

REPORT
1995 January 16

CITY OF BURNABY
HOUSING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

Re: Garden Village Area Rezoning Process

RECOMMENDATION:

1. THAT Council authorize staff to undertake a review of the R10 and R11 zoning regulations with a Committee of property owners from the Garden Village area as the first step in an area rezoning process.

REPORT

The Housing Committee, at its meeting held on 1995 January 09, adopted the attached staff report providing the results of a questionnaire concerning an area rezoning of the Garden Village neighbourhood and recommending that an area rezoning process be initiated.

Respectfully submitted,

Councillor L.A. Rankin
Chairman

Councillor J. Young
Member

Councillor C. Redman
Member

COPY - CITY MANAGER
- DIRECTOR PLANNING & BUILDING

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

1994 DECEMBER 15

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: 16.400.4

SUBJECT: GARDEN VILLAGE AREA REZONING PROCESS

PURPOSE: To provide the findings of a questionnaire concerning an area rezoning of the Garden Village neighbourhood and to recommend that an area rezoning process be initiated.

RECOMMENDATION:

1. THAT Council authorize staff to undertake a review of the R10 and R11 zoning regulations with a committee of property owners from the Garden Village area as the first step in an area rezoning process.

REPORT

1.0 SUMMARY

The Garden Village area is undergoing an area rezoning review process. A questionnaire to obtain general opinions on how development should be regulated was sent to property owners and residents in 1994 October. This report provides the results of the questionnaire.

There was not a neighbourhood consensus to limit houses to one storey plus a basement, but there was general support for greater restrictions to limit the bulk of houses. Based on the findings of the questionnaire, it is recommended that staff undertake a review of the R10 and R11 zoning regulations with a committee of property owners as the first step in an area rezoning process. The committee will consist of owners representing a cross-section of viewpoints on how development should be regulated. Following the review by this committee, staff will develop a zoning proposal for Housing Committee and Council approval and subsequently for a neighbourhood review.

2.0 BACKGROUND

On 1994 May 31, the Housing Committee received a petition signed by the owners of 124 properties in the Garden Village area. The area is 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 one storey and a basement;
- measure building height based on the average height of adjacent houses; and
- prohibit front yard driveways where lane access is available.

In assessing the boundaries of the petitioned area, it was determined that the entire Garden Village subdivision be included in the area rezoning process. That is, the revised study area boundaries would be Moscrop to the north, Burke Street to the south, Patterson Avenue to the west, and Willingdon to the east (see *Attachment A*).

3.0 FINDINGS OF THE QUESTIONNAIRE

3.1 Study Area and Response Rate

There are 397 properties zoned R2 within the Garden Village Area. Sixty-five (16 percent) of the houses are being rented.

On 1994 October 7, 458 questionnaires were sent to Garden Village residents and absentee owners. A total of 253 questionnaires were returned representing a response rate of 55 percent. The respondents consisted of 219 resident owners, 25 absentee owners, and 9 tenants. Among the property owners, the response rate was 61 percent.

3.2 Profile of the Respondents

Of the 244 resident and absentee owners, 43.4 percent have owned their property for 10 years or less while 56.6 percent have been owners for 11 years or more.

A small number of these owners indicated that they may make an addition (8 percent), build a new house (8 percent), or sell their house (7 percent) over the next five years.

