

TO: CITY MANAGER 1994 MARCH 30

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 16.500

SUBJECT: WESTRIDGE AREA REZONING

PURPOSE: To advise Council of the findings of a questionnaire concerning an area rezoning proposal for the Westridge neighbourhood and to recommend a rezoning to the R10 Residential District.

RECOMMENDATIONS:

1. **THAT** Council authorize staff to initiate an area rezoning of the Westridge area from the R2 Residential District to the R10 Residential District, as outlined in this report.
2. **THAT** Council authorize staff to inform the Westridge property owners and residents of the proposed area rezoning by sending them a copy of this report.

REPORT

1.0 SUMMARY

The Westridge area is undergoing an area rezoning process. A zoning proposal was developed and sent to all property owners and residents for review. This report provides the neighbourhood input on the zoning proposal. Given that there is a mixed response to the proposal, an area rezoning to the R10 Residential District is recommended as a compromise approach.

The report is organized under these sections:

- 2.0 Background
- 3.0 Current Zoning Regulations: R2 Residential District
- 4.0 The Previous Area Zoning Proposal
- 5.0 Findings of the Questionnaire
- 6.0 Public Input at the Open House
- 7.0 A Proposed Compromise Approach
- 8.0 Recommendations
- 9.0 The Next Steps

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2.0 BACKGROUND

At its meeting on 1993 April 05, Council received a petition requesting a zoning change in the Westridge area to preclude the construction of large houses that could impact existing scenic views. The Westridge area is bounded by the Burrard Inlet to the north, Pandora Street to the south, Cliff Avenue to the west and Inlet Drive to the east (see Attachment A).

There are 119 single-family houses which were originally built in the 1950s, with the exception of one house. The houses are generally 20 feet in building height (main floor and a basement), 30 feet in building depth, and between 2,000 and 2,200 square feet in total floor area.

In response to the petition, Council adopted a resolution for staff to work with Westridge residents in developing new zoning regulations specifically for this area. During the public consultation process, building permit applications would be referred to Council for review.

As the first step in the public consultation process, a questionnaire was sent to all property owners and residents in June 1993. The findings showed that there was not a consensus among the 95 respondents on how development should be regulated. In general, the 46 respondents living in small households (one or two people) are satisfied with their current housing situation and chose more restrictive zoning regulations. About two-thirds of the people living in small households are 60 years or older.

The 30 respondents living in larger households (four to six people) are less satisfied with the size of their present house. Their preference was for zoning regulations that are less restrictive than those of the respondents living in small households.

Council had also authorized staff to meet with a cross-section of property owners in developing a zoning proposal for the area. Following a meeting with six property owners in September 1993, a zoning proposal was finalized. This zoning proposal was explained in a brochure which was sent to all Westridge property owners and residents in December 1993. A questionnaire was attached to the brochure to seek input on the proposal.

On 1994 January 20, an Open House was held to provide an opportunity for the residents and owners to discuss the zoning proposal with staff. Forty people attended the meeting.

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3.0 CURRENT ZONING REGULATIONS: R2 RESIDENTIAL DISTRICT

Under the current R2 zoning, there is the potential to build a house that will be much larger than the existing houses in the neighbourhood.

The pertinent R2 regulations are summarized below:

- Building Height

The maximum building height is 29.5 ft. for a house with a sloping roof and 24.3 ft. for a house with a flat roof. A house could be built with two storeys plus a portion of a cellar above the ground.

- Building Size

On a typical 60' X 120' Westridge lot, the maximum total floor area is 4320 sq. ft. (60 percent of the lot area). The maximum above grade floor area is 2880 sq. ft. (40 percent of the lot area).

- Building Shape

The permitted building depth is 50 percent of the lot depth, up to a maximum of 60 ft.

- Streetscape

The minimum front yard setback is 24.6 ft. However, under certain conditions, a greater setback is required when the front yards of adjacent lots are taken into account (front yard averaging).

A driveway may be located at the front or rear of the property, except on lots abutting some major roads.

