

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

Re: Urban Renewal Site: 3800 Hastings Street - Hastings Street Area Plan

RECOMMENDATIONS:

1. **THAT** Council approve amendments to the Hastings Street Area Plan as outlined in this report.
2. **THAT** a copy of this report be sent to the Heights Merchants Association c/o Claudia Laroye, Executive Director, #102-4011 Hastings Street, Burnaby, B.C. V5C 2J1.

REPORT

On 1999 August 12, the Community Planning and Housing Committee endorsed the *attached* report outlining a proposed amendment to the Hastings Street Area Plan to facilitate development of social housing, market housing and commercial development for the Urban Renewal site at the 3800 block of Hastings Street and Pender Street. The Committee noted that the proposed amendment would result in the Urban Development site being divided into smaller development sites. The Committee further noted that division of the site into five lots would allow the affordable housing component to be developed as a separate project, make development opportunities available to a wider range of developers who might not be able to afford the current large development program and provide a wider assortment of building types, adding variety and interest to the area's streetscape.

Respectfully submitted,

Councillor L.A. Rankin  
Chairman

Councillor C. Redman  
Member

Councillor J. Young  
Member

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| : COPY - CITY MANAGER<br>- DIRECTOR ENGINEERING<br>- DIR. PLNG. & BLDG. |
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**TO:** COMMUNITY PLANNING AND HOUSING COMMITTEE 1999 July 21  
**FROM:** DIRECTOR PLANNING AND BUILDING  
**SUBJECT:** URBAN RENEWAL SITE: 3800 HASTINGS STREET  
HASTINGS STREET AREA PLAN

**PURPOSE:** To outline a proposed amendment to the Hastings Street Area Plan to facilitate development of social housing, market housing and commercial development for the Urban Renewal site at the 3800 block of Hastings Street and Pender Street.

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**RECOMMENDATIONS:**

1. **THAT** the Community Planning and Housing Committee recommend to Council adoption of the amendments to the Hastings Street Area Plan as outlined in this report.
2. **THAT** a copy of this report be sent to the Heights Merchants Association c/o Claudia Laroye, Executive Director, #102-4011 Hastings Street, Burnaby, B.C., V5C 2J1.

**REPORT**

**1.0 BACKGROUND**

The Hastings Street Area Plan designates the block bounded by Hastings Street on the north, Pender Street on the south, Esmond Avenue on the west and the Ingleton Avenue walkway on the east as the "Urban Renewal Site"(see **attached** Sketch #1). This unique site is largely vacant and intended to be redeveloped in two or three parcels with mixed residential and commercial uses as indicated in the Hastings Street Area Plan. The plan also contains a provision that a portion of the site be developed with affordable housing.

The south-east corner of the site is developed with a community garden on the City-owned 3885 - 3897 Pender Street and a privately owned apartment building on 3873 Pender Street. It is expected that these two uses will remain for the foreseeable future.

For the balance of the Urban Renewal Site, public ownership is at 87% (see **attached** Sketch #2). The City owns the Hastings Street frontage (Lot 58) in conjunction with the Provincial Government and the Canada Mortgage and Housing Corporation. The City owns the majority of the lots on Pender Street; only 3805 Pender Street and the three small lots (16.6 feet wide each) that comprise 3863 Pender Street remain in private ownership. In 1997 Council authorized staff to approach the owners of these lots to determine if they wished to sell their properties to the City. It was found that either there was no interest in selling or

that the prices sought exceeded fair market value.

Recently, staff have been approached by a private developer who has obtained options to purchase 3805 and 3863 Pender Street, and who wishes to purchase the City lands and pursue development of non-market and market housing on the site.

At the *In Camera* Council meeting on 1999 July 12 Council considered a report regarding the possible sale of City lands and adopted a recommendation directing staff to report to the Community Planning and Housing Committee on possible reconfiguration of the Urban Renewal site's development pattern in light of current social housing initiatives introduced by the Provincial Government and market conditions. The purpose of this report is to outline the proposed amendments to the Urban Renewal Site for their inclusion in the Hastings Street Area Plan.

