



TO: CITY MANAGER 2019 September 11

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #19-27**
Zoning Bylaw conformance

ADDRESS: 4050 Graveley Street (see Sketch #1 *attached*)

LEGAL: Lot A, District Lot, 117 Group 1, NWD Plan EPP87194

FROM: M3 Heavy Industrial District and R5 Residential District

TO: M3 Heavy Industrial District

APPLICANT: Christopher Bozyk Architects Ltd.
#414 – 611 Alexander Street
Vancouver, BC V6A 1E1
Attn: Christopher Bozyk

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2019 October 29.

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2019 October 07, and to a Public Hearing on 2019 October 29 at 6:00 p.m.
2. **THAT** public notification of this rezoning application and a copy of this report be sent to properties along Douglas Road between Gravelly Street and Boundary Road.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to bring the zoning into conformance with the area’s existing industrial land use, character, and plan designations.

2.0 POLICY FRAMEWORK

The subject application aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Partnership - Work collaboratively with businesses, educational institutions, associations, other communities, and governments.

A Dynamic Community

- Economic opportunity - Foster an environment that attracts new and supports existing jobs, businesses and industries.

3.0 BACKGROUND

3.1 The subject property, located on the southwest corner of Graveley Street, Gilmore Avenue and Douglas Road, is split-zoned M3 Heavy Industrial District and R5 Residential District, and is improved with two low-rise industrial buildings which front onto Graveley Street. To the north, across Graveley Street, are single-family dwellings and one low-rise industrial building. To the west and to the south, immediately adjacent, are low-rise industrial buildings. To the east, across Gilmore Avenue, is Willingdon Heights Park. Vehicular access is from Graveley Street.

3.2 The subject property has a lot area of 2,777.8 m² (29,900 sq. ft.) and a lot width of 69.09 m (227 ft.). The applicant proposes to rezone the property, which is currently split-zoned M3 District and R5 District, to the M3 District in order to permit the addition of new warehouse and office space for an architectural railing company. The site meets the minimum lot area and width requirements of the M3 District, subject to legal survey. The proposed industrial development is in line with its designated general industrial use under the Official Community Plan (OCP).

4.0 PROPOSED POLICY

4.1 The Planning and Building Department has received several inquiries regarding the development potential for M3 Heavy Industrial District and R5 Residential District split-zoned properties along the south side of Douglas Road, from Graveley Street to Boundary Road (Sketch #2 *attached*). The current split-zoning of these 25 residential and industrial properties limits their redevelopment potential by restricting development within one or the other zoning districts, while resulting in inconsistent and incompatible adjacent land uses.

To date, a varied approach has been utilized in terms of rezoning these split-zoned properties. Further, 21 of these properties were constructed in, or prior to 1976, and therefore due to age and condition, will likely be seeking redevelopment within the near future. As such, a policy review was undertaken to determine how to enable redevelopment of these split-zoned properties in a manner that would minimize potential land use conflicts.

In addition to the M3 District requirement restricting a number of heavier industrial uses to a 61 m (200.13 ft.) or more separation from the zoning boundary of an A2, R or RM District, the split-zoning was intended to provide a buffer between the industrial uses on the southwest side of Douglas road and the residential uses on the northeast side of Douglas Road. However, today a number of dwellings are located within the R5 District buffer and thus adjacent to M3 District uses, which contradicts the intent of a buffer. It should be noted that where the zoning boundary bisects a property, it is not feasible for these properties to be efficiently redeveloped under either zone.

4.2 Generally, on the northeast side of Douglas Road, from Graveley Street to Boundary Road, are single and two-family dwellings zoned R5 District. A portion, between Napier Street and William Street, is zoned C1 Neighbourhood Commercial District and improved with a 3 storey office building. Kitchener Elementary School is located in between Macdonald Avenue, William Street, Gilmore Avenue and Kitchener Street (with the southwest corner touching Douglas Road) and further south, along Douglas Road in between Grant Street and Graveley Street is a townhouse development zoned R6 Residential District.

Fronting Douglas Road, from Graveley Street to Boundary Road, on the southwest side, are a mix of residential and industrial uses with the majority being split-zoned M3 District and R5 District. Beyond, to the south of the split-zoned properties, are many older low-rise industrial buildings, some older residential dwellings, and two large TransLink operations centre sites, zoned M3 District. At the corner of Boundary Road and Douglas Road, there is a P2 Administration and Assembly District property that is used as an Ambulance station.

It should be noted that, immediately adjacent to the split-zoned properties, there are three properties/consolidations fronting Douglas Road, on the southwest side, that are designated as R5 District and as such their desired land use designation needs to be considered independently.