4.0 THE PREVIOUS AREA ZONING PROPOSAL

Based on the feedback obtained through a questionnaire in June 1993, the zoning proposal that was developed for the neighbourhood had the following objectives:

- to limit the height of houses to protect scenic views;
- to provide for house sizes that adequately meet the space needs of families;
- to accommodate the expansion of existing houses; and
- to maintain the character of the neighbourhood.

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The zoning proposal as reviewed by the neighbourhood was new in its approach and was unlike any other zoning district in the city (Attachment B). It provided an opportunity for a property owner to select from two sets of regulations within the zoning district. That is, an owner was given the choice of building a house that is 20 feet in height or a house that is 25 feet in height, with differing limits in terms of house size and form.

A height limit of 20 feet allows for house with a main floor and a basement. A height limit of 25 feet allows for a house with two floors above grade and a cellar that is mostly below grade.

Since the preservation of views is important to many Westridge residents, the zoning proposal provided an incentive for constructing a lower house. That is, a house with a maximum building height of 20 feet (House Type A) was allowed a greater amount of floor area than a house with a maximum building height of 25 feet (House Type B). The choice was up to the property owner.

Zoning Proposal: Permitted dimensions on a 60' X 120' lot

	CHOOSE EITHER	
	House Type A	House Type B
Building Height		
• sloping roof	20 ft.	25 ft.
• flat roof	20 ft.	22 ft.
Building Size		
• gross floor area	4,000 sq. ft.	3,500 sq. ft.
• above grade floor area	2,000 sq. ft.	2,250 sq. ft.
Building Shape		
• width of upper floor	48 ft.	37 ft.
• building depth	54 ft.	54 ft.

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5.0 FINDINGS OF THE QUESTIONNAIRE

To find out the level of community support for the zoning proposal, a questionnaire was provided to the property owners and residents. A total of 80 questionnaires were returned, representing a response rate of 60.6 percent. The respondents consisted of 73 resident owners, 6 absentee owners, and 1 tenant.

The findings show that there is not a neighbourhood consensus on the zoning proposal:

Do you support the zoning proposal?		
Yes	39	48.8%
No	36	45.0%
Undecided/other zoning preferred	4	5.0%
No answer provided	1	1.2%
Total number of respondents	80	100.0%

A breakdown of the results by location is as follows:

Street	No. of lots	No. of respondents	Support proposal	Against Proposal	Undecided/ Other zoning/ No answer
Northcliffe	11	7	5	1	1
Malibu Drive	34	19	11	8	0
Sierra Drive	29	20	10	10	0
Belcarra Drive	22	15	6	8	1
Ridge Drive	15	13	5	6	2
Inlet Drive	8	6	2	3	1
Total	119	80	39	36	5
		100%	48.8%	45.0%	6.2%

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For the 36 respondents (45 percent) who are against the proposal, there are two main differing points of view. On the one hand, 17 of these respondents (47.2 percent) feel that the zoning proposal is not restrictive enough. They want the building height to be at a maximum of 20 feet in order to preserve existing views. On the other hand, 13 of these respondents feel that the zoning proposal is too restrictive. Some felt that the proposal would make the area less attractive for redevelopment, thereby resulting in lower property values.

Four of the six property owners on the south side of Ridge Drive did not support the zoning proposal. Their properties are located at the top of the slope. Westridge Park is located directly to the south. These property owners feel that they should not be included in an area rezoning because the construction of a larger house under the existing R2 District would not have any impact on scenic views to the north.

6.0 PUBLIC INPUT AT THE OPEN HOUSE

An Open House meeting was held on 1994 January 20 to discuss the zoning proposal. Among the 40 people who attended the meeting, there were two principal and differing points of view.

Those people who spoke in favour of the proposal felt that it was a good compromise between those wanting the R2 regulations (maximum height of 29.5 feet) and those wanting to maintain the height of existing houses (approximately 20 feet). A height limit of only 20 feet would be too restrictive.