## 2.0 EXISTING LAND USE DESIGNATION

The Urban Renewal Site is treated as a special case in the Hastings Street Area Plan for the following reasons:

- it is a large site suitable for comprehensive redevelopment which encompasses both commercial and residential uses and where it would be appropriate to close the lane.
- it is largely in City ownership; a situation where it is possible to use a portion of the site for social housing;
- it is adjacent to the Ingleton Terrace development and could be suitable for a denser form of development than is suggested for other blocks in the study area;
- the land within the entire block slopes dramatically from the northeast corner to the southwest creating a potential to accommodate some development density below the grade at Hastings Street. This slope would also allow some residential units on the Hastings Street side to gain views over units fronting Pender Street towards the southwest.

The site is designated for a combination of commercial at grade and residential above grade development on the Hastings Street frontage in accordance with the C8 - Hastings Village Commercial District with the exception of allowing up to six storeys. The Pender Street frontage is designated for three and one half storey townhouses in accordance with the RM7 - Hastings Village Multiple Family Residential District. The overall site is designated for a maximum Floor Area Ratio of 1.7 including the affordable housing component. When the plan was developed, it was expected that the lane would be closed and consolidated with the balance of the site, and the site would be developed in a "through lot" configuration. At the time that the plan was prepared, there were few examples of mixed use development on relatively shallow (100 foot deep) lots.

Since that time, the Hastings Street area has seen the development of a number of successful mixed use developments on shallow lots under the C8a zoning designation, including the project at the 3700 block of Hastings Street just west of the Urban Renewal site, as well as a number of townhouse developments under CD (RM7) guidelines on Pender Street. The experience with these projects has shown:

- Development of mixed use, street-front oriented projects has been successful on lots with a depth of 100 feet.
- Retention of lanes is desirable to provide both commercial and residential development along Hastings Street with vehicular access to underground parking, as a place to put accessory services such as garbage receptacles and recycling facilities, and to prevent the interruption of the Hastings Street pedestrian streetscape with driveways.
- Smaller developments are more in character with the rhythm and scale of existing development, especially that developed in accordance with the Hastings Street Area Plan (ie. C8a and CD (RM7) Districts).
- Development of smaller sites is more feasible for a larger number of developers who do not have the resources to undertake a large development program.
- Attempts to develop non-profit housing as a component of a larger project in absence of significant subsidies by senior governments have proven to not be feasible.

Therefore, it is considered appropriate to amend the Hastings Street Area Plan to permit development of the 3800 block of Hastings Street and Pender Street that is more reflective of the surrounding context and new development under the Plan, and to permit a range of smaller redevelopment sites including a proposed separate non-profit housing site. Rather than promote the consolidation of the site prior to redevelopment, the amended plan would recognize the existing development pattern, and allow for smaller development sites.

### 3.0 PROPOSED AMENDMENTS TO THE URBAN RENEWAL SITE

#### 3.1 Hastings Street Frontage

The attached Sketch #3 shows a proposed amended development plan for the 3800 block of Hastings Street. It is proposed that the Hastings Street frontage be designated C8a (Hastings Street Commercial District-Non Core area) to permit mixed commercial and residential use, similar to other block frontages in the area. It is also suggested that the Hastings Street frontage of the site be divided into two or possibly three separate development sites, to better reflect the scale of other development in the Hastings Street area and to create a greater building variety. The maximum development density for the Hastings Street sites would not exceed 3.0 FAR for both the commercial and residential floor area

with a maximum building height of six storeys. Terracing of the building would be required as C8a zoning includes a setback of 45° from the Hastings Street side for storeys above the second storey. Special design considerations and building massing arrangements will need to be considered to properly treat the back face of the buildings fronting Hastings Street, such as terracing and/or building articulation, to avoid an inappropriately large sheer wall facing the lane and the rear of the Pender Street developments. In general, given that the Urban Renewal Site is a “special case” in the Hastings Street Area Plan, staff would work with potential developers towards achieving a high quality, pedestrian-oriented design that would enrich the Hastings Street area.

