retail uses would not adversely affect the realization of Community or Development Plan objectives within those specific areas.

As the amendment to the Zoning Bylaw is relatively minor, and in recognition that the change would not likely trigger the need for significant additional servicing, it is also proposed that the commercially-zoned properties along Hastings Street between Willingdon and Delta Avenues, be rezoned to the new C4a District under a City-initiated application, with the exception of the drive-through restaurant at 4801 Hastings Street, which is zoned CD Comprehensive Development District (see attached Sketch #3). Prezoning the study area to the new zoning district would not result in any further legal non-conformity, with the exception of the two C7 Drive-In Restaurant District-zoned properties at 4556 (formerly McDonald's) and 4775 (Pizza Hut) Hastings Street. Due to its current vacant status, it is noted that the McDonald's site at 4556 Hastings Street

would not have non-conformity protection. That is, once rezoned to the C4a District, another drive-through restaurant would not be able to locate at this location. Furthermore, this rezoning to the C4a District is consistent with the approach taken west of Willingdon Avenue, when the current Hastings Street Area Plan was adopted by Council in 1991.

Low-Rise Mixed-Use Component

With the foregoing commercial zoning amendments providing immediate benefits by permitting the full range of commercial uses and opportunities, the second component includes the designation of the Hastings Street frontage between Willingdon Avenue and the western half of the 4800 Block Hastings Street for four storey mixed-use redevelopment with retail commercial uses permitted at-grade and on the second storey and residential above (two storeys of residential if two storeys of commercial are proposed and three storeys of residential if only one storey of commercial is proposed). Under this concept, a general continuation of the village character associated with the Heights area west of Willingdon Avenue would be extended eastward (see *attached* Sketch #3). Mixed-use with commercial at-grade and residential above, to a maximum of four stories (52.5 ft.), would comprise the general building form and land use pattern. However, rather than extension of the C8a District east of Willingdon Avenue, a combination of RM3 Multiple Family Residential District and C2 Community Commercial District is proposed as guidelines for Comprehensive Development (CD) District zoning. This combination is likely to yield a theoretical cumulative density in the range of 1.6 – 2.0 FAR, assuming full underground parking is provided in line with the Burnaby Zoning Bylaw.

This overall density is less than the theoretical maximum provided under C8a zoning (3.0 FAR – but, only 2.0 to 2.4 is typically achieved without rezoning approval); however, given that the prevailing lots fronting Hastings Street are relatively shallow at typically 120 ft., it is staff's experience that this modified approach is better able to address the recurring challenge of redeveloping relatively small sites. It is strongly believed that the same village character emerging west of Willingdon Avenue would also be achieved. The slightly lower density development form is therefore seen as more appropriately scaled for urban village development, and more achievable without the requirement for onerous lot consolidations. Additionally, it is felt that the lower-scaled form of development and the use of CD District zoning – which provides Council with the ability to influence building design, massing and siting – would help address many of the loss-of-view issues raised by area residents.

Given the relationship of the proposed new higher density development with the R5 single and two-family areas to the north and south, and the need to achieve municipal services necessary to serve the proposed densities, rezoning is not proposed for this component. Rather, the Community Plan would designate the

area for mixed-use redevelopment, with rezoning being the responsibility of individual developers, and rezoning approval in line with an adopted Plan on an individual (case by case) basis being the decision of Council. This would also provide area residents and merchants an opportunity to review each new development proposal through the City's usual Public Hearing process.

3.2.2 Vehicle Parking

Business owners within the study area have consistently noted that they require more vehicle parking in the area due to the loss of on-street parking on Hastings Street during peak hours. The City recently constructed a parking lot at the corner of Pender Street and Alpha Avenue. However, given that the City has comprehensively addressed this issue west of Willingdon Avenue, it is considered appropriate to examine further alternatives to provide expanded parking within the study area. There are two potential methods for providing additional parking. 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 Avenue (see *attached* Sketch #3). Further assessment of the possibility for an expansion to the number of City-owned parking lots in terms of costs, potential sites and overall spaces is proposed. 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.