The people who spoke against the proposal felt that a building height of 25 feet (under House Type B) would have a negative impact on existing views, and therefore, should not be permitted. Some did not favour having two different height limits within one zoning district. They wanted certainty on the height regulation as properties undergo redevelopment.

Some of the residents stated their concern about the two opposing points of view on the zoning proposal. They felt that without a neighbourhood consensus on the proposal, the City may be faced with the option of maintaining the R2 zoning which few people favour.

7.0 A PROPOSED COMPROMISE APPROACH

After reviewing the findings of the two questionnaires and the comments provided at the Open House, two zoning options have been developed which recognizes the objectives outlined in Section 4.0 of this report and the following conclusions:

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- There is general support to change the existing R2 zoning which permits a building height of 29.5 feet.
- There are strong differences of opinion on the building height regulation. The long-term and older residents prefer a maximum building height of 20 feet. They feel that view preservation should be the primary objective of any zoning change. However, the residents with younger families prefer a less restrictive building height of 25 feet. They feel that an overly restrictive height regulation would make the area not attractive for redevelopment, resulting in lower property values and an aging housing stock.

Given the two conflicting points of view, a middle-of-the-road approach is proposed under the following two zoning options.

Option 1: Rezone to the R10 District

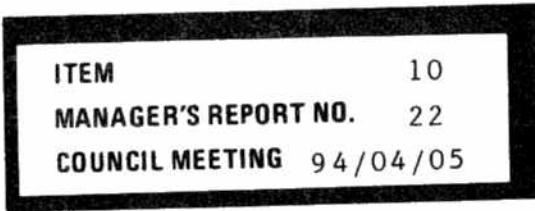
Under this option, it is proposed that the Westridge be rezoned to the R10 District for the following reasons:

- It appears that it may be impossible to develop a zoning proposal that would satisfy those who want a height restriction of 20 feet and those who want a height restriction of 25 feet or 29.5 feet. The R10 height limit of 25 feet is viewed as a compromise.
- In terms of the building bulk, the R10 District is more restrictive than the R2 District. Under R10 zoning, on a typical Westridge lot of 60' X 120', the permitted gross floor area is 3,982 sq. ft. and the permitted above grade floor area is 2,605 sq. ft. A rezoning from R2 to R10 would result in a reduction of 338 sq. ft. in gross floor area and a reduction of 275 sq. ft. in above grade floor area.
- To limit view blockage to some extent, there are restrictions on the size and side yard setback of the second floor under the R10 District.

The R10 regulations are provided in Attachment C.

Option 2: Rezone to a New Zoning District

Under this option, a new zoning district would be developed on the basis of House Type B in the zoning proposal that was presented to the neighbourhood. This option is essentially a modification of the R10 District (Option 1).



Under Option 2, the following regulations are the same as in the R10 District:

- building height: 25 feet maximum
- side yard setback of the second floor above grade: combined width of 23 feet;
- building depth: 45 percent of the lot depth, up to a maximum of 55 feet;
- front yard averaging; and
- no driveway in the front yard where lane access is available.

The main difference between Option 1 (the R10 District) and Option 2 relates to the building size. That is, this option allows for a smaller house than what is permitted under the R10 District. On a typical 60' X 120' lot, the permitted gross floor area is 3,500 sq. ft. and the permitted above grade floor area is 2,250 sq. ft.

The second floor above grade is limited to 800 sq. ft. As part of the feedback on the zoning proposal, some individuals have indicated that this size limit is too restrictive and should be reviewed.

Comparing the Current Zoning and the Two Zoning Options

The following table provides a summary comparison between the existing R2 zoning, Option 1 and Option 2 in terms of the bulk regulations on a typical 60' X 120' Westridge lot.

Regulations	R2 District (current zoning)	Option 1 (R10 District)	Option 2 (new district)
Building Height • sloping roof	29.5 ft.	24.9 ft.	24.9 ft.
Building Size • gross floor area • above grade floor area	4,320 sq. ft. 2,880 sq. ft.	3,982 sq. ft. 2,605 sq. ft.	3,500 sq. ft. 2,250 sq. ft.
Building Shape • width of upper floor • building depth	48.5 ft. 60.0 ft.	37.0 ft. 54.0 ft.	37.0 ft. 54.0 ft.

