

CITY OF BURNABY

HOUSING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

RE: REZONING REFERENCE 32/95 GARDEN VILLAGE
AREA REZONING

RECOMMENDATION:

1. THAT Council direct the boundaries of the area proposed for rezoning to the R10 District in rezoning Bylaw 10271 be modified, as outlined in section 3.3 of this report.

REPORT

The Housing Committee, at its meeting held on 1995 November 28, received the *attached* staff report responding to information received in submissions to the Public Hearing for the Garden Village area rezoning process. Staff outlined the rezoning options for the western sub-area of Garden Village.

Respectfully submitted,

Councillor L.A. Rankin
Chairman

Councillor C. Redman
Member

Councillor J. Young
Member

COPY - CITY MANAGER
- DIR. PLNG. & BLDG.
- CHIEF BUILDING INSPECTOR
- CITY SOLICITOR

TO: CHAIR AND MEMBERS, HOUSING COMMITTEE 1995 NOVEMBER 23

FROM: DIRECTOR PLANNING & BUILDING OUR FILE: 16.400.4

SUBJECT: REZONING REFERENCE 32/95
GARDEN VILLAGE AREA REZONING

PURPOSE: To respond to information received in the submissions to the Public Hearing for the Garden Village area rezoning process.

RECOMMENDATION:

1. THAT the Housing Committee recommend to Council:
 - a. THAT the boundaries of the area proposed for rezoning to the R10 District in rezoning bylaw 10271 be modified, as outlined in section 3.3 of this report.

R E P O R T

1.0 BACKGROUND

At its meeting on 1995 October 23, City Council considered rezoning bylaw 10271, Garden Village Area Rezoning. At the meeting, Council requested staff to consider the submissions received prior to, and at the Public Hearing on October 17 regarding the rezoning of the western sub-area of Garden Village from the R2 to the R10 District (see **Attachment A**). Based on the information received as part of the Public Hearing and the results of the area survey, Council has requested staff to review the boundaries of the area proposed for rezoning and to report the findings of this review first to the Housing Committee and then to Council.

2.0 SUMMARY OF MAIN ISSUES RAISED AT PUBLIC HEARING

A total of 33 property owners from Garden Village provided written and/or oral submissions to the Public Hearing for the proposed rezoning of the western sub-area of Garden Village (18 owners spoke at the Public Hearing). Of these 33 owners, 31 were from the western sub-area, 17 of whom were in favour of the rezoning to the R10 District and 14 were opposed. Of the two owners from outside the western sub-area, one felt that all of Garden Village should be rezoned to the R10 District and the other was opposed to the rezoning.

A summary of the main points raised in the written and oral submissions to the Public Hearing is provided below:

2.1 Arguments in Favour of Rezoning the Western Sub-area

Those in favour of rezoning the western sub-area felt that the R10 District would help to preserve neighbourhood character by protecting views, maintaining the streetscape and encouraging new house development that is more consistent with the existing housing. Proponents of the rezoning also mentioned that the R10 District represented a compromise for the original petitioners would wanted houses limited to one storey and a basement. They noted that the R10 District would still allow a large house to be built and would also encourage more renovations.

2.2 Arguments Against Rezoning the Western Sub-area

Two main arguments against the rezoning of the western sub-area were made in the submissions to the Public Hearing. The first focused on concern that by rezoning only one section of Garden Village, the area would become fragmented by having two zoning categories. Some owners stated that they had voted for a rezoning of the whole neighbourhood and since there was insufficient support to do this, they felt the area rezoning process should have proceeded no further.

The second argument made by some of those opposed to the rezoning related to the lower level of support for the rezoning of the western sub-area on those streets without views. They felt that only the streets with views should be included in the area rezoning. They also felt an area rezoning to the R10 District would lower property values, especially for larger lots.

3.0 REZONING OPTIONS FOR THE WESTERN SUB-AREA

The R10 District was designed to permit smaller scale houses that are more in character with older, homogenous neighbourhoods. Under the R10 District, the height of a house is limited to 25 feet and the size of the second floor above ground must be half the size of the main floor. In addition to encouraging the development of houses more consistent in scale with the existing houses, these regulations can help preserve views. The R10 District also maintains the streetscape through restrictions on front yard driveways and front yard fences.