- **3735 Parker Street**, is improved with a residential dwelling constructed in 1907, and is located within a block that contains properties zoned M3 District and P2 District. It should be noted that this structure is not on Burnaby's Heritage Register or Heritage Inventory. In order to maintain the intent of the industrial area and to minimize land use conflicts, it is recommended that the M3 District guidelines be applied to this property.
- **1415 Douglas Road and 4005 Grant Street** are improved with residential dwellings constructed in 1970. This triangular portion of land is separated from neighbouring industrial uses to the west across Macdonald Avenue and to the south across Grant Street. As such, these properties may be developed separately under the existing R5

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District, or if consolidated, and subject to legal survey confirming the properties meet minimum lot area and lot width requirements, these properties may be developed utilizing M3 District guidelines.

- Rezoning Reference #10-24 received Final Adoption on 2011 October 24 to bring the M3 and R5 District split-zoning of the block containing **3816, 3820 Napier Street, 1123, and 1145 Douglas Road** into conformance with a residential use designation. 3816 Napier Street and 1145 Douglas Road are improved with newer residential dwellings, constructed in 2012 and 1995 respectively. 3820 Napier is improved with an older dwelling, built in 1948, that has a garage encroaching on 1123 Douglas Road. 1151 Douglas Road is vacant City-owned land. Given the recent rezoning and construction on these properties, it is recommended that this block remain as R5 District at this time.

In summary, the M3 District would be the desired zoning district for 3735 Parker Street, and if consolidated, the M3 District could be utilized for 1415 Douglas Road and 4005 Grant Street (otherwise the existing R5 District would apply). The existing R5 District would apply to the above noted Napier Street and Douglas Road block properties.

- 4.3 It is noted that the OCP designates many of the above mentioned split-zoned properties, as both General Industrial and as Single and Two Family Residential. The OCP also shows industrial uses abutting Douglas Road and not providing for a buffer area. Further, the Metro Vancouver Regional Growth Strategy (RGS), adopted in 2011, designates the M3 District portion of the split-zoned sites as industrial use. As the RGS supports the protection of industrial land through policies for industrial areas and by excluding uses which are inconsistent with the intent of the industrial area, such as residential uses, it is recommended that these split-zoned properties be protected as industrial use and therefore permitted to rezone to M3 District.

Looking more broadly at the City of Burnaby, it is noted that other than the subject area, the M3 District zoned lands exist in the Lake City and Big Bend areas. However, these areas are designated as Business Centre and will eventually redevelop, leaving limited M3 District properties available with the majority located within the subject area near Douglas Road. The Douglas Road industrial area also offers an opportunity for businesses to locate in straight-zoned, smaller-scale, industrial sites. Therefore, it is recommended that the split-zoned properties along Douglas Road, and the R5 District properties, 3735 Parker Street, 1415 Douglas Road and 4005 Grant Street, be permitted to re-zone to the M3 District in order to maintain the established industrial area and reduce future land use conflicts. In order to preclude further residential development adjacent to M3 District uses, it is recommended that applications to rezone split-zoned properties utilizing the R5 District not be supported.

Where a split-zoned property does not meet lot area and lot width to redevelop as an industrial use, the property may be suitable for consolidation with neighbouring properties or, with Council approval, the City may wish to acquire the property and hold it until a larger consolidation can be achieved. It should be noted that the M3 District 61 m (200.13 ft.) separation requirement for heavier industrial uses along with Douglas Road itself, there is sufficient separation between industrial uses on the southwest side and residential uses on the northeast side, and as such an R5 District buffer is not considered necessary. In the future, with the adoption of an updated OCP, the inconsistency of both residential and industrial designations would be resolved through a single-use designation.

5.0 GENERAL COMMENTS

5.1 The applicant is seeking to increase the size of their existing industrial building to meet the needs of the current architectural railing business. This rezoning application is required in order to remove the split-zone to permit M3 District use across the whole site. As part of the construction process for increasing the size of their existing industrial building, the applicant will be required to apply for Preliminary Plan Approval, at which point their development proposal will be reviewed and required to be in conformance with the Zoning Bylaw. The rezoning is in accordance with the RGS and OCP and, meets the conditions of the Burnaby Zoning Bylaw. Therefore, advancement to Public Hearing is considered supportable.

5.2 As noted earlier, in order to provide clarification for the development potential of the subject application and for other split-zoned properties along Douglas Road, a policy review was undertaken. It was determined through this review that it is desirable to bring these properties into conformance with their current and intended industrial use.

6.0 CONCLUSION AND RECOMMENDATIONS

6.1 The purpose of the proposed rezoning bylaw amendment is to bring the zoning of the split-zoned subject property into conformance with the existing industrial land use under the proposed policy recommendation.