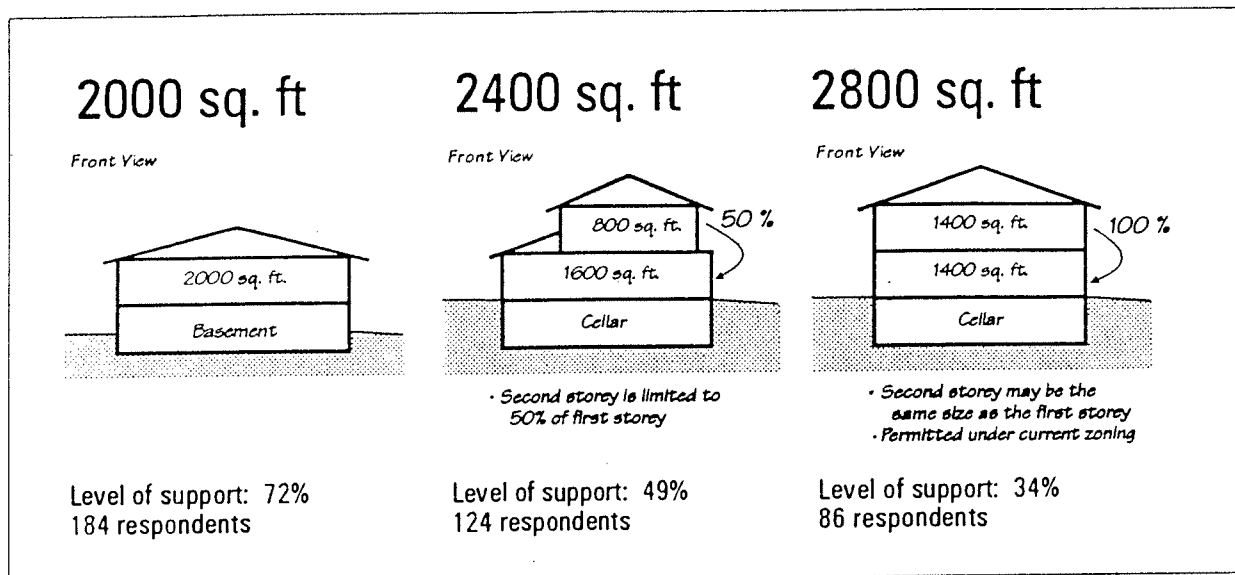
3.3 Zoning Regulations

The questionnaire asked for input on how development should be regulated in the Garden Village area in terms of building height, building size, building shape, and front yard driveways. The detailed results are provided in *Attachment B*.

Above Ground Floor Area

Respondents were asked to comment on the above ground floor area of a house that would be acceptable in their neighbourhood. As shown in Figure 1, the findings show that one storey houses with an above ground floor area of 2000 sq. ft. were acceptable to most respondents (72 percent). About half the respondents found acceptable houses with 2400 square feet above ground where the second storey is limited to half the size of the first storey. Houses with an above ground floor area of 2800 sq. ft. where the second storey is the same size as the first had the lowest level of acceptance (34 percent).

FIGURE 1: Above ground floor areas acceptable to respondents (253)



Zoning Bylaw to Limit New Houses to One Storey plus a Basement

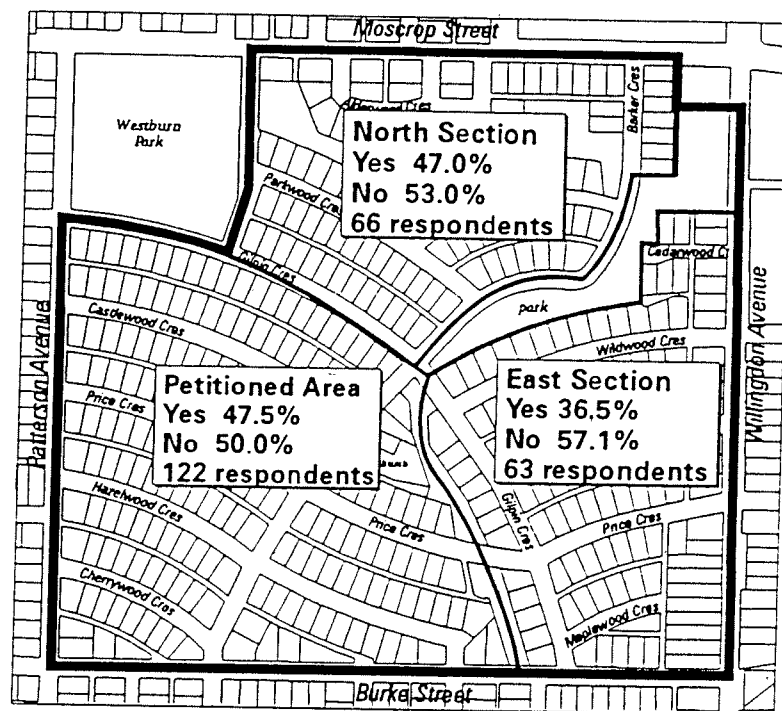
When respondents were asked if the Zoning Bylaw should be changed to limit new houses to one storey and a basement, (a zoning change requested by the petitioners), only 44.3 percent indicated they were in favour of this type of restriction (see Table 1 below). These results would indicate that while the majority of respondents found one storey houses with 2000 sq. ft. above a basement acceptable in their neighbourhood, less than half of the respondents were prepared to support a change of the Zoning Bylaw to limit houses to one storey plus a basement.