In order to achieve the objectives of preserving neighbourhood character through R10 zoning, the best approach would likely be the rezoning of the entire neighbourhood. With this in mind, and in light of the survey results and the submissions to the Public Hearing, a number of options emerge for the area rezoning of the western sub-area of Garden Village, as described below:

3.1 Option 1 - Maintain the Original Boundaries of the Western Sub-area

The results of the Garden Village survey conducted in 1995 May revealed an insufficient level of support to warrant an area rezoning to the R10 District for the entire neighbourhood (*see attached A*). As in past area rezonings, the results were also analysed geographically to determine whether support was greater in any sub-area of the neighbourhood. This analysis revealed a higher level of support in the western sub-area of Garden Village than was evident in the northern and eastern sub-areas. A response rate of 85.7 percent was obtained in this sub-area with 61.3 percent of the respondents, representing 52.5 percent of the properties, in favour of the area rezoning.

Although the level of support was lower along some of the streets in the sub-area, these streets were included in the area proposed for rezoning to achieve the objective of preserving neighbourhood character. The eastern section of Gilpin Crescent, which is somewhat separated from the rest of the sub-area by park, was also included in the area proposed for the rezoning because of the strong level of support for the rezoning demonstrated in this section.

Since the results of the survey were reported to Council in August, three property owners from Pinewood Crescent provided written submissions to the Public Hearing stating that they no longer wished to support the proposed rezoning to the R10 District. In factoring in this change in votes, the level of support for rezoning becomes 59.9 percent of those responding in favour of the rezoning (as described in **Table 1** below), with 51.3 percent of all properties supporting the rezoning.

Table 1: Survey results in the western sub-area

| Street | No. of Lots | No. of Respondents | Support for Rezoning to R10 (out of total number of respondents for each street) | | |
|---------------------|-------------|--------------------|--|-----------------------|---------------------|
| | | | In Favour | Against | Undecided |
| Pinewood Crescent | 20 | 16 | 9 | 7 | 0 |
| Parkwood Crescent | 23 | 19 | 8 | 9 | 2 |
| Gilpin Crescent | 44 | 37 | 20 | 16 | 1 |
| Castlewood Crescent | 36 | 31 | 19 | 12 | 0 |
| Price Crescent | 46 | 42 | 25 | 15 | 2 |
| Hazelwood Crescent | 47 | 43 | 33 | 7 | 3 |
| Cherrywood Crescent | 19 | 19 | 9 | 10 | 0 |
| Burke Street | 6 | 3 | 2 | 1 | 0 |
| Patterson Avenue | 2 | 1 | 0 | 1 | 0 |
| Barker Crescent | 16 | 11 | 8 | 3 | 0 |
| Total | 259 | 222 | 133 (59.9%) | 81 (36.5%) | 8 (3.6%) |

3.2 Option 2 - Exclude the Eastern Section of Gilpin Crescent from the Western Sub-area

Although separated from the western sub-area by a lineal park, the eastern section of Gilpin Crescent (which includes one property with a Price Crescent address) was included in the original area proposed for rezoning. The survey results revealed a high level of support from this section of Gilpin Crescent with 10 out of 12 properties supporting the area rezoning. Although this section of Gilpin is more closely related to the eastern sub-area, the houses along the street are situated perpendicular the other streets in the eastern sub-area. Therefore, there is a level of separation of this section of Gilpin from the rest of the eastern sub-area (see **Attachment B**).

If this section of Gilpin Crescent were rezoned to the R10 District, it would ensure that any new houses developed along this section would be more consistent in scale with the existing housing. However, since there was insufficient support to rezone the eastern sub-area to the R10 District, the regulations of the R10 zoning would not extend any further into the eastern sub-area. Moreover, the view from this section of Gilpin is oriented toward the northeast and would be more affected by development in the eastern sub-area of Garden Village. Therefore, it would appear that apart from encouraging a more consistent scale in housing, an area rezoning to the R10 District would be of limited benefit to this section of Gilpin or to the contiguous neighbourhood of the western sub-area in terms of view protection and neighbourhood preservation.

If the eastern section of Gilpin Crescent were excluded from the western sub-area, the level of support among the remaining respondents would be slightly lower (58.6 percent). In terms of the total number of properties, however, only 49.8 percent of the properties would be in support of the area rezoning. To date, "consensus" in area rezoning processes has meant that at least 50 percent of the total number of properties agree with the proposal. With the change in votes of the three owners on Pinewood Crescent, as mentioned in section 3.1, and the exclusion of the eastern section of Gilpin Crescent from the western sub-area, there would be insufficient support to rezone all of the western sub-area according to the criteria used in previous area rezonings.