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8.0 RECOMMENDATIONS

Based on the findings of the questionnaires and the feedback at the Open House, it is recommended that the Westridge area be rezoned to the R10 District -- Option 1. The reasons are as follows:

- The R10 District is a compromise for those wanting to limit building height to 20 feet and those wanting to maintain the existing R2 building height at 29.5 feet.
- The R10 District addresses the other three zoning objectives for the Westridge area:
 - provides for house sizes that adequately meet the space needs of families;
 - accommodates the expansion of existing houses; and
 - helps to maintain the low-scale character of the neighbourhood.
- The R10 District (Option 1) is not significantly different from Option 2. Option 2 would require a text amendment to the Zoning Bylaw and an area rezoning, which would take about 6 months to complete and would introduce a new zoning district having only minor variation from the existing R10 District.
- A rezoning to the R10 District could be completed by mid-June 1994 at the earliest. If Council authorizes staff to initiate an area rezoning process to the R10 District, this would preclude new building permit applications based on the R2 District.

It is also recommended that the six properties on the south side of Ridge Drive be excluded from the area rezoning for the following two reasons:

- Given their location at the top of the slope, the construction of a larger house under the existing R2 District would not have any impact on scenic views to the north.
- Four of the six property owners on this block did not support an area rezoning, as indicated through the questionnaire.

The area proposed for an area rezoning to the R10 District is shown in Attachment D.

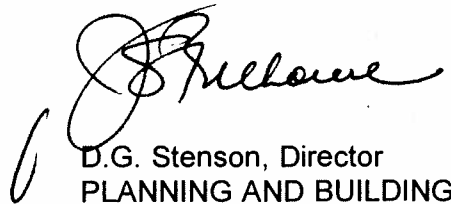
9.0 THE NEXT STEPS

If Council adopts the recommendation to initiate an area rezoning to the R10 District, staff will inform the Westridge property owners and residents of its decision and send them a copy of this report.

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As part of the rezoning process, a Public Hearing would be held on 1994 May 31. At this hearing, any person who has an interest in the proposed rezoning is given an opportunity to comment. If Council decides to proceed with the area rezoning to R10, the process could be completed by mid-June 1994 at the earliest.

Appearing elsewhere in this Council Agenda is related report concerning a building permit application for a new single-family house at 7004 Sierra Drive, the corner lot abutting Cliff Avenue.



D.G. Stenson, Director
PLANNING AND BUILDING

SL/gl

Attachments

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

Burrard Inlet

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ATTACHMENT A

The Zoning Proposal

Objectives

It is proposed that a new zoning district be created for Westridge that will

- limit the height of houses to protect scenic views
- provide for house sizes to adequately meet the space needs of today's families
- accommodate the expansion of existing houses
- maintain the character of the neighbourhood.

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Developing the proposal

The findings of the questionnaire and the input provided by area residents have shown that there are two main points of view regarding the potential impacts of a new zoning district.

Some residents feel strongly that existing mountain and/or water views must be protected through a building height restriction of 20 feet, which is the general height of the existing houses. They think that view preservation should be the primary objective of any zoning change.

Other residents feel that a building height of 20 feet is much too restrictive. They have raised the concern that this height regulation would make the area not attractive for redevelopment, resulting in lower property values and an aging housing stock. Some of these residents think that a building height restriction of 25 feet would be more acceptable.

For both groups, it was recognized that zoning regulations should allow for larger houses to meet the needs of families. That is, new houses should be about 3000 to 4000 square feet in floor area.

A new approach

Given this context of differing objectives and the lack of a clear community consensus on how development should be regulated, the following zoning proposal has been developed as a compromise. It provides a balance between the desire to protect views and the desire to build larger houses in the area.