As a means of funding expanded off-site public parking opportunities within this area, it is also proposed that Section 800.4 (34) of the Zoning Bylaw be amended to give C4a and CD (C2/RM3) properties on Hastings Street the option of providing cash in-lieu of required commercial parking spaces. It is noted that a cash in-lieu payment of \$8,000 per non-residential parking stall has been available to C8 and C8a-zoned sites for some time, and has been useful in helping to fund some of the City-owned parking facilities west of Willingdon Avenue. As well, this option has provided some flexibility for new uses and businesses with more onerous parking requirements (i.e., restaurants) that would have otherwise been restricted by the historic absence of off-street parking provision of many of the Hastings Street commercial properties.

3.2.3 Implementation Approach

Implementation of the proposed revision to the Hastings Street Area Plan would occur through the extension of the Area Plan boundary to include the commercially-zoned portions of Hastings Street between Willingdon Avenue and the lane west of Delta Avenue, and pursuit of the land use approaches

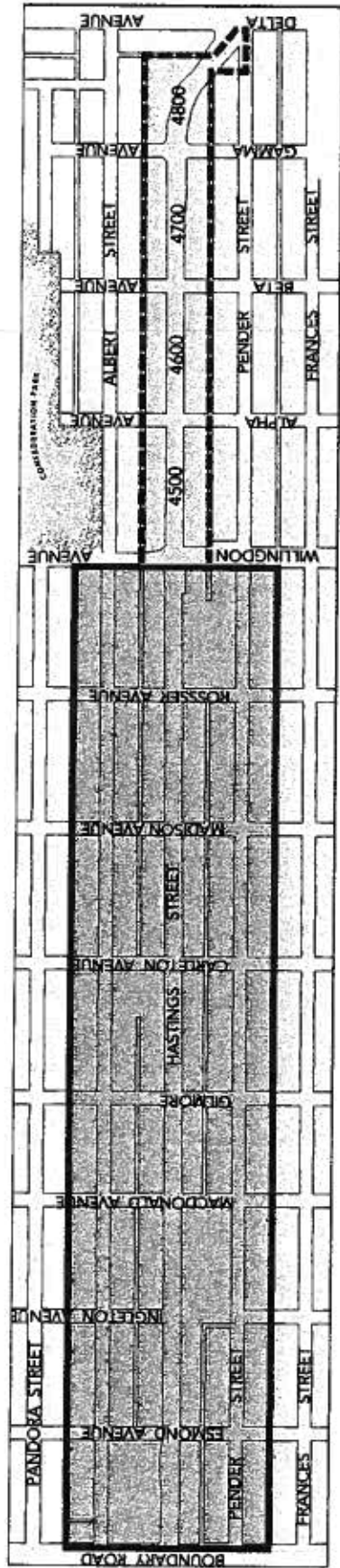
(commercial and mixed-use) as outlined above and as shown on Sketch #3. In relation to the commercial component, a Zoning Bylaw text amendment and subsequent area rezoning would be pursued shortly after the Plan's adoption. As regards the mixed-use component, the Plan's adoption would provide for the area's land use designation with future redevelopment occurring on an incremental basis and requiring Council consideration of individual rezoning applications.

4.0 SUMMARY

In response to a spot zoning request in the 4600 Block Hastings Street to allow for retail uses which were otherwise precluded under the prevailing C4 zoning, Council directed staff to undertake a review of the Hastings Heights area between Willingdon and Delta Avenues with a view to expanding retail use opportunities. Within the context of this Area Plan review, the HMA has expressed their preference for an approach which involves the expansion of the C8a District to this area. Under the direction of the Community Development Committee, a two-component mixed-use approach is proposed for the study area east of Willingdon Avenue. This includes a Zoning Bylaw text amendment to create a zoning district intended to broaden the range of commercial uses within the overall BIA (applicable to the proposed study area), while maintaining a lower-scaled built form (two-stories). The second component includes designation of the study area for future redevelopment to the CD Comprehensive Development District (based on RM3/C2 District guidelines) in the expanded community plan to allow individual sites to redevelop for four-storey mixed-use forms in the future. As such, each redevelopment proposal would require Council approval through the rezoning process, including submission of the proposal to a Public Hearing.


It is felt this approach is a balanced one. Through immediately providing a much broader scope of potential commercial uses, and the option for future mixed-use redevelopment, the area would likely experience a revitalization, resulting in increased pedestrian activity, thus contributing to a more vibrant streetscape, decreased vacancies and tenant turnover, and strengthening the Heights' favourable position as one of the region's most recognized shopping streets. In light of the foregoing, an adjustment of the existing Plan through its expansion east of Willingdon Avenue as outlined above, including the proposed amendments to the C4 Service Commercial District and the Off-Street Parking Schedule, is provided.