3.3 Option 3 - Rezone Streets Situated on the Slope in the Western Sub-area

Support for the area rezoning is strongest on those streets which have a view to the north. A number of owners wrote or made presentations at the Public Hearing stating that the area proposed for rezoning should be limited to these streets. Indeed, many of the property owners from these streets stated that the view was important to them as well as other characteristics of the neighbourhood. If the area proposed for rezoning were limited to the streets with a view and to where support was strongest, then the area proposed for rezoning would include: Hazelwood Crescent, the 4100 to 4300 blocks of Price Crescent, Castlewood Crescent, the south side of the 4100 to 4200 block of Gilpin Crescent and the 4900 to 5000 blocks of Barker Crescent (see **Attachment C**). **Table 2** below presents the results of the survey from this portion of the western sub-area.

Table 2: Survey results from the sloping portion of the western sub-area

| Street | No. of Lots | No. of Respondents | Support for Rezoning to R10 (out of total number of respondents for each street) | | |
|---------------------|-------------|--------------------|--|---------------------|-------------------|
| | | | In Favour | Against | Undecided |
| Hazelwood Crescent | 47 | 43 | 33 | 7 | 3 |
| Price Crescent | 45 | 41 | 24 | 15 | 2 |
| Castlewood Crescent | 36 | 31 | 19 | 12 | 0 |
| S side of Gilpin | 21 | 16 | 6 | 9 | 1 |
| Barker Crescent | 5 | 3 | 2 | 1 | 0 |
| Total | 154 | 134 | 84 (63%) | 44 (33%) | 6 (4%) |

The results of the survey indicate that 63 percent of the respondents, representing 54.5 percent of the properties in this area, support the area rezoning to the R10 District. Except for the south side of 4100 to 4200 blocks of Gilpin, all of the streets in this portion of the western sub-area are clearly in support of an area rezoning to the R10 District. The south side of Gilpin has been included because it is at the bottom of the slope and new development along this side of the street would affect views of the streets above it. A rezoning to the R10 District would result in no loss or a loss of about 20 square feet in terms of the maximum permitted gross floor area for 74.5 percent of the properties in this portion of the western sub-area. (The maximum gross floor area permitted would be the same under R2 and R10 zoning for 19 out of the 21 properties on the south side of Gilpin Crescent.)

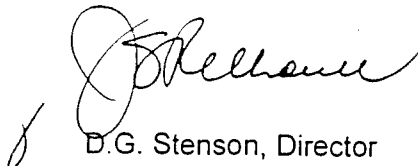
3.4 Option 4 - Rezone Streets Situated on the Slope in the Western Sub-area, including the Eastern Section of Gilpin Crescent

Ten out of the 12 properties in the eastern section of Gilpin Crescent voted in favour of the rezoning to the R10 District. If this section of Gilpin Crescent were included with the other streets in the sloping portion of the western sub-area (see **Attachment D**), the level of support for the rezoning would increase slightly with 64 percent of the respondents, representing 57 percent of the properties, in favour of the rezoning. However, half of the 12 properties would lose between 220 to 754 square feet in permitted gross floor area under R10 zoning. As well, as stated above in section 3.2, a rezoning to the R10 District of this section of Gilpin Crescent would have a limited impact on view protection and neighbourhood preservation.

4.0 RECOMMENDATION

In re-assessing the boundaries of the western sub-area, based on the information received as part of the Public Hearing and the results of the 1995 May survey of Garden Village, it is recommended that the sloping portion of the western sub-area, as outlined in Option 3, be rezoned to the R10 District. Support for an area rezoning to the R10 District was strongest from this area with 63 percent of respondents, representing 54.5 percent of the properties, in favour of the area rezoning.

It was found that by excluding the eastern section of Gilpin, for the reasons outlined above, and by factoring in a change in three votes originally in favour of the rezoning, that the only 49.8 percent of the total number of properties in the western sub-area were in favour of the area rezoning. The lowest level of support was from those streets without views to the north. In previous area rezonings, at least 50 percent of the properties agreed with the proposal before the area was rezoned.