This proposal is new in its approach and is unlike any other zoning district in the city. It provides an opportunity for a property owner to select from two sets of regulations within the zoning district. That is, an owner is given the choice of building a house that is 20 feet in height (HOUSE TYPE A) or a house that is 25 feet in height (HOUSE TYPE B), with differing limits in terms of house size and form. In other zoning districts, there is only one set of regulations.

Since the preservation of views is important to many Westridge residents, this zoning proposal provides an incentive for a constructing a lower house. That is, a house with a building height of 20 feet (HOUSE TYPE A) is allowed a greater amount of floor area than a house with a building height of 25 feet (HOUSE TYPE B). The decision rests with the property owner.

The Previous Area Rezoning Proposal

Distributed to Westridge property owners and residents in December 1993

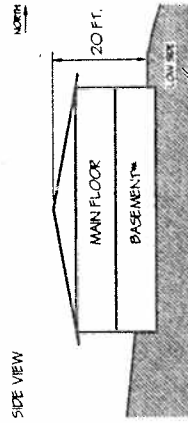
The regulations of the Zoning Proposal

This zoning proposal involves two sets of regulations. On any lot, an owner is given the choice of building a house under the regulations of HOUSE TYPE A (20 feet in height) or HOUSE TYPE B (25 feet in height).

House Type A:

Building Height

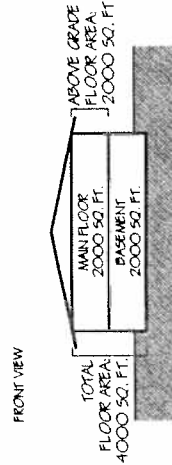
- The maximum building height is 20 ft.
- The height is measured from the low side of the house (at the front or rear) to the highest point of the building.
- A house could be built with one floor above a basement*.



- A basement is defined as having more than half its height above the average natural grade.

Building Size

- The permitted total floor area is 60 percent of the lot area, up to a maximum of 4000 sq. ft.
- The permitted above grade floor area is 2000 sq. ft. (on the main floor).

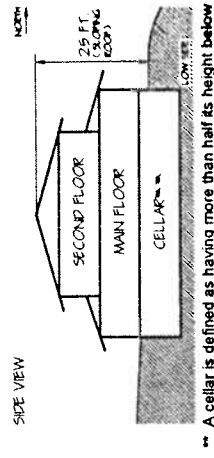


House Type B:

Building Height

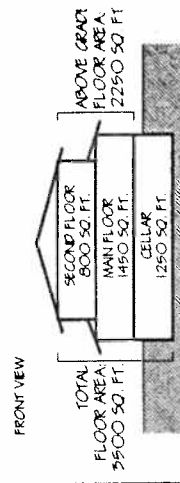
- The maximum building height is 25 ft. for a house with a sloping roof and 22 ft. for a house with a flat roof.
- The height is measured from the low side of the house (at the front or rear) to the highest point of the building.
- A house could be built with two floors above a cellar**.

Building Size



- ** A cellar is defined as having more than half its height below the average natural grade.

- The permitted total floor area is 60 percent of the lot area, up to a maximum of 3500 sq. ft.
- The permitted above grade floor area is 2250 sq. ft. Of this area, the second floor cannot be greater than 800 sq. ft.



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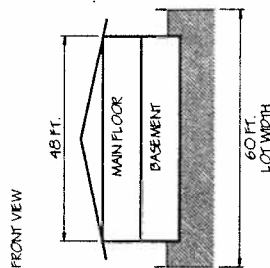
House Type A:

Building Shape

- Each side yard cannot be less than 6 ft. in width.

Example:

On a lot that is 60 ft. in width, the house can be up to 48 ft. in width.



Neighbourhood Impact

- Mountain views are protected due to the slope of the area.
- From neighbouring houses, existing water views may be affected by the construction of a wider and longer house.
- From inside a new house, there may be water views from the main floor depending on the location of the lot and the height of nearby houses and trees.

