

CITY OF BURNABY  
HOUSING COMMITTEE

HIS WORSHIP, THE MAYOR  
AND COUNCILLORS

Re: Requests for Area Rezoning

RECOMMENDATIONS:

1. (a) THAT the preparation of a rezoning bylaw for the Crest area be commenced, and that property owners and residents be consulted as the first step of the rezoning process;
- (b) THAT the preparation of a rezoning bylaw for the Garden Village area be commenced, and that property owners and residents be consulted as the first step of the rezoning process;
- (c) THAT consideration of an area rezoning in the Forglen area be deferred pending completion of the Resident Growth Management Strategy review; and
- (d) THAT a copy of this report be sent to the organizers of petitions in the three subject areas.

R E P O R T

The Housing Committee, at its meeting held on 1994 June 21, adopted the attached staff report responding to petitions for zoning changes to control the bulk of houses in the Crest, Garden Village and Forglen neighbourhoods.

Respectfully submitted,

Councillor L.A. Rankin  
Chairman

Councillor J. Young  
Member

Councillor C. Redman  
Member

:COPY - CITY MANAGER  
- DIRECTOR ENGINEERING  
- DIRECTOR PLANNING & BUILDING

TO: CHAIR AND MEMBERS, HOUSING COMMITTEE 1994 June 16  
FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 16.300  
SUBJECT: REQUESTS FOR AREA REZONING  
PURPOSE: To respond to requests for area rezoning in the Crest, Garden Village, and Forglen neighbourhoods.

---

**RECOMMENDATIONS:**

1. THAT the Housing Committee make the following recommendations to Council:
  - a. THAT the preparation of a rezoning bylaw for the Crest area be commenced, and that property owners and residents be consulted as the first step of the rezoning process;
  - b. THAT the preparation of a rezoning bylaw for the Garden Village area be commenced, and that property owners and residents be consulted as the first step of the rezoning process;
  - c. THAT consideration of an area rezoning in the Forglen area be deferred pending completion of the Residential Growth Management Strategy review; and
  - d. THAT a copy of this report be sent to the organizers of petitions in the three subject areas.

**REPORT**

**1.0 BACKGROUND**

At its meeting on 1994 May 30, Council adopted the following recommendation: "THAT new requests for area rezoning be referred to staff for a report to the Housing Committee and subsequent recommendations to Council." This report responds to the new requests for an area rezoning in the Crest, Garden Village, and Forglen neighbourhoods.

At the present time, there are area rezoning processes underway in five neighbourhoods. The Westridge, Parkcrest and Crest Drive neighbourhoods are at the Public Hearing stage (to be held on 1994 June 21). It is anticipated that the zoning changes for each of these areas will be completed shortly.

In early July, Council will be notified of the level of support for R10 zoning in the South Slope neighbourhood. If there is a clear community consensus for R10 zoning, the rezoning process may be completed by mid-October. Otherwise, the current R2 zoning would remain in place.

Finally, staff are preparing a report to Council concerning an area rezoning in the Norfolk neighbourhood. If the proposed area rezoning is supported by the neighbourhood and by Council, it is anticipated that the rezoning process would be completed at the end of this year. Since the creation of a new zoning district is involved and a number of related development and servicing issues must be resolved, a significant amount of staff time will be required to complete the Norfolk area rezoning.

## 2.0 NEW REQUESTS FOR AN AREA REZONING

In May 1994, there were petitions from the Crest, Garden Village and Forglan neighbourhoods requesting a zoning change to further control the bulk of houses. These requests for rezoning are assessed in this report in terms of the following considerations:

- the housing character of the area (e.g., uniformity or diversity in terms of the bulk and age of houses and the size of lots);
- the appropriateness of the area boundaries (e.g., the number of properties, the land uses and character of the adjacent areas);
- the zoning regulations or zoning district to be proposed;
- the proposed area rezoning in the context of the City's overall residential growth management strategy; and
- the priority to be assigned to initiating an area rezoning in the context of other area rezoning that are underway and other work priorities within the Planning and Building Department.