TABLE 1: Should the Zoning Bylaw be changed to limit houses to one storey plus a basement?

	ALL RESPONDENTS	PERCENT
Yes	112	44.3
No	132	52.2
No answer	9	3.6
TOTAL	253	100.0

The neighbourhood was divided into three sub-areas to find out if there was a higher level of support within the petitioned area which had originally requested this restriction. As shown in Figure 2, in all three sub-areas, there was less than 50 percent support for limiting houses to one storey plus a basement.

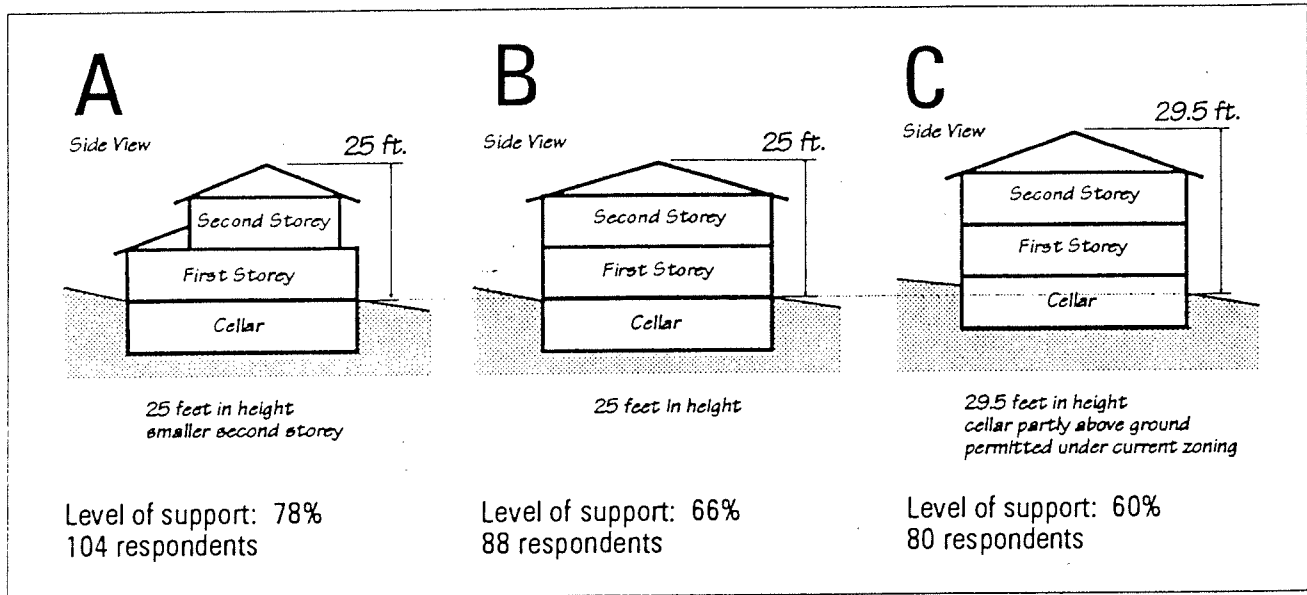
FIGURE 2: Support for limiting houses to one storey plus a basement by sub-areas



Alternate Housing Forms

The 132 respondents who indicated that they were not in support of changing the Zoning Bylaw to limit houses to one storey and a basement were asked to comment on the types of housing forms that they would find acceptable in their neighbourhood. The findings are shown in Figure 3.