### **3.2 Pender Street Frontage**

The **attached** Sketch #3 shows a proposed amended development plan for the 3800 block of Pender Street. It is proposed that the Pender Street frontage be designated RM7 (Hastings Village Multiple Family Residential District) to permit three and one half storey ground-oriented townhouse use, similar to other block frontages in the area. It is recommended that the site be divided into three separate development sites, with the two western lots being approximately equal in size, and the eastern lot being slightly smaller, ultimately creating project sizes in the range of 15-20 units each. This reconfiguration of the Pender Street frontage is recommended in order to facilitate the creation of a separate lot for the required affordable housing component of the Urban Renewal Site on lot “D” in Sketch #3 and to increase the variety of building forms along the street. The designation of a separate lot for the affordable housing requirement would, in light of recent affordable housing allocations announced by the Provincial Government, allow this component of the site to be redeveloped in the near future if funding can be secured. To date, staff have had initial discussions with a private developer and an affordable housing consultant about the possibilities of securing funding for the proposed site.

The Floor Area Ratio for 3 ½ storey townhouse residential development under RM7 guidelines would not exceed 1.1, similar to other block frontages along Pender Street. As well, all units will be required to have a separate ground-oriented entrance. Emphasis will be placed on developing useable private front yards, and some reduction to the setback requirements may be considered depending on the detailed design proposal. It is recognized that the development of the most easterly site that currently contains the apartment building and community garden is a long term proposition. If the community garden were to be retained in the longer term, the existing apartment building could be redeveloped as a small infill project under the RM7 district guidelines. The overall site appears to contain significant tree specimens that will need to be reviewed by an arborist for potential protection as part of the plan amendment process and prior to disposition of any sites.