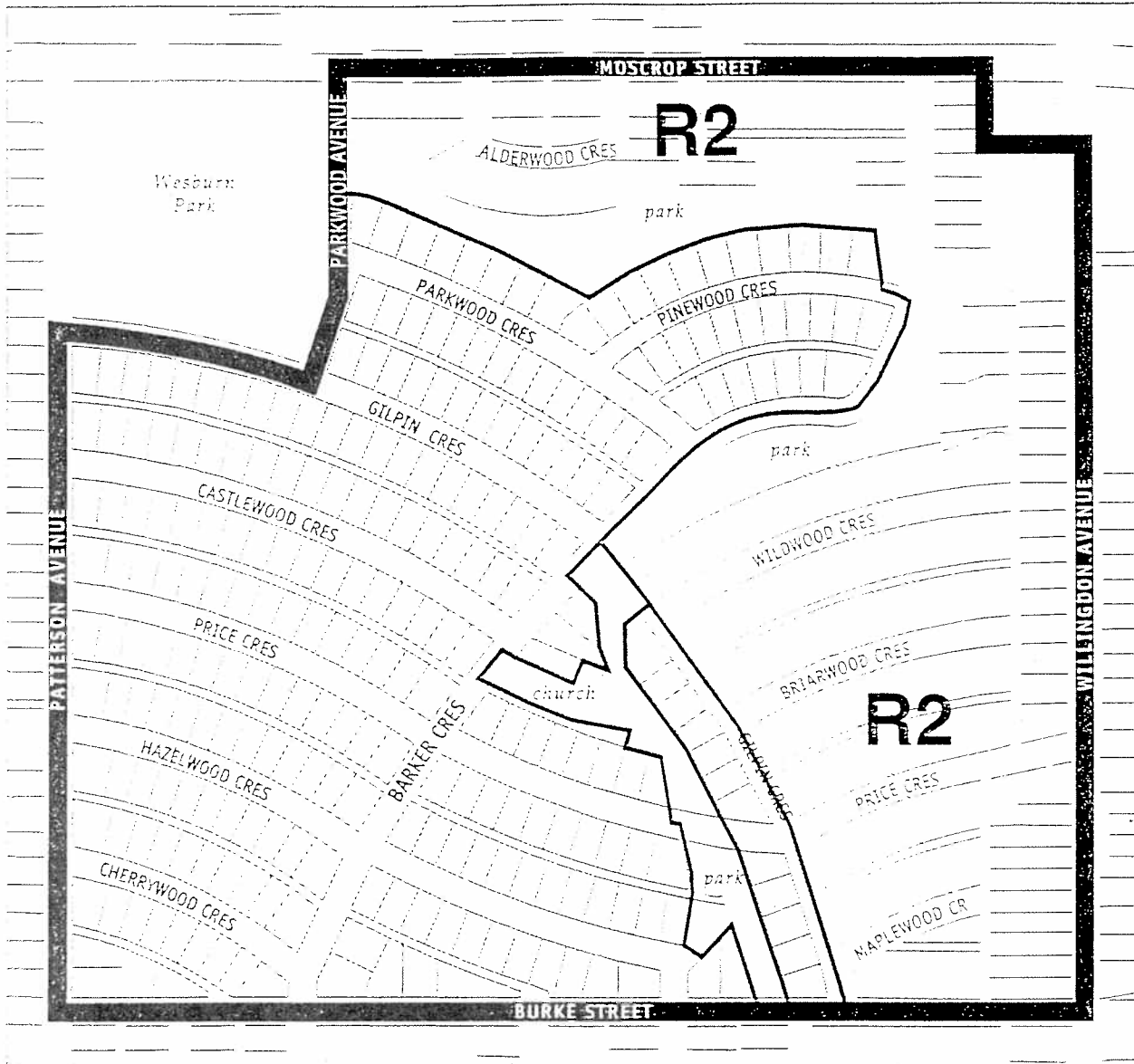


D.G. Stenson, Director
PLANNING & BUILDING

MM\db

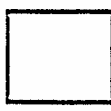
Attachments

cc: City Manager
City Solicitor
Chief Building Inspector
Supervisor Plan Checking



Garden Village Study Area

Option 1 Area

 Western Sub-Area
(Area originally proposed
for rezoning to the R10 District)