FIGURE 3: Housing forms acceptable to the 132 respondents who did not like the one storey plus a basement restriction



The highest level of support (78 percent) was for House A, which is based on the R10 District. The lowest level of support (60 percent) was for House C, which is permitted under the current zoning for Garden Village, the R2 District.

In relating the findings to the total number of respondents (253), it can be assumed that those who wanted to restrict houses to one storey and a basement (112) would likely prefer House A as an alternate choice over House B and House C. Based on this assumption, then the level of support for House A would increase to 85 percent of all respondents. The level of support for House C would decrease to 31 percent of all respondents.

Front Yard Driveways

About 75 percent of the houses in the Garden Village area do not have a front yard driveway. Respondents were asked if a driveway should be permitted in the front yard if there is lane access. The majority of respondents (71.1 percent) stated that front yard driveways should not be permitted.

4.0 ANALYSIS

The findings of the questionnaire indicate that there is general support for a zoning change to further limit the size, shape and height of houses. The R10 or R11 Districts will control the building bulk to a greater extent than the current R2 District for the Garden Village. As well, both districts prohibit front yard driveways if lane access is available.

The R10 District was specifically developed in 1991 for the Brentwood Park area. It limits the building bulk by restricting the height to 24.9 feet and by reducing the size and setback of the second floor above grade.

The R11 District was specifically developed in 1994 for the Westridge area. It is more restrictive than the R10 District. It offers an incentive to build houses with one storey and a basement. That is, in the Westridge area where the majority of the lots are 7200 sq. ft. or greater, an owner is allowed 500 sq. ft. more in floor area if a house is developed with one storey plus a basement. However, in assessing the impact of the R11 District for Garden Village where there is a mix of lot sizes, the floor area bonus is reduced or disappears for the lot sizes below 6700 sq. ft. Therefore, the incentive to build a house with one storey plus a basement does not exist for about 50 percent of the lots in the Garden Village study area.

5.0 RECOMMENDATION

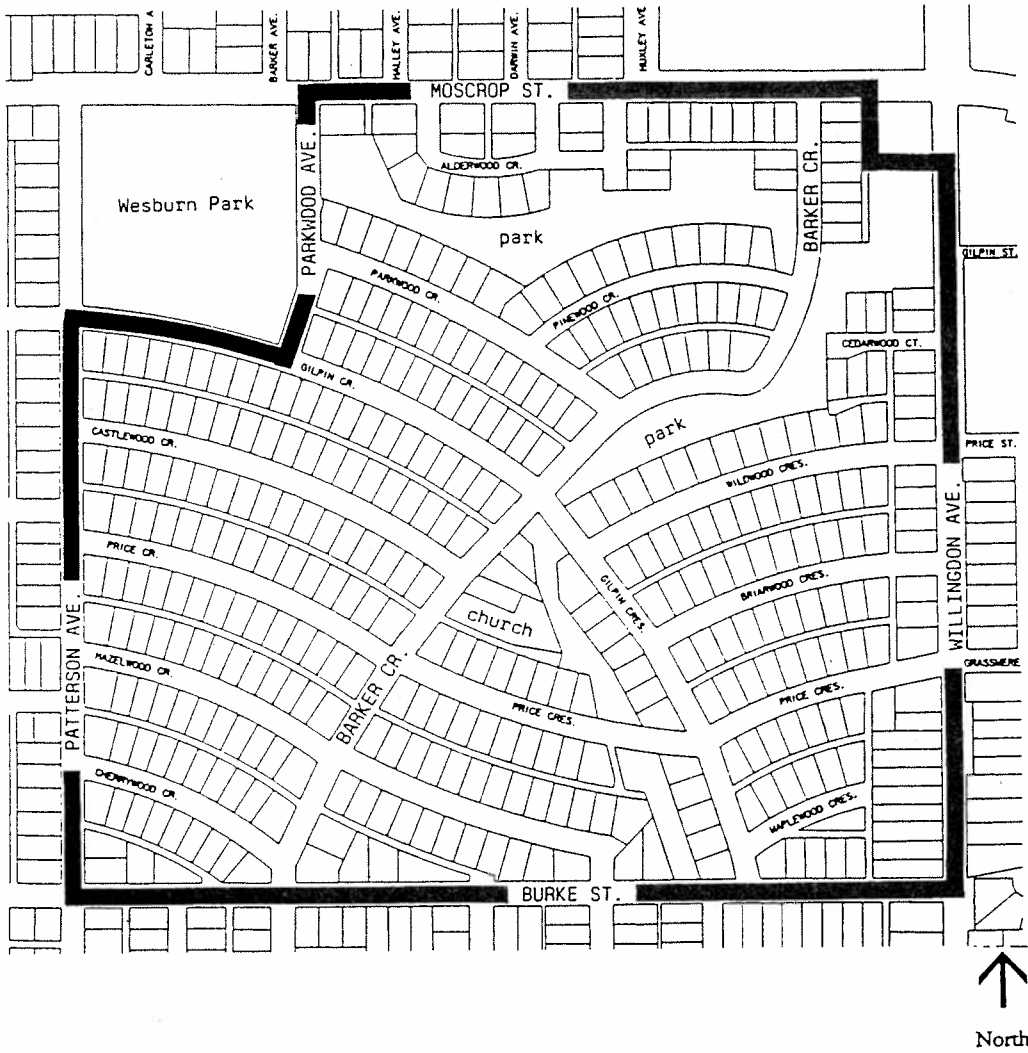
It is recommended that staff meet with a committee representing a cross-section of property owners to discuss the differences between the R10 and R11 zoning regulations and to obtain feedback on the preparation of a zoning proposal for the neighbourhood. Following the committee input process, a zoning proposal will be forwarded to the Housing Committee and to Council for approval prior to a review by the neighbourhood.