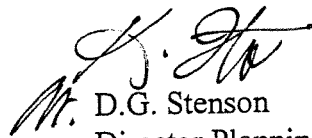
**3.3 Retention of the Lane**

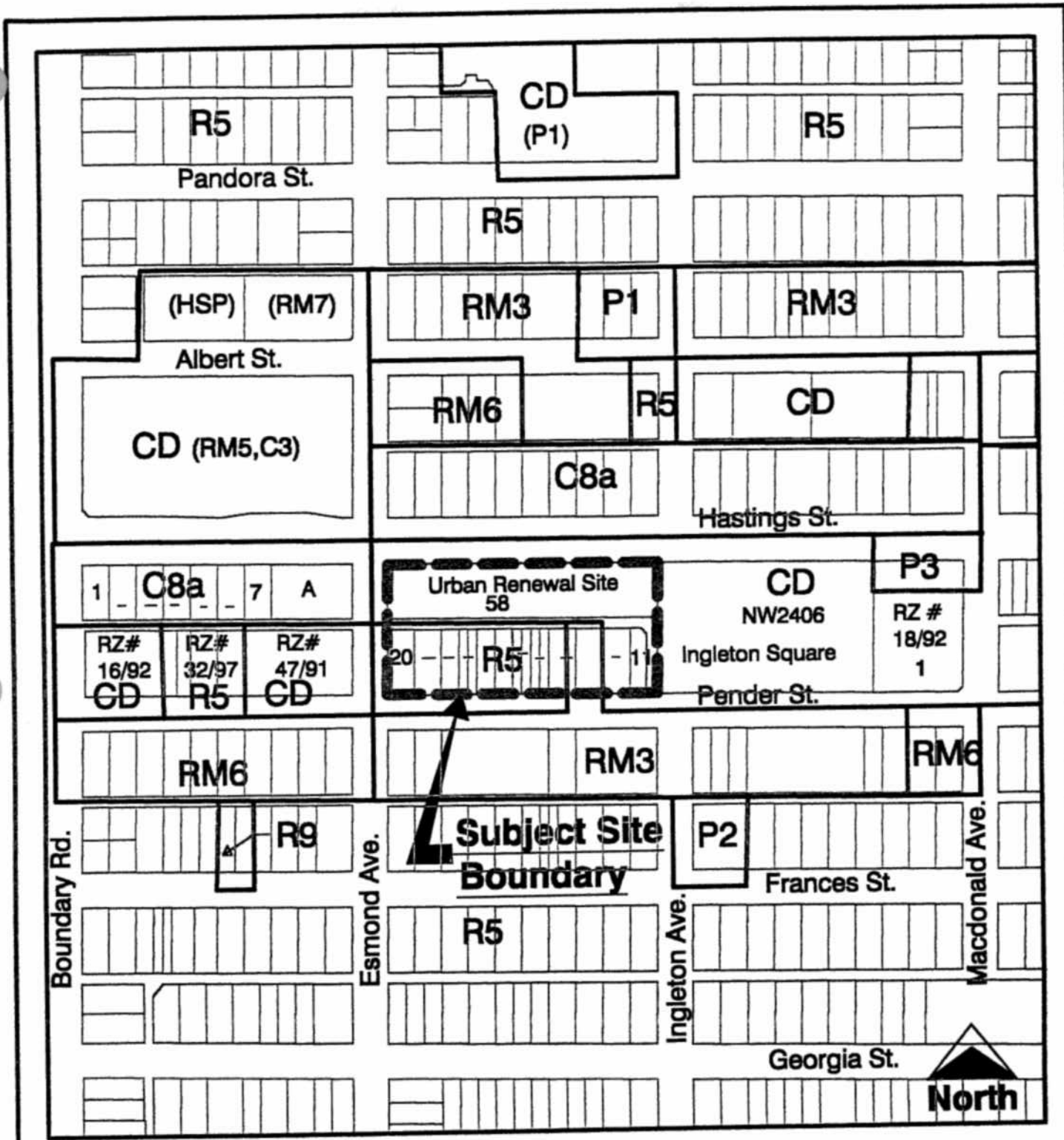
As noted above, the Hastings Street Area Plan designates that the lane through the Urban Renewal site be closed to allow for through-block development. Due to the success of development on relatively shallow (100 foot wide) lots in the area since adoption of the plan and the desire to retain the lane as an area for vehicle access and accessory services it is recommended that the lane on the Urban Renewal Site be retained. This will be particularly useful in permitting vehicles to access the commercial development along Hastings Street while minimizing commercially-oriented traffic on Pender Street. Retention of the lane would also maintain the current pattern of land configuration in the Hastings Street area, allowing increased integration of development on the Urban Renewal Site into the existing community.

**4.0 CONCLUSION**

The Urban Renewal Site is a special case in the Hastings Street Area Plan that provides a unique opportunity to bring high quality development to this large, mostly undeveloped site. The original Hastings Street Area Plan designates this site for consolidation with commercial at-grade and residential above along Hastings Street, townhouses along Pender Street and the inclusion of affordable housing as a component of the overall site development. In consideration of recent development patterns in the Hastings Street area and to take advantage of possible affordable housing initiatives recently announced by the Provincial Government, it is recommended that the Urban Renewal Site be divided into smaller development sites as outlined in this report. Division of the site into the five lots as outlined above would allow the affordable housing component to be developed as a separate project, make development opportunities available to a wider range of developers who might not be able to afford the current large development program and provide a wider assortment of building types, adding variety and interest to the area's streetscape.

Staff have presented the revised site configuration to the Heights Merchants Association for their comment. The Association indicated their support for the revisions as set out in this report, and welcomed any effort on behalf of the City to expedite development of the Urban Renewal Site.