EK:gk
Attachments



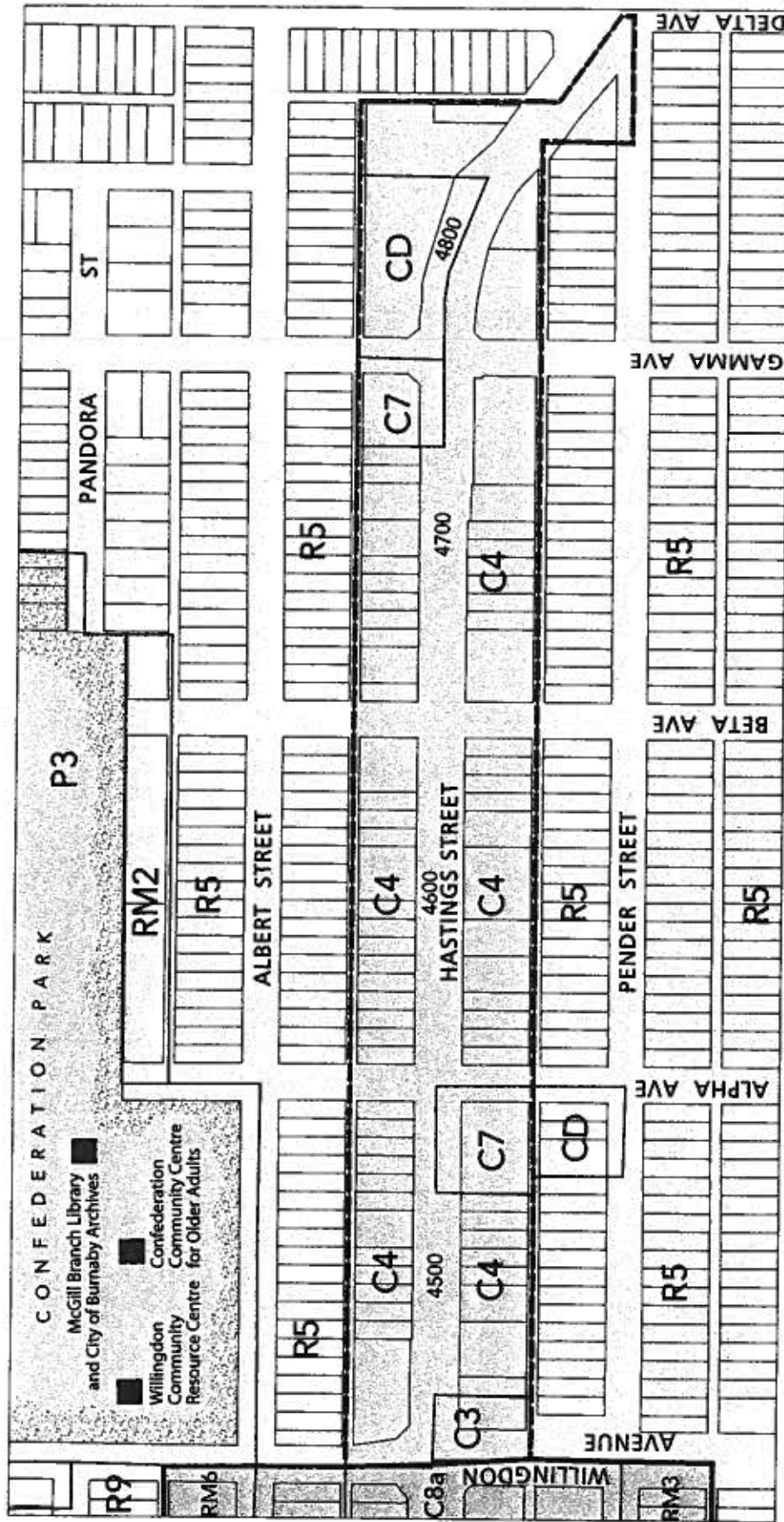
Boundary Extension of the Hastings Street Plan Area