The split-zoning of the properties along Douglas Road, from Graveley Street to Boundary Road, limits their redevelopment potential and therefore, it is recommended that site specific rezoning applications to rezone these properties to the M3 District be supported. In order to preclude further residential development adjacent to M3 District uses, it is recommended that applications to rezone split-zoned properties utilizing the R5 District not be supported. It is also recommended, in keeping with the industrial intent of the area, that the desired zoning designation for 3735 Parker Street be M3 District and that the M3 District could also be utilized for 1415 Douglas Road and 4005 Grant Street, if consolidated and subject to confirmation of meeting lot area and lot width requirements.

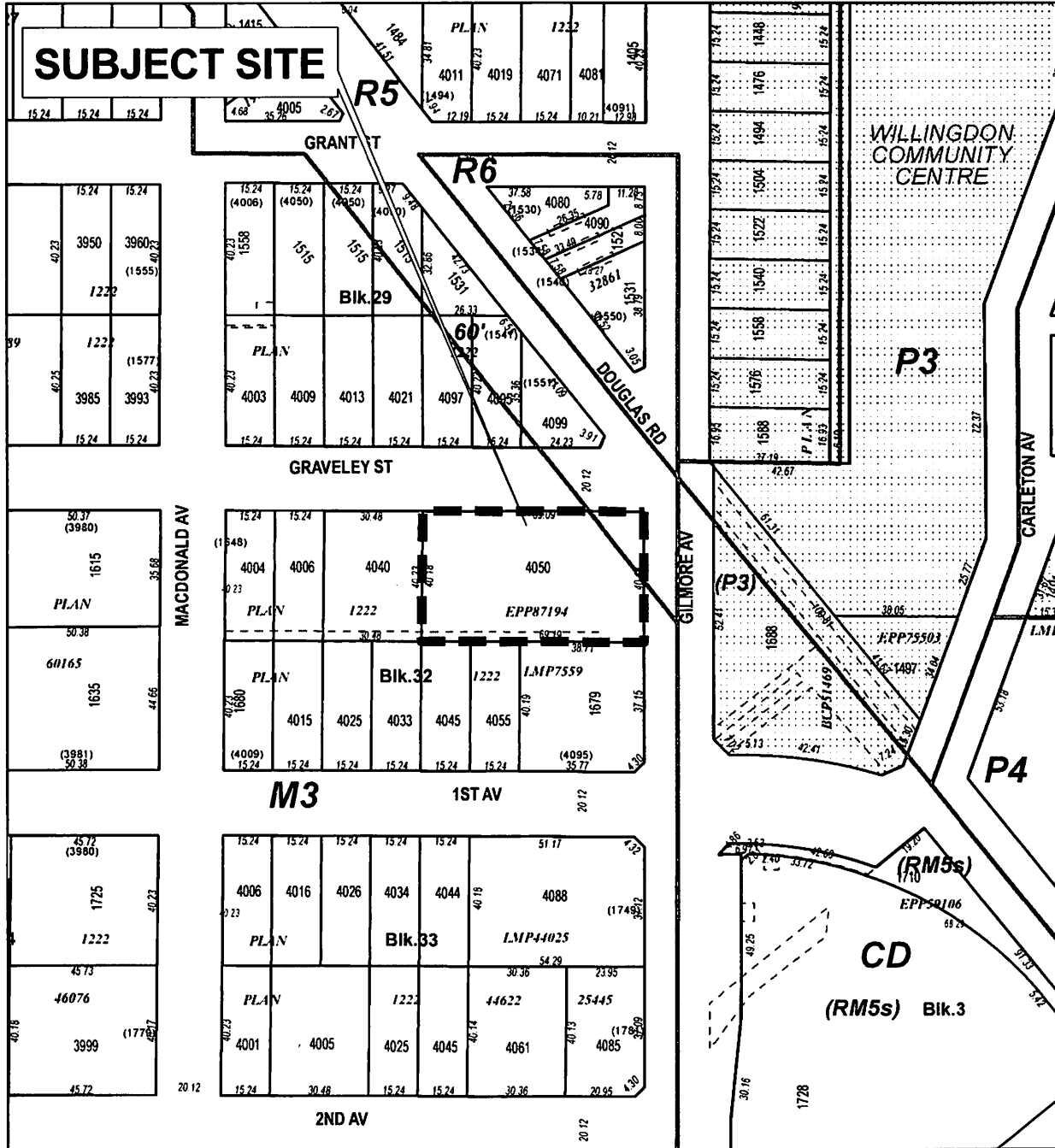
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- 6.2 It is recommended that a Rezoning Bylaw be prepared and advanced to First Reading on 2019 October 07, and to a Public Hearing on 2019 October 29 at 6:00 p.m.
- 6.3 It is also recommend that public notification of this rezoning application and a copy of this report be sent to properties along Douglas Road between Gravelly Street and Boundary Road, prior to Public Hearing.