D.G. Stenson, Director
PLANNING & BUILDING

MM/SL/jp

Attachments (2)

cc: Acting City Manager



Garden Village Study Area

Attachment A

Garden Village Area

Results of the Questionnaire

Please refer to Figure 2 of the report which shows the boundaries of the sub-areas.

Question 7

Should the Zoning Bylaw be changed to limit new houses to one storey plus a basement (like the existing older houses)?

	All Respondents		Sub-area A Petitioned Area		Sub-area B East Section		Sub-area C North Section	
yes	112	44.3%	58	47.5%	23	36.5%	31	47.0%
no	132	52.2%	61	50.0%	36	57.1%	35	53.0%
no answer	9	3.6%	3	2.5%	4	6.3%	0	0.0%
Total*	253	100.0%	122	100.0%	63	100.0%	66	100.0%

*two respondents did not give their address

Housing forms acceptable to respondents who were not in favour of changing the zoning bylaw to limit houses to one storey and a basement (132 respondents)

	All respondents (132 respondents)		Sub-area A Petitioned Area (61 respondents)		Sub-area B East Section (36 respondents)		Sub-area C North Section (35 respondents)	
Housing Form A (25 ft./ smaller 2nd storey)	104	78.8%	44	72.1%	33	91.7%	26	74.3%
Housing Form B (25 ft./ 2nd storey same size as 1st storey)	88	66.7%	37	60.7%	25	69.4%	23	65.7%
Housing Form C (29.5 ft., permitted under current zoning)	80	60.6%	33	54.1%	22	61.1%	25	71.4%

Question 8

Above ground floor areas acceptable to respondents (253)

	All Properties (253 respondents)		Sub-area A Petitioned Area (122 respondents)		Sub-area B East Section (63 respondents)		Sub-area C North Section (66 respondents)	
2000 sq. ft.	184	72.7%	90	73.8%	49	77.8%	44	66.7%
2400 sq. ft./2nd storey limited to 50% of 1st storey	124	49.0%	20	43.4%	34	54.0%	36	54.5%
2800 sq. ft./2nd storey same size as the 1st storey	86	34.0%	12	28.7%	24	38.1%	25	37.9%

Question 9

Should a driveway be permitted in the front yard if there is lane access?

	All Respondents (253 respondents)	Percent
yes	68	26.9
no	180	71.1
no answer	5	2.0
Total	253	100.0