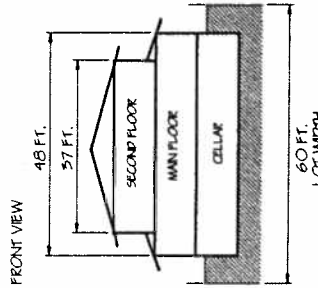
House Type B:

Building Shape

- Main floor and cellar levels: Each side yard cannot be less than 6 ft. in width.
- Second floor level: The combined width of the two side yards cannot be less than 23 ft., with neither of the side yards less than 6 ft. in width.

Example:

On a lot that is 60 ft. in width, the main floor and cellar can be up to 48 feet in width and the second floor can be up to 37 feet in width.



Neighbourhood Impact

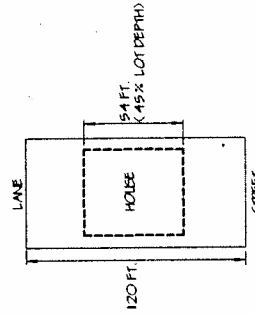
- Mountain views are protected due to the slope of the area.
- From neighbouring houses, existing water views may be affected by the construction of a larger house. Restrictions on the size and shape of the second floor would help to limit view blockage to some extent.
- From inside a new house, there may be water views from the second floor depending on the location of the lot and the height of nearby houses and trees. However, it is not likely that there would be water views from the main floor.

House Type A and House Type B: Regulations in Common

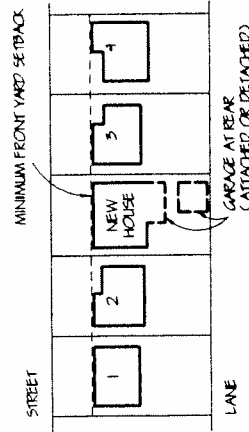
To accommodate the permitted floor areas, the following regulation affects the building shape of House Type A and House Type B.

- The permitted building depth is 45 percent of the lot depth, up to a maximum of 55 feet. The depth is measured from the front to the back of the house, including any deck or attached garage.

STANDARD RESIDENCE LOT:
60' X 120'



- The neighbourhood is characterized by front yards of a uniform depth along the street and by the general absence of front yard driveways, particularly on the south side of the streets. The intent of the following two regulations is to ensure that new houses maintain this character.
- The front yard setback is based on the average depth of up to four adjacent front yards.
- A driveway must be located at the rear of the house except where lane access is not available or not possible due to an extreme grade.



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110. RESIDENTIAL DISTRICT (R10)

This District provides for low-scale development in mature single family areas with a consistent low-scale character.

110.1 Uses Permitted:

- (1) Single family dwellings
- (2) Home occupations
- (3) Accessory buildings and uses
- (4) Group homes on lots with area not less than 800 m² (8611.4 sq. ft.)

110.2 Lot Area and Width:

Each lot shall have an area of not less than 560 m² (6028 sq. ft.) and a width of not less than 15 m (49.2 ft.).

110.3 Lot Coverage:

Lot coverage shall not exceed 40 percent.

110.4 Development Density. Gross Floor Area:

- (1) The density of development shall not exceed the lesser of
 - (a) a floor area ratio of 0.60, or
 - (b) 370 m² (3982.8 sq. ft.).
- (2) The gross floor area of all accessory buildings on a lot shall not exceed 56 m² (602.8 sq. ft.).
- (3) Notwithstanding the definition "floor area ratio" in section 3, where a detached carport or garage is located within 9 m (29.5 ft.) of the rear lot line, a maximum of 42 m² (452.1 sq. ft.) of a garage or carport shall not be included as gross floor area, but all other floor areas used for off-street parking shall be included.

110.5 Development Density. Above Grade Floor Area:

- (1) For a principal building that exists at the coming into force of this provision, the gross floor area for all floors located above a cellar, basement, crawl space or ground surface shall not exceed the lesser of
 - (a) 0.20 of the lot area + 112 m² (1205.6 sq. ft.), or
 - (b) 242.0 m² (2605 sq. ft.).

