

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2016 March 24

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 49500 10
Reference: R12 3570/3650/3670/3690
Douglas Street and 5628
Hardwick Street

SUBJECT: REQUEST FOR AREA REZONING TO THE R12 DISTRICT –
3570/3650/3670/3690 DOUGLAS ROAD AND 5628 HARDWICK STREET

PURPOSE: To seek Council's concurrence to initiate a consultation process to explore the desirability of an area rezoning of the subject properties to the R12 Residential District.

RECOMMENDATIONS:

1. **THAT** Council be requested to authorize initiation of a consultation process to explore the desirability of an R12 area rezoning for 3570/3650/3670/3690 Douglas Street and 5628 Hardwick Street.
2. **THAT** a copy of this report be sent to Mr. Shameer Punjani, the petition organizer, at 2971 Phillips Avenue, Burnaby, BC, V5A 2W4.

REPORT

1.0 BACKGROUND

A petition requesting the rezoning for 3570/3650/3670/3690 Douglas Street and 5628 Hardwick Street has been received in the Planning Department. The petition represents an area consisting of five legal lots containing one two-family dwelling, three single family dwellings, and a legal non-conforming corner store that is no longer in operation (see attached *Sketch #1*). The petition was signed by three (60%) of the five property owners in the proposed rezoning area. The purpose of this report is to seek Council authorization to initiate an R12 area rezoning consultation process in response to the petitioners' request.

2.0 DISCUSSION

2.1 Subject Area

The area represented on the petition consists of properties on the east side of Douglas Road from the lane north of Hardwick Street to the north side of Woodsworth Street. The proposed rezoning area, currently zoned R5 District, is located in the Douglas-Gilpin neighbourhood. The area across Douglas Road to the west is zoned R3 District. Two properties located immediately to the north are zoned R9 Residential District, beyond which are properties zoned R5 District. The City Works Yard, zoned M2 General Industrial District, is located to the northeast. The properties to the south and east are zoned R12 District (Rezoning Reference #00-02). The proposed rezoning area is designated in the Official Community Plan (OCP) for 'Single and Two-family Residential Urban' development under the Residential Framework, and as such the proposal is consistent with OCP policy directions for this area.

The area is comprised of five legal lots developed with one two-family dwelling, three single family dwellings, and a legal non-conforming corner store that is no longer in operation. Lot widths range from 15.24 m (50 ft.) to 22.36 m (73.36 ft.); lot areas range from 501.41 m² (5,397.13 sq.ft.) to 718.88 m² (7,737.96 sq.ft.). It is noted that these sites slope down from Douglas Road, and vehicular access is restricted from Douglas Road. Therefore, vehicular access to the properties at 3570 Douglas Road and 5628 Hardwick Street is provided via Hardwick Street; access to 3650 and 3670 Douglas Street is provided via the flanking (south) lane that extends west from Godwin Avenue; and vehicular access to 3690 Douglas Road is provided via Woodsworth Street. The buildings are of mixed age – four were built before 1975, including the corner store in 1930, and one was built in 2012. Three of the homes are owner-occupied and are generally well maintained. The corner store has been vacant since 2015 August.

2.2 Current and Proposed Development Potential

The current R5 District development potential of the five lots is for one two-family dwelling at 3570 Douglas Road and four single family dwellings on the other properties.

The R12 District zoning category was established to allow for single and two-family dwellings on small lots. Under the R12 District, each lot shall have an area of not less than 306.57 m² (3,300 sq.ft.) and a width of not less than 9.15 m (30 ft.). Single family dwellings are permitted on all legal lots. Two-family dwellings are also permitted in the R12 District but are not permitted on a lot that is less than 13.7 m (45 ft.) wide unless the lot has lane access.

With respect to the subject proposal under the R12 District, 3570 Douglas Road would retain its two-family dwelling development potential and the remaining four lots would be eligible for a two-family dwelling. It is also noted that two of those eligible properties, 3670 and 3690 Douglas Street, together with the existing irregularly shaped R12 District property at 5687 Woodsworth Street, could be reconfigured through subdivision as five lots, each with two-family dwelling development potential. Development potential is subject to meeting all City bylaw regulations and servicing requirements.

2.3 Past Area Rezoning Proposals

It is noted that the five subject properties have been included in two previous area rezoning proposals. In 1996, the subject properties were initially part of an R12 area rezoning process for properties to the south and east of the sites. However, the subject properties, as well as properties on the east side of Douglas Road to Laurel Street and properties on the south side of Laurel Street between Douglas Road and the City Works Yard, were excluded from the area rezoning application (Rezoning Reference REZ#00-02), primarily due to inadequate support from Douglas Road property owners. Other concerns also related to the availability of lanes, the Douglas Road truck route, and property grades¹.

In 2005, the properties were the subject of a second R12 area rezoning proposal that extended to Laurel Street. This proposal was denied for this broader area due to access concerns, property orientation in the Fulwell Street area, lack of relation to the existing R12 area, and road requirements.

It is also noted that, in 2011, a rezoning application (REZ#11-48) to rezone 3630 Douglas Road (now addressed as 5628 Hardwick Street) and 3650 Douglas Road to the R12 District was rejected as a spot rezoning, given that only two properties were included in the proposal.

As discussed below in Section 2.4, the subject application is for a smaller area where there is merit in exploring the proposed area rezoning. The proposed area is sufficiently different from the areas of previous proposals, and the issues raised previously are substantially addressed.