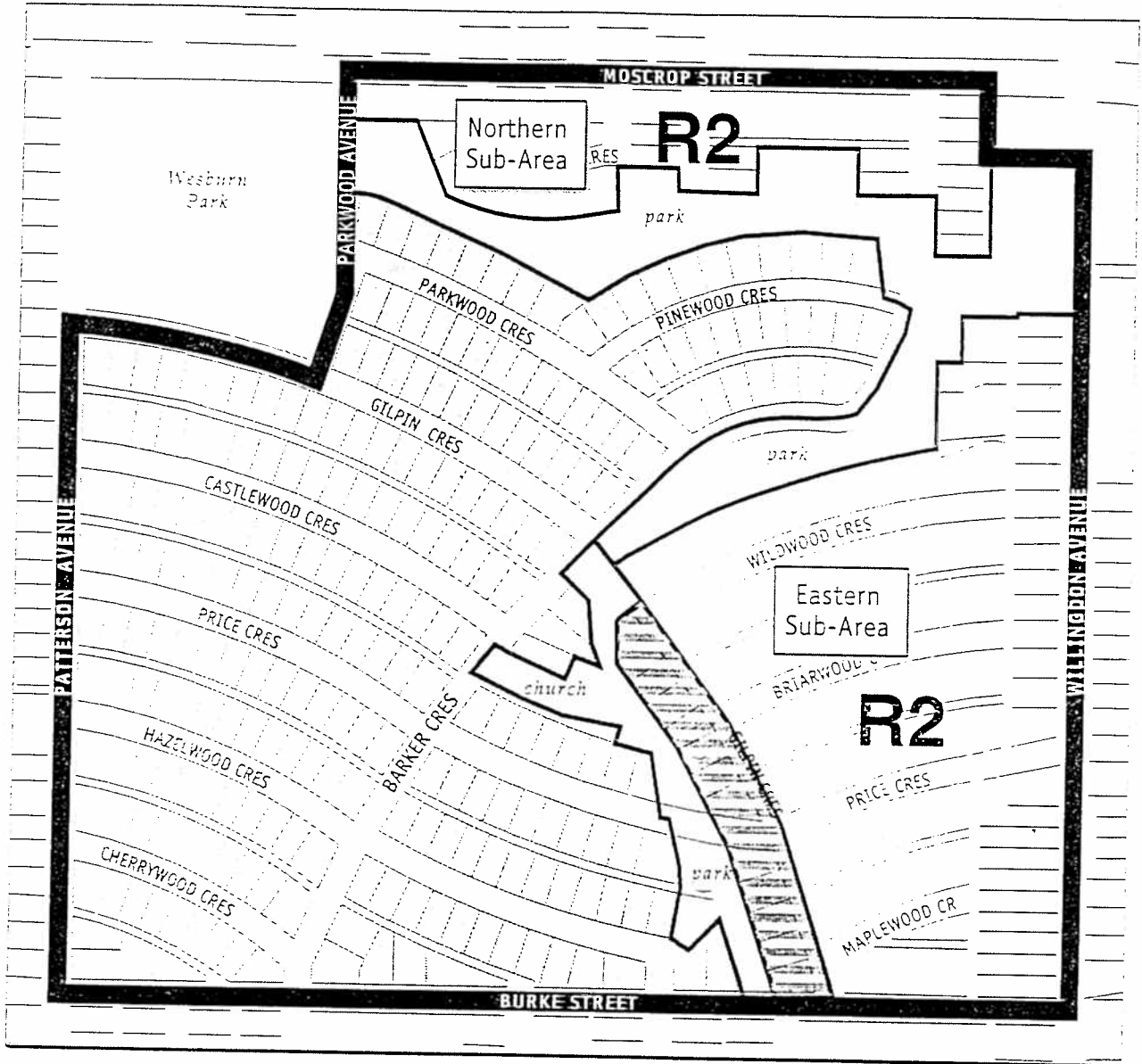


not to scale

Option 1 Area



| | | |
|--|---|-----------|
| No. of lots | = | 259 |
| No. of respondents = | | 222 |
| No. of respondents in favour of rezoning = | | 133 (60%) |
| Percentage of properties in favour of rezoning = | | 51.3% |