## 3.0 CREST NEIGHBOURHOOD

### 3.1 Petition for an Area Rezoning

On 1994 May 3, a petition from the owners of 117 properties in the Crest area was received by the Planning and Building Department. The area is bounded by Armstrong Street to the north, Tenth Avenue to the south, Cumberland Street to the west, and Langley Street to the east (see map in **Attachment A**).

The petition requested that City conduct a survey to determine if the majority of property owners would be in favour of changing the present zoning from R3 to R10 District in order to maintain the character of the neighbourhood. As background information, immediately to the east of the petitioned area is the Crest Drive neighbourhood which is being rezoned to the R10 District.

### 3.2 Assessment of Area Rezoning Request

The petitioned area is a 1950s subdivision, consisting of 206 lots zoned R3 District. There is a mix of lot sizes, the majority of which are over 6000 sq. ft. in area. The original houses are low-scale in character, with one storey or one storey plus a basement (some of which are split-level in design). Generally, they have about 2000 and 2400 sq. ft. in total floor area. Eighteen properties have recently been redeveloped.

The area boundaries as defined by the petition would be appropriate for an area rezoning proposal. Since the current zoning is R3 District, an area rezoning to R10 District would not involve a decrease in the overall (gross) floor area. However, R10 is more restrictive than R3 in terms of the above grade floor area and the building height.

In the context of the City's residential growth management strategy which is currently under review, the Crest neighbourhood would be appropriate for an area rezoning for the following reasons:

- the area is homogeneous in its housing character (i.e., the size and age of houses);
- an area rezoning to further limit the bulk of houses would meet the desire of many area residents to retain this housing character, while not affecting the current permitted density.
- the area is immediately adjacent to the Crest Drive neighbourhood which is presently being rezoned to the R10 District. The two areas are generally similar in housing character.

### 3.3 Recommendation

Since the area rezoning process for the Crest Drive neighbourhood proved to be relatively straight-forward, it is proposed that an area rezoning process be initiated for the petitioned area. To determine the level of community support for an area rezoning from the R3 to R10 District, a brochure explaining the regulations of these two zoning districts would be sent to property owners and residents. A questionnaire would be attached to the brochure, requesting input on the proposed rezoning.

It is proposed that the brochures and questionnaires be distributed in mid-July. Recognizing that this mailing would occur during the summer vacation period, there would be an allowance of five weeks for responding to the questionnaire. On this basis, staff would report back to Council with the findings of the questionnaire in early September. If there is sufficient community support for an area rezoning to R10 and Council agrees, then a rezoning bylaw would be prepared and forwarded to a Public Hearing, possibly in October.

#### 4.0 GARDEN VILLAGE NEIGHBOURHOOD

##### 4.1 Petition for an Area Rezoning

On 1994 May 31, Housing Committee received a petition signed by the owners of 124 properties in the Garden Village area. The area bounded by Gilpin Crescent to the north, Burke Street to the south, Patterson Avenue to the west, and Barker Crescent to the east. The petition requested a change in zoning in order to maintain the low-scale character of the neighbourhood; to preserve scenic views to the north; and to maintain the value of existing properties.

More specifically, the petitioners requested a zoning change to:

- limit houses to a basement plus one storey;
- measure building height based on the average height of adjacent houses; and
- prohibit front yard driveways where lane access is available.

##### 4.2 Assessment of Area Rezoning Request

The Garden Village neighbourhood is primarily a 1950s subdivision, consisting of 391 lots zoned R2 District. The lots are commonly around 60 feet in width and 110 feet in depth. The original houses have one storey and a basement, some of which are split-level in design. They generally range between 2200 and 2800 square feet in total floor area. The housing character is highly uniform in this area.