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BURNABY ZONING BYLAWS 1 R10 DISTRICT
1992 NOVEMBER

Proposed Area Rezoning to the R10 District

- (2) For a principal building that is constructed after July 22, 1991, the gross floor area for all floors, excluding the floor of a cellar, shall not exceed the lesser of

- (a) 0.20 of the lot area + 112 m² (1205.6 sq. ft.), or
- (b) 242.0 m² (2605 sq. ft.).

- (3) The floor area of a garage or carport attached to a principal building shall be included as above grade floor area under subsections (1) and (2).

- (4) The second floor located above any cellar, crawl space or ground surface shall have

- (a) a floor area not greater than 50 percent of the floor area immediately below it, and
- (b) side yard setbacks for that second floor not less than 1.5 m (4.9 ft.) on each side and not less than the sum of 7 m (23.00 ft.) for both side yards;

but this section shall not be applied so as to require an overall width of less than 9.8 m (32.2 ft.) for that second floor.

110.6 Height of Principal Building:

- (1) For the purpose of this section,

- (a) "lower average elevation" means the lesser of the front average elevation or the rear average elevation;
- (b) "higher average elevation" means the greater of the front average elevation or the rear average elevation;
- (c) "low side" refers to the part of the building having a face relating to the lower average elevation; and
- (d) "high side" refers to the part of the building having a face relating to the higher average elevation.

- (2) For a principal building on a lot with a slope of less than 13 percent measured through the depth of the building:

- (a) the height of a building with a sloping roof shall not exceed 7.6 m (24.9 ft.) as measured from the lower average elevation to the highest point of the structure;

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- (b) the height of a building with a flat roof shall not exceed 5.8 m (19.0 ft.) as measured from the lower average elevation to the highest point of the structure;

subject to applicable exceptions in section 6.4.

- (3) For a principal building on a lot with a slope of 13 percent or greater measured through the depth of the building:

- (a) the height of a building with a sloping roof shall not exceed

(i) 7.6 m (24.9 ft.) measured from the lower average elevation to the highest point in the half of the building on the low side, and

(ii) 5.5 m (18.0 ft.) measured from the higher average elevation to the highest point in the half of the building on the high side,

subject to the applicable exceptions in section 6.4;

- (b) the height of a building with a flat roof shall not exceed

(i) 5.8 m (19.0 ft.) measured from the lower average elevation to the highest point in the half of the building on the low side, and

(ii) 3.7 m (12.1 ft.) measured from the higher average elevation to the highest point in the half of the building on the high side,

subject to the applicable exceptions in section 6.4.

110.7

Depth of Principal Building:

The depth of a principal building shall not exceed the lesser of

- (a) 45 percent of the lot depth, or
(b) 17 m (55.8 ft.)

110.8

Front Yard:

A front yard shall be provided of not less than 7.6 m (24.9 ft.) in depth, and not less than the average front depth of the two adjacent lots on each side of the lot, subject to section 6.12 (2.1).

110.9

Side Yards:

- (1) Side yards shall be provided on each side of the building of not less than 1.5 m (4.9 ft.) in width.
(2) In the case of a corner lot, the side yard adjoining the flanking street shall be not less than 3.0 m (9.8 ft.) in width.

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Rear Yard:

A rear yard shall be provided of not less than 7.5 m (24.6 ft.) in depth.

110.11

Off-Street Parking:

