



**COMMUNITY DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: HASTINGS STREET AREA PLAN - PROPOSED EXPANSION**

**RECOMMENDATIONS:**

1. THAT Council endorse the draft proposal for expansion of the Hastings Street Area Plan and associated zoning amendments as a basis for initiating 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 Development Committee, at its meeting held on 2007 September 18, received and adopted the *attached* report seeking endorsement for a proposed expansion of the Hastings Street Area Plan and associated public consultation process.

Respectfully submitted,

Councillor C. Jordan  
Chair

Councillor D. Johnston  
Vice Chair

Councillor G. Evans  
Member

Copied to:	City Manager Director Planning & Building
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**COUNCIL REPORT**

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**TO:** MAYOR D. CORRIGAN AND MEMBERS OF COUNCIL **DATE:** 2007 September 25

**FROM:** COMMUNITY DEVELOPMENT COMMITTEE **FILE:** 71100 20  
*Reference HSAP Review*

**SUBJECT: HASTINGS STREET AREA PLAN – PROPOSED EXPANSION**

**PURPOSE:** To request endorsement for a proposed expansion of the Hastings Street Area Plan and associated public consultation process.

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**RECOMMENDATIONS:**

1. **THAT** Council endorse the draft proposal for expansion of the Hastings Street Area Plan and associated zoning amendments as a basis for initiating a public consultation process, as outlined in Section 3.0 of this report.
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**R E P O R T****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 analysis of the potential Hastings Street Area Plan extension, and an approach 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 #2, 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 Delta 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 the 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. 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 draft proposal for an adjustment to and expansion of the Hastings Street Area Plan is being advanced by the Committee as a basis for further public review.

#### 3.2.1 Land Use

##### Phase I Implementation

The overall approach for the subject study area is proposed to be implemented over two phases. 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 proposed 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 proposed amendment to the Zoning Bylaw is relatively minor, and in recognition that the proposed 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

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a City-initiated application, with the exception of the drive-thru restaurant at 4801 Hastings Street, which is zoned CD Comprehensive Development District (see *attached* Sketch #3). Rezoning 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-thru 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.

### **Phase II Implementation**

With the foregoing commercial zoning amendments providing immediate benefits by permitting the full range of commercial uses and opportunities, the second phase includes the designation of the Hastings Street frontage between Willingdon and Delta Avenues 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 to Delta Avenue (see *attached* Sketch #4). Mixed-use with commercial at-grade and residential above, to a maximum of four stories, 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 could yield a theoretical maximum cumulative density in the range of 1.6 – 2.2 FAR, assuming full underground parking is provided.

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 issues raised by area residents in reaction to the previous area plan expansion proposal which was based on the C8a District.

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 phase. 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 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* Sketches #3 and #4). 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. As a cash in-lieu payment of \$8,000 per non-residential parking stall, this option 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

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portions of Hastings Street between Willingdon and Delta Avenues, and pursuit of the phased rezoning and site specific rezoning approaches as outlined above.

### **3.3 Implementation and Public Consultation Process**

#### **3.3.1 Endorsement of Draft Hastings Street Area Plan adjustment**

It is recommended that Council endorse the Committee's approach, in principle, to extend the Hastings Street Area Plan as a basis for public consultation.

#### **3.3.2 Public Consultation Process**

Should Council concur with the foregoing, it is proposed that information on the proposed revisions to the Hastings Street Area Plan be mailed out to residential and business property owners within the area bounded by Willingdon and Delta Avenues, the lane north of Albert Street and the lane south of Pender Street (see Sketch #5, *attached*). The information package would provide the opportunity for respondents to provide written comments on the proposal. It is also proposed that a public open house be held in the Hastings Street Area at an appropriate time and convenient location (both to be determined). This venue would provide the opportunity to display information about the proposed adjustments as well as further opportunity for area residents and merchants to comment on the proposal. Following the open house, staff would submit a report on the public comments received for the consideration of the Committee and Council.

#### **3.3.3 Potential Adoption of Plan Expansion Proposal**

Based on the outcome of the public input process, staff would submit the final Hastings Street Area Plan Expansion and associated Zoning Bylaw text amendments for approval by the Committee and Council, and with Council concurrence commence the area rezoning process to implement the first phase of the above-noted community plan changes.

## **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-phase 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 phase includes designation of the study area for future redevelopment to the CD Comprehensive Development District (based



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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. 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 proposed.

On the foregoing basis, the Community Development Committee recommends to Council that the proposed adjustment of the Hastings Street Area Plan, as outlined in this report, be endorsed as a basis for public review.

Respectfully submitted,

Colleen Jordan  
Chair

Dan Johnston  
Vice Chair

Garth Evans  
Member

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**Attachments**

*P:\Gulzar\Edward Kozak\Hastings Plan Extension Mixed Use Plan.doc*

