
TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2021 January 20

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 49500 20
Reference: Greentree Village

SUBJECT: SINGLE-FAMILY DWELLING RENOVATIONS AND ADDITIONS
GREENTREE VILLAGE COMMUNITY PLAN AREA

PURPOSE: To seek Committee and Council endorsement of the proposed rezoning approach and authorization for staff to consult with the Greentree Village community on proposed Rezoning Bylaw amendments for minor renovations and additions to single-family dwellings.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council endorse the proposed rezoning approach, as described in Section 4.0 of this report, to facilitate minor renovations and additions to existing single-family dwellings permitted under CD Comprehensive Development zoning within Greentree Village.
2. **THAT** the Committee recommend that Council authorize staff to undertake a public consultation process with Greentree Village residents and homeowners, as described in Section 5.0 of this report.

REPORT**1.0 INTRODUCTION**

Greentree Village is a master-planned residential community consisting of 109 single-family dwellings and 341 ground-oriented multi-family units that was developed in five separate phases during the 1970's (see *Attachment 1*). In total, the community covers approximately 50 acres and is bound by Wayburne Drive to the west and north and Deer Lake Parkway to the south. Directly east of the community is Forest Lawn Memorial Park and Funeral Home, and to the west, across Wayburne Drive, is the BCIT Willingdon Campus. The single-family dwellings were constructed as part of Phases 1-3, with each phase having received Council approval under the CD Comprehensive Development District.

In Burnaby, CD Districts regulate development based on comprehensive development plans, while using specific Zoning Districts and Community Plans as guidelines. All buildings, structures and uses on a property zoned CD District must be built in accordance with the approved comprehensive development plans. Any additions to gross floor area or density, as well as major changes to building exterior design that deviate from those plans typically require Council consideration and approval through an amended rezoning process. In the circumstance of Greentree Village, such rezoning amendments have not been supported due to the piecemeal nature of such applications within a broader CD bylaw and community plan context.

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The Planning and Building Department has received many inquiries for minor alterations and additions within Greentree Village over the years, including an active inquiry from the owners of 4949 Thornwood Place regarding a proposed addition to the western side-yard of their existing single-family dwelling, to accommodate an accessible bathroom. Staff anticipate