In assessing the boundaries of the petitioned area, it would be logical to extend the boundaries to include the entire Garden Village subdivision. That is, the revised study area boundaries would be Moscrop Street to the north, Burke Street to the south, Patterson Avenue to the west, and Willingdon Avenue to the east (see map in **Attachment B**). The organizers of the petition are in agreement with these study area boundaries.

In the context of the City's residential growth management strategy which is currently under review, the Garden Village neighbourhood is viewed as a good candidate for an area rezoning for the following reasons:

- the area is distinctive and homogeneous in its housing character (size of lots, size of houses, age of houses); and
- an area rezoning to further limit the bulk of houses would meet the desire of many area residents to retain this housing character and to help limit view blockage to some extent.

#### **4.3 Recommendation**

Given the status of current area rezonings (as discussed section 1.0) and the proposed addition of the Crest neighbourhood, it is proposed that an area rezoning process in the Garden Village neighbourhood be initiated in September 1994.

Since the petition requested area specific zoning, a substantial amount of staff time would be required in working with the area residents to develop new zoning regulations. The first step would involve a questionnaire to find out how development should be regulated in Garden Village. If there is sufficient support for a zoning change, then a zoning proposal would be prepared and presented to the neighbourhood for review. If there is neighbourhood consensus for the zoning proposal and Council agrees, then a bylaw for a new zoning district would be forwarded to a Public Hearing.

### **5.0 FORGLEN NEIGHBOURHOOD**

#### **5.1 Petition for an Area Rezoning**

On 1994 May 24, a petition was submitted from the owners of 110 properties in the Forglen neighbourhood, bounded by Bond Street to the north, Dover Street to the south, Nelson Avenue to the west, and Royal Oak Avenue to the east (see map in **Attachment C**). The petition requested that the area be rezoned to the R10 District in order to preserve the character and beauty of the neighbourhood.

#### **5.2 Assessment of Area Rezoning Request**

The Forglen neighbourhood is a late-1950s subdivision, consisting of 215 lots located on a slope. The lots vary in size and are commonly between 60 and 66 feet in width. There are 13 lots that are less than 40 feet in width. Generally, the houses have one storey plus a basement or two storeys above grade.

This area contains 205 lots zoned R4 District, 2 lots zoned R5 District, and 8 lots zoned R9 District. The R4 District allows the development of single-family and two-family dwellings.

Currently, Planning staff are in Phase II of the Review of the Residential Growth Management Strategy. One of the issues in the review is the role that potential new zoning regulations for two-family dwellings may play in the city. As such, any zoning changes to the Forglen area, which currently allows for two-family dwellings, should be assessed in the context of this broader housing review.

### 5.3 Recommendation


It is recommended that the Forglen area retain its R4 zoning, pending the review of the Residential Growth Management Strategy.

### 6.0 CONCLUSION

It is recommended that Council initiate area rezoning processes in the Crest and Garden Village neighbourhoods in order to further limit the bulk of houses and to maintain the character of the area. As the first step of the rezoning process, property owners and residents be consulted as outlined in this report.

During the process, building permit applications which do not meet the regulations of the R10 District would be referred to Council for review. Under Section 981 of the Municipal Act, when a building permit application is in conflict with a rezoning bylaw that is under preparation, Council may direct that the permit be withheld for an initial period of 30 days. During this period, Council may withhold the permit for a further 60 days or grant the permit with conditions imposed. If a bylaw is not adopted within the 60-day period, then the property owner is entitled to compensation for damages arising from the withholding of the building permit.

Consideration of an area rezoning in the Forglen neighbourhood should be deferred, pending completion of the review of the Residential Growth Management Strategy.