 Existing Hastings Street Plan Area

 Boundary Extension Area

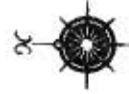


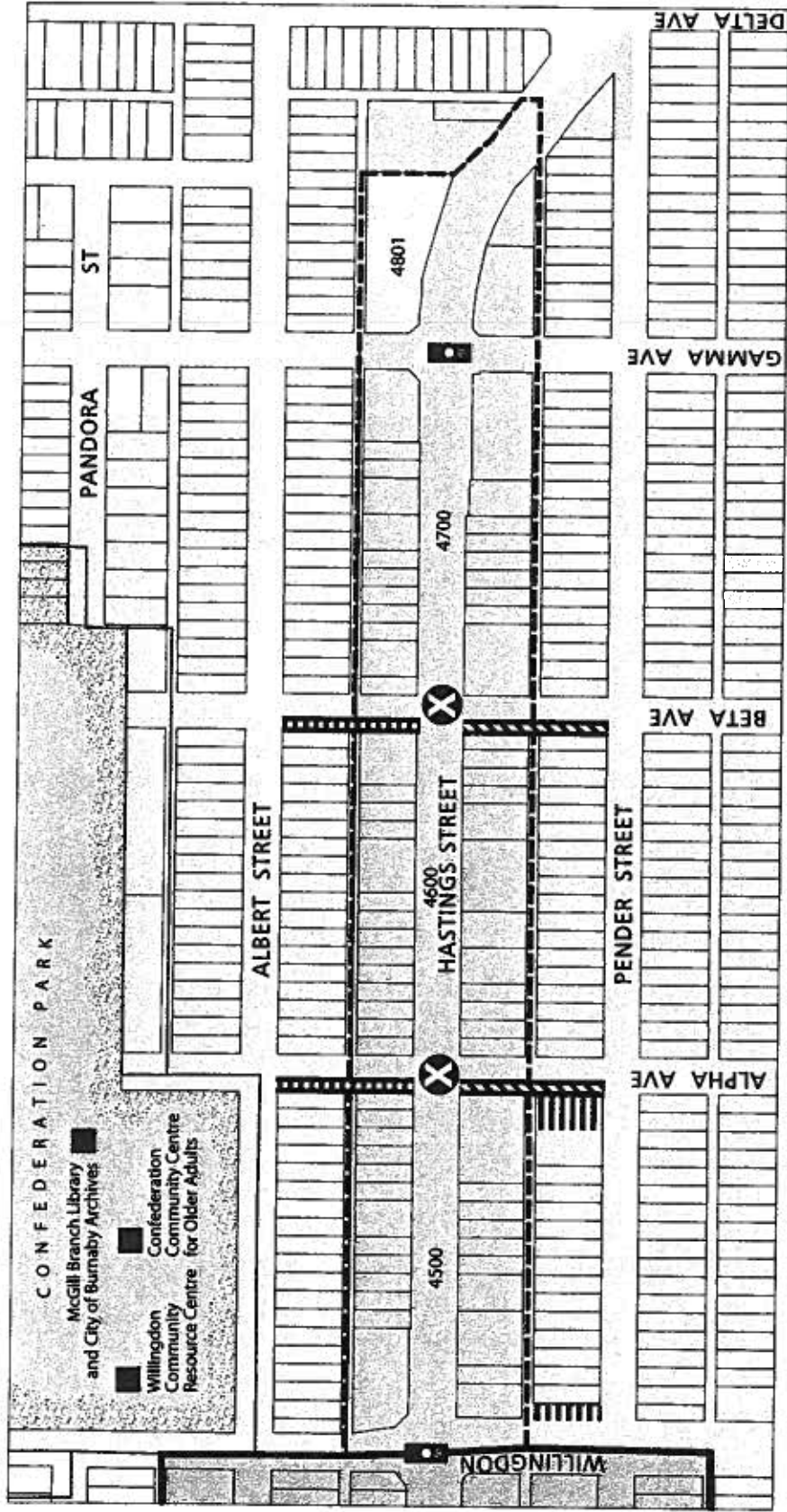
Sketch 1



Study Area - Existing Zoning
4500 - 4800 Blocks Hastings Street

-  existing Hastings Street Plan Area
-  Hastings Street Area Plan Extension





Hastings Street Area Plan Extension Land Use Concept

4500 - 4800 blocks Hastings Street



- existing Hastings Street Plan Area
- area of C.4a rezoning
- existing public parking
- existing street parking
- future street parking
- extent of CD (RM3/C2) mixed-use designation (future development - requires rezoning approval of Council)
- existing traffic signal
- existing pedestrian signal

Sketch 3