  
D.G. Stenson  
Director Planning and Building

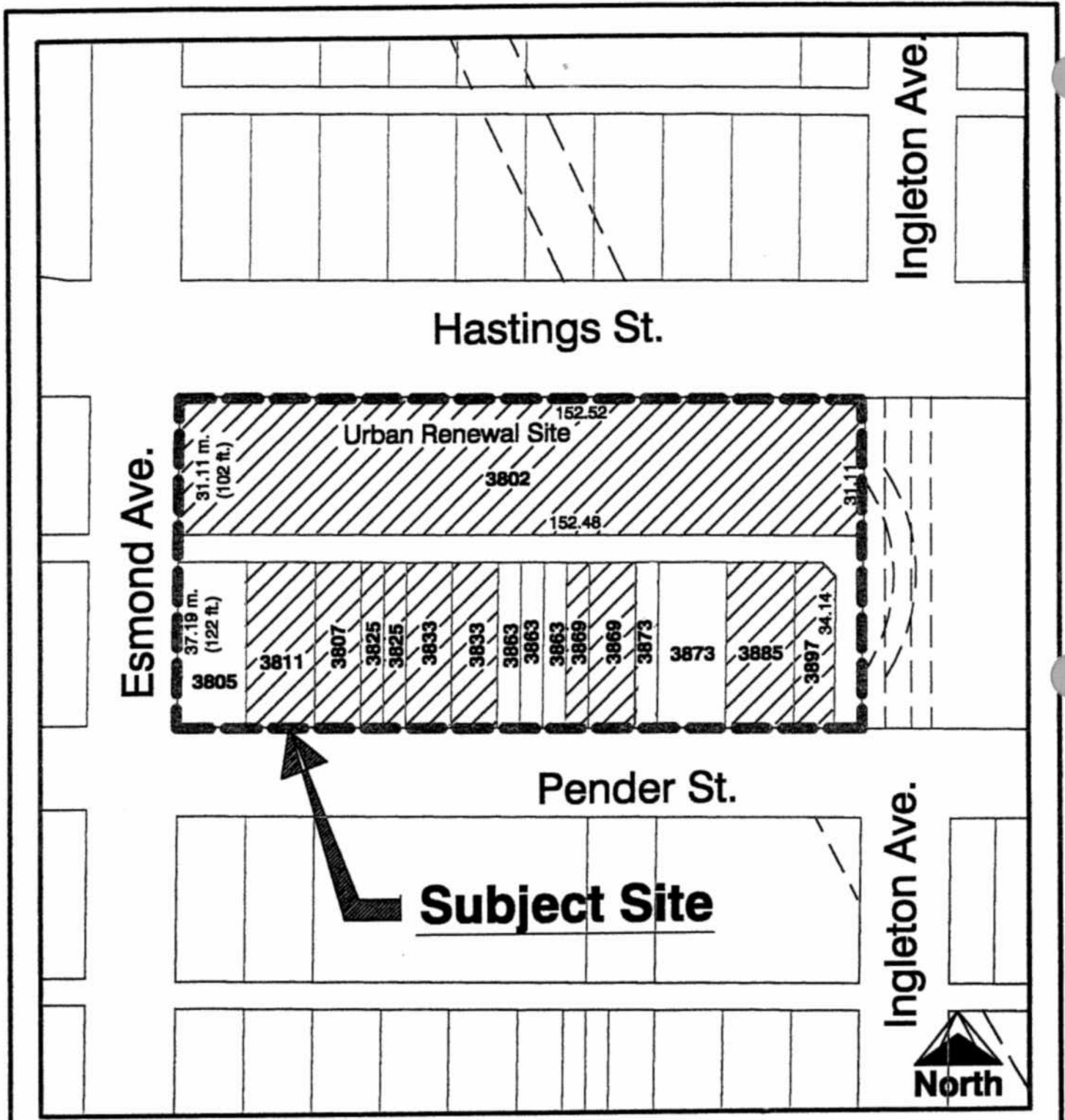


City of Burnaby Planning And Building Department

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 Drawn By: JPC  
 Date: July 1999