Attachment A



Garden Village Study Area

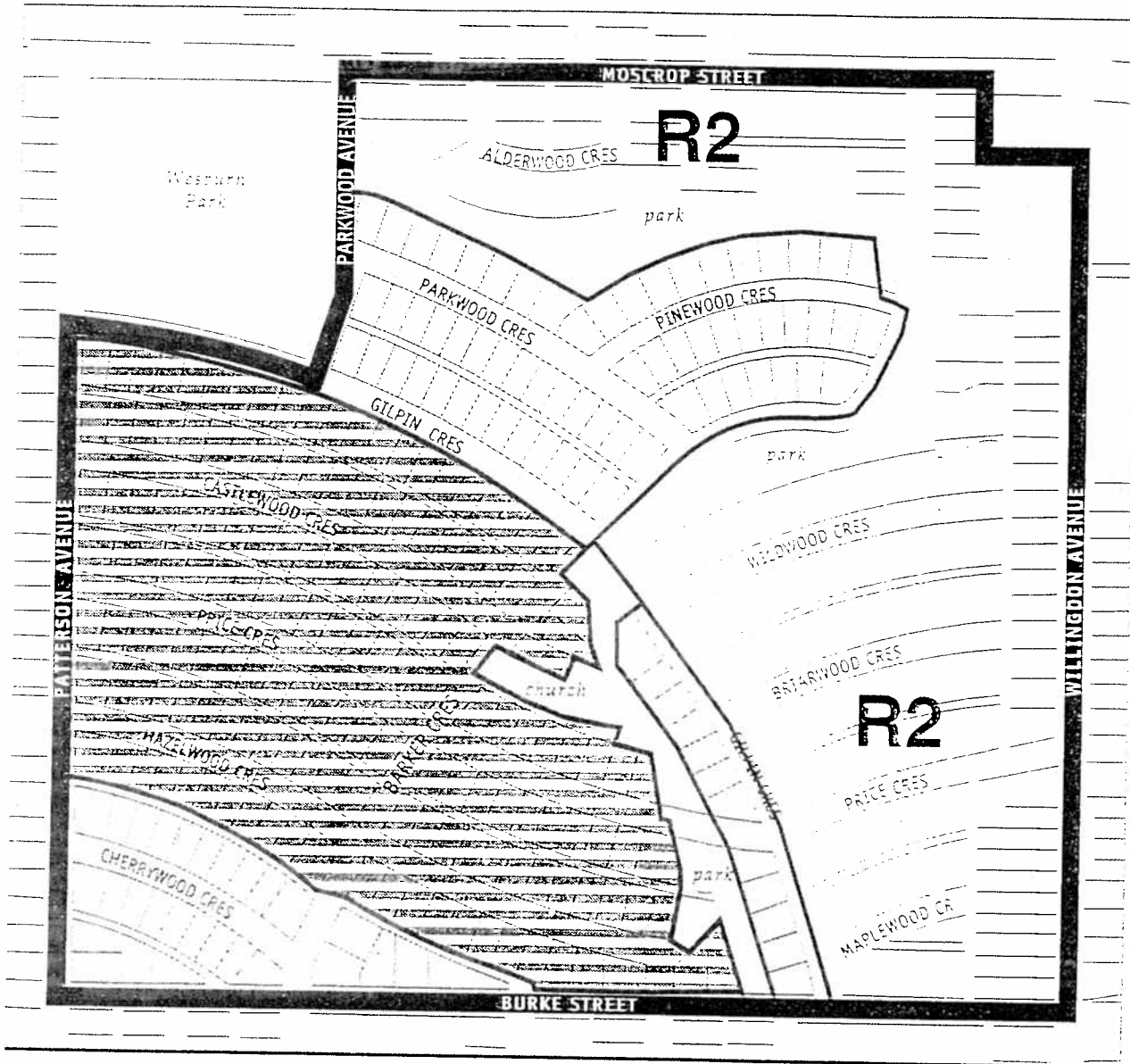
Option 2 Area

-  Western Sub-Area
(Area originally proposed for rezoning to the R10 District)
-  Eastern section of Gilpin Crescent

| Option 2 Area | |
|---|-------------|
| No. of lots (excluding eastern section of Gilpin) = | 247 |
| No. of respondents = | 210 |
| No. of respondents in favour of rezoning = | 123 (58.6%) |
| Percentage of properties in favour of rezoning = | 49.8% |