2.4 Area Rezoning Assessment

R12 District area rezoning requests are evaluated based on a number of factors including Official Community Plan (OCP) designation, existing housing character, and the appropriateness of the proposed boundaries. In this case, the subject area is appropriately

¹ It is noted that the Laurel Street properties were also excluded because, without the Douglas Road properties, they would have formed a separate two lot R12 "island" separate from the rest of the proposed R12 area, which was not considered appropriate or consistent with properties on the north side of Laurel Street.

designated in the OCP for 'Single and Two-family Residential Urban' development, which would allow for the requested R12 District rezoning.

With respect to existing housing character, the subject area is not currently developed with existing small lot development. However, the area across Woodsworth Street to the south and the area immediately to the east, which is contiguous with the proposed rezoning area, is currently zoned R12 District, with many lots being of small lot character with lot widths of 10.06 m (33 ft.) to 12.04 m (39.5 ft.). In addition, the two properties immediately north of the subject area are zoned R9 District and have widths between 9.25 m to 9.38 m (30.35 ft. to 30.77 ft.). Unlike the previous 1996 and 2005 proposals, which included properties located relatively far from existing small lot character, the subject area is more directly related to small lot development to the east and south.

The petition area represents more than one block front, which is generally suitable for the proposed R12 District and which would provide consistency with zoning to the north, south, and east. The area, smaller than the 1996 and 2005 proposals and bigger than the 2011 spot rezoning proposal, provides a more logical R12 District boundary than what currently exists and was previously proposed. Furthermore, a lot pattern more consistent with the existing R12 District area to the east could be obtained through subdivision at Douglas Road and Woodsworth Street.

In addition, unlike the 1996 proposal, the current proposal has sufficient support from the property owners to pursue an R12 area rezoning process, with three of five property owners (60%) having signed the petition. Furthermore, the subject properties in the current proposal have a larger proportion of buildings built prior to 1975, suggesting that there is potential for redevelopment.

Furthermore, in terms of access, there are no proposed new lots oriented or requiring access from Douglas Road, although there is the potential for two two-family dwellings to replace two single family dwellings along Douglas Road.

Unlike the previous proposals, all of the subject properties in the current proposal have alternate road or lane access. In addition, it is expected that the two southern properties at 3670 and 3690 Douglas Road will be consolidated with the adjacent R12 District property at 5687 Woodsworth Street and subdivided into five lots, each of which would front onto Woodsworth Street. As such, there would be no proposed new lots oriented to Douglas Road.

Road dedication requirements for 3670 and 3690 Douglas Road, to be determined by the Engineering Department, will be a prerequisite of those properties' subdivision in conjunction with 5687 Woodworth Street. There are no immediate dedications required for the remaining three subject properties, which do not have subdivision potential. City transportation objectives can generally be achieved within the existing Douglas Road right-of-way, and any new developments will be subject to Siting Approval in order to ensure there is appropriate siting of development with respect to any future dedication requirements. Additionally, a covenant specifying future subdivision, including any requirements for road dedication, will be required prior to Final Adoption of this R12 rezoning amendment bylaw for the properties at 3670 and 3690 Douglas Road.

In summary, the subject proposal is considered worthy of advancing to public consultation.

2.5 Consultation Process

If authorized, the consultation process will include several means by which residents can comment on the proposed area rezoning. Brochures and questionnaires will be sent to the owners and tenants in the block front proposed for rezoning. In accordance with Council policy, residential properties within 100 m (328 ft.) of the proposed rezoning area will be included in the consultation area (see attached *Sketch #1*). An open house with displays and opportunities for questions and comments will be scheduled at the nearby Douglas Road Elementary School.

The results of the public consultation will be assessed to determine if there is adequate support for the area rezoning and the results will be reported back to Committee and Council. The Council adopted guidelines for area rezonings state that a proposal to be forwarded to Public Hearing should meet the following criteria:

1. Where the response rate is 100%, at least 50% of all the property owners in a defined area have indicated that they support an area rezoning; or,
2. Where the response rate is less than 100%, at least 50% of the property owners have responded and 70% of those support the area rezoning.

3.0 CONCLUSION

A petition was received from three (60%) of the five property owners in the subject area, requesting an area rezoning to the R12 Residential District. The rezoning would permit single family dwellings on 9.15 m (30.02 ft.) wide lots and two-family dwellings on 9.15 m (30.02 ft.) wide lots with lane access, and two-family dwellings on lots with a width of or greater than 13.7 m (44.95 ft.) that do not have lane access.

To: *Community Development Committee*
From: *Director Planning and Building*
Re: *Request for Area Rezoning for 3570/3650/3670/3690 Douglas Street
and 5628 Hardwick Street*
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Given the area's OCP designation, the general small lot character of the area to the north, south, and east, the configuration of the proposed rezoning area, and the support of the property owners to pursue the area rezoning process, it is recommended that a consultation process be initiated to explore the interest of property owners to pursue an area rezoning to the R12 Residential District. The process would include brochures, questionnaires, and an open house to determine support for the rezoning. The results would be reported back to Committee and Council with a recommendation to either advance or not advance the rezoning through the bylaw approval process.

It is also recommended that a copy of this report be provided to Mr. Shameer Punjani, the organizer of the area rezoning petition process.



Lou Pelletier, Director
PLANNING AND BUILDING

LS:spf

Attachment

cc: City Manager
Director Engineering
Chief Building Inspector
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:
FEB 29 2016

SCALE:
1:3,402

DRAWN BY:
AY

**3570, 3650, 3670, 3690 DOUGLAS ROAD
5628 HARDWICK STREET**



Rezoning Area



Consultation Area

Sketch #1