  
B.G. Stenson, Director  
PLANNING AND BUILDING

SL/gl

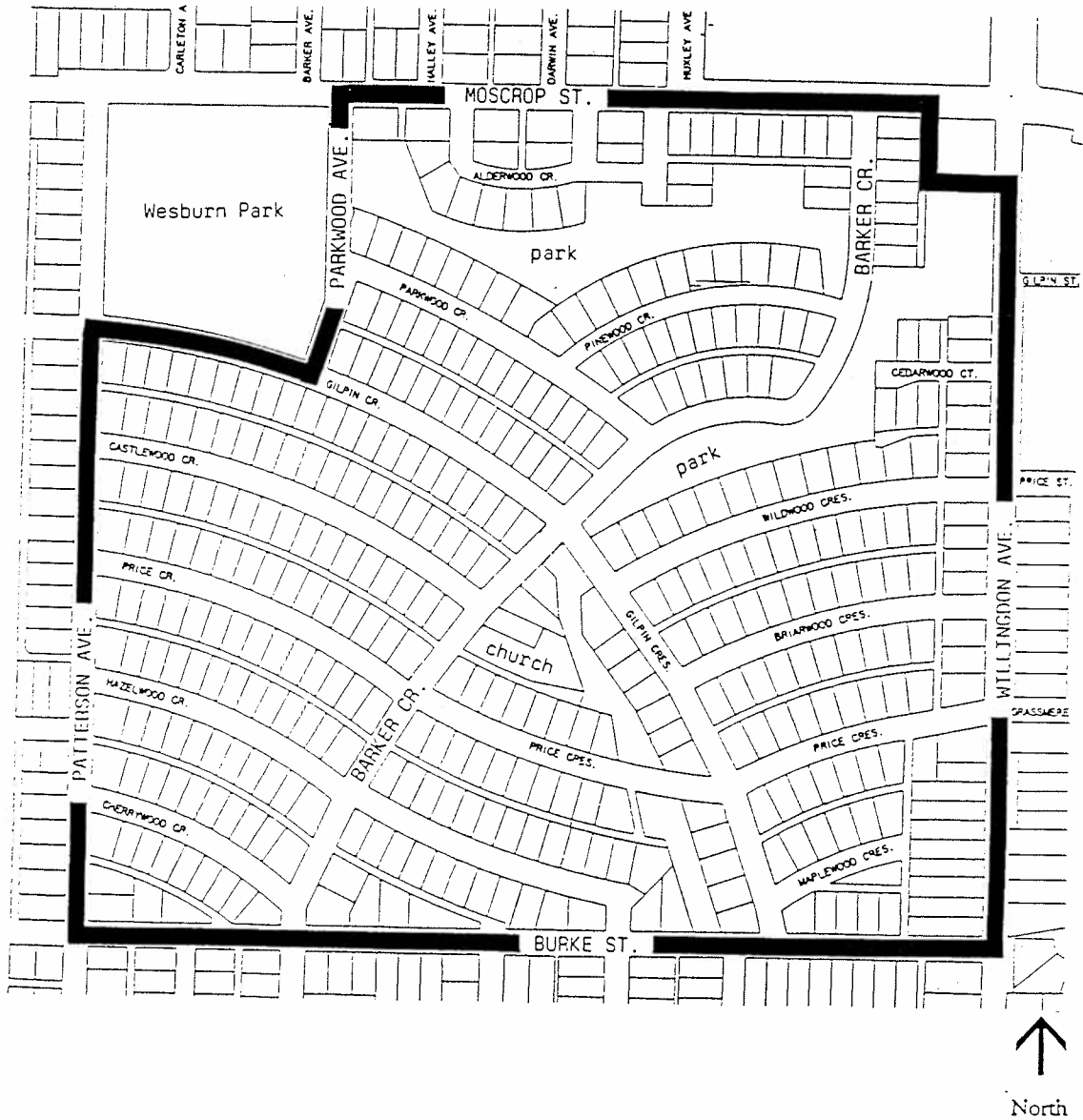
Attachments

cc: City Solicitor  
Chief Building Inspector  
Supervisor Plan Checking  
Director Administrative and Community Services



CREST NEIGHBOURHOOD: PROPOSED AREA REZONING





GARDEN VILLAGE NEIGHBOURHOOD: PROPOSED AREA REZONING



FORGLEN NEIGHBOURHOOD