**"Urban Renewal " Site**  
 (Hastings Street Area Plan)

Sketch # 1



Planning And Building Department

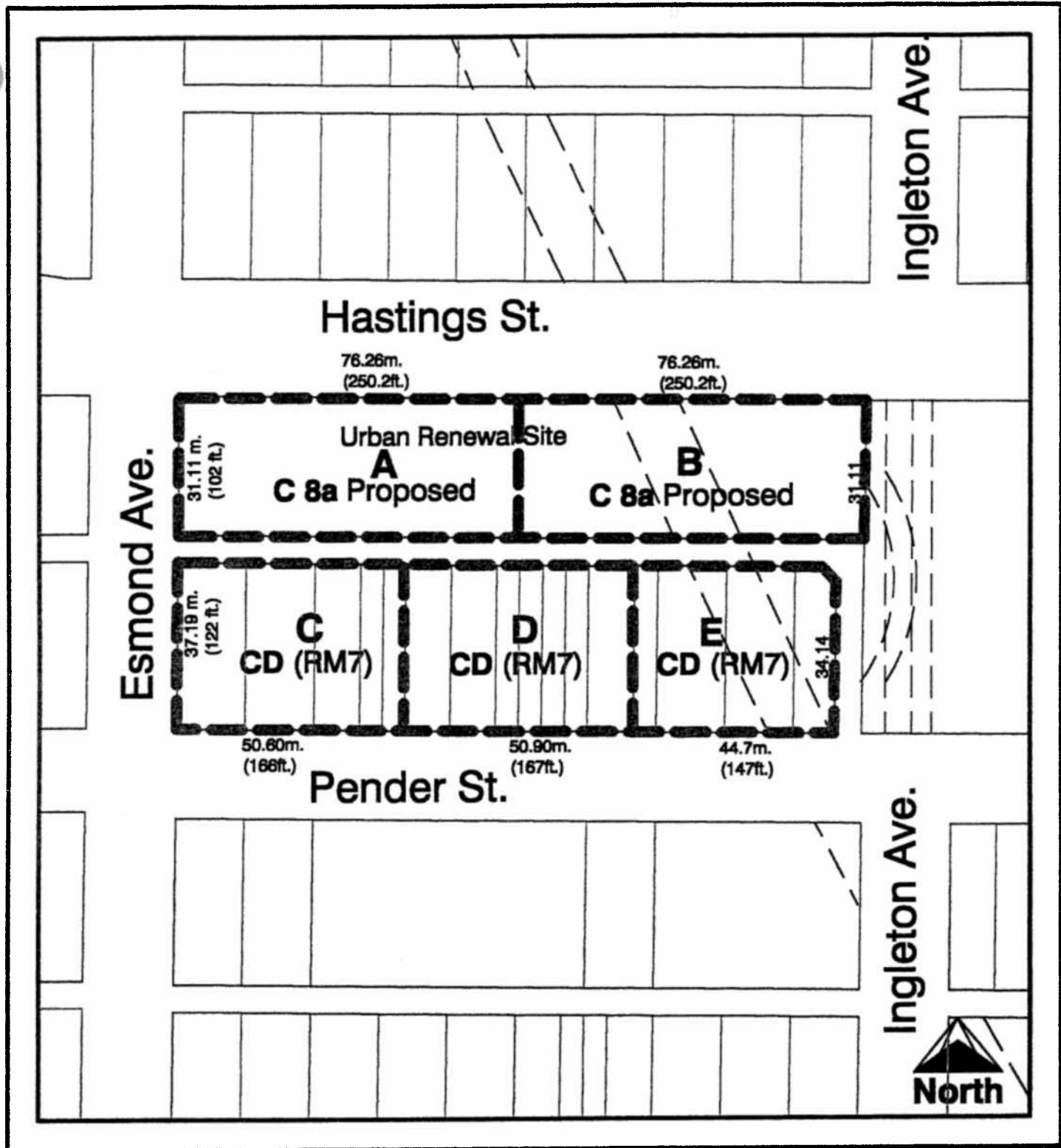
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 Date: July 1999

**"Urban Renewal" Site**  
 (hastings Street Area Plan)

 Public Ownershi

Sketch # 2





**Planning And Building Department**

**Scale:** 1 = 1250

**Drawn By:** JPC

**Date:** July 1999

**Proposed Amendment to  
(Hastings Area Plan)**

**Sketch # 3**