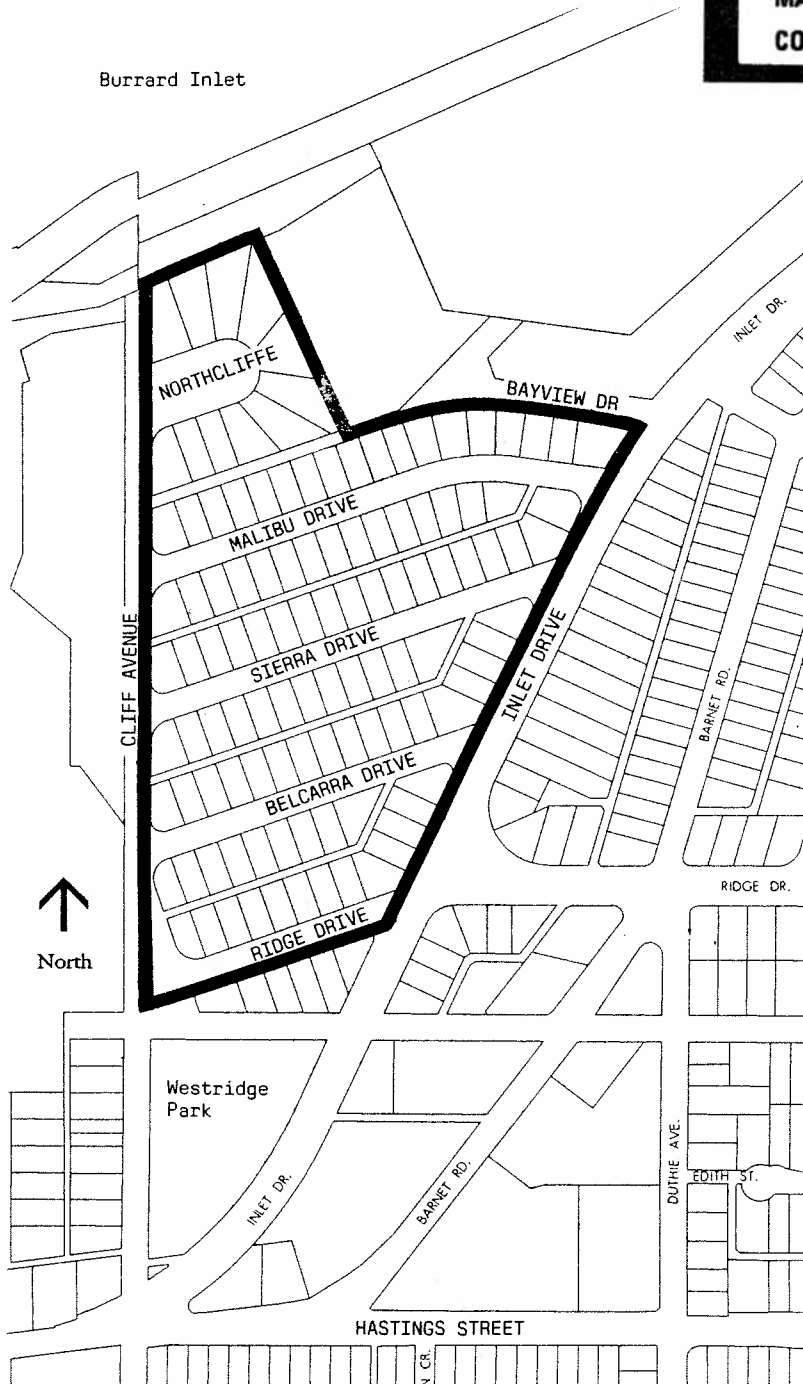
- (1) Off-street parking shall be provided and maintained in accordance with Schedule VIII of this Bylaw.
(2) Access for vehicles to all off-street parking spaces shall be provided from a lane abutting the lot except where there is no abutting lane or the Director Engineering is satisfied that access from a lane is not feasible because of an extreme grade, in which case the Chief Building Inspector may approve access from a street.
(3) Notwithstanding section 800.6, parking is prohibited in the area between the front lot line and the face of the building, extending from one side lot line to the other.

110.12

Fences:

- (1) Notwithstanding section 6.14(5)(b), a fence not higher than 1.8 m (5.9 ft.) may be located to the rear of the face of the principal building facing the front yard.
(2) Notwithstanding section 6.14(5)(a), no fence shall be permitted in the area between the front lot line and the face of the building, except on a lot abutting Willingdon Avenue or Parker Street where a fence not higher than 1.0 m (3.3 ft.) is allowed. (B/L No. 9663-91-12-16)

ITEM	10
MANAGER'S REPORT NO.	22
COUNCIL MEETING	94/04/05



WESTRIDGE NEIGHBOURHOOD

**Area Proposed for Area Rezoning
from the R2 District to the R10 District**