E. W. Kozak, Director
PLANNING AND BUILDING

KL:rh
Attachments

cc: City Solicitor
City Clerk



PLANNING & BUILDING DEPARTMENT




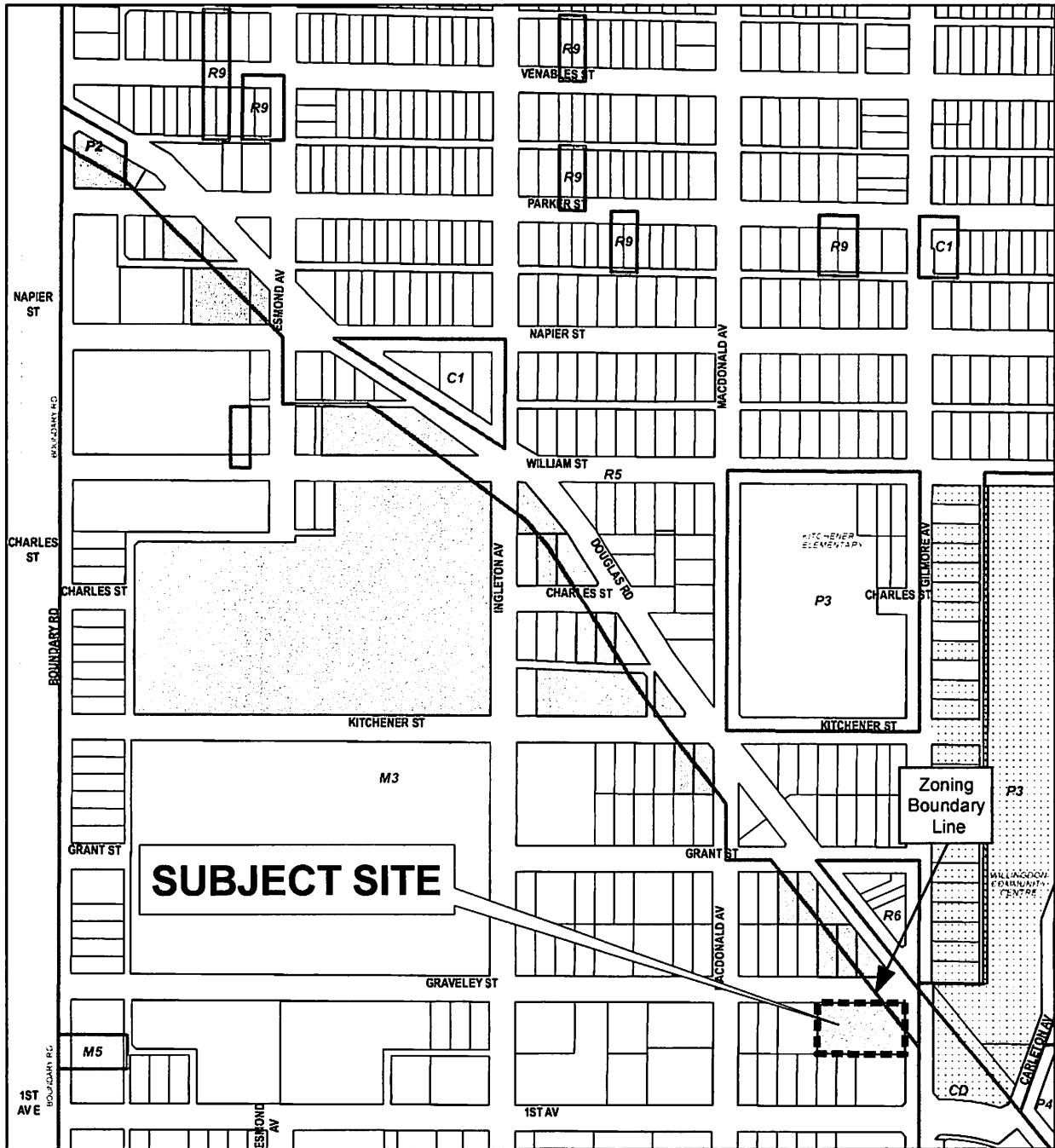
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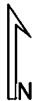
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REZONING REFERENCE #19-27
4050 GRAVELEY STREET

 Subject Site



PLANNING & BUILDING DEPARTMENT



DATE:
SEP 06 2019

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REZONING REFERENCE #19-27
4050 GRAVELEY STREET



Subject Site



Split-Zoned Properties

Sketch #2