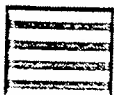


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Garden Village Study Area

Option 3 Area

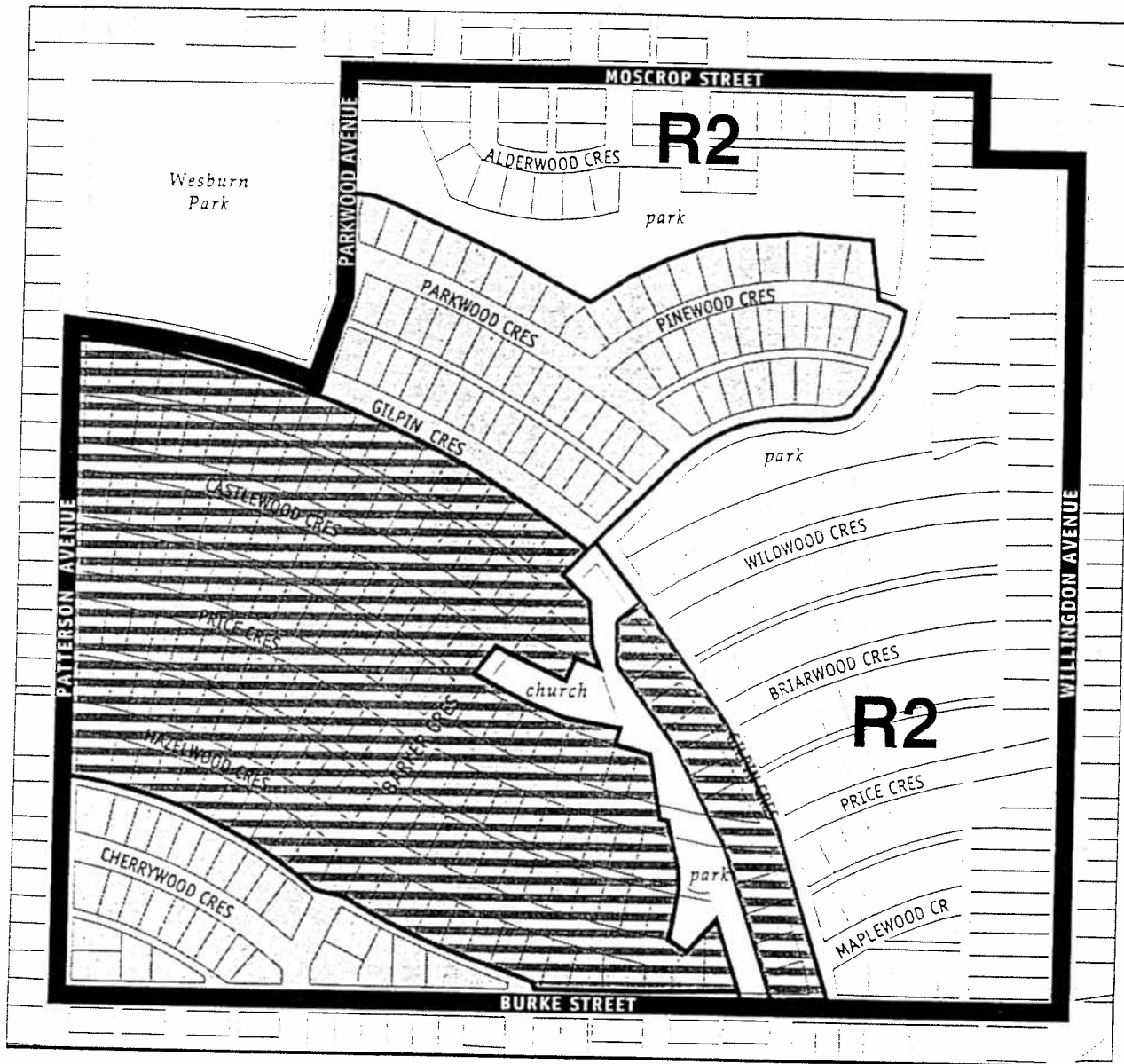
-  Western Sub-Area
(Area originally proposed for rezoning to the R10 District)
-  Sloping portion of Western Sub-Area



not to scale

| Option 3 Area | |
|--|----------|
| No. of lots | = 154 |
| No. of respondents = | 134 |
| No. of respondents in favour of rezoning = | 84 (63%) |
| Percentage of properties in favour of rezoning = | 54.5% |

Attachment C


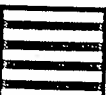


Garden Village Study Area

Option 4 Area



not to scale

-  Western Sub-Area
 (Area originally proposed for rezoning to the R10 District)
-  Sloping portion of Western Sub-Area including the eastern section of Gilpin Crescent

Option 4 Area

| | | |
|--|---|----------|
| No. of lots | = | 166 |
| No. of respondents = | | 146 |
| No. of respondents in favour of rezoning = | | 94 (64%) |
| Percentage of properties in favour of rezoning = | | 57% |

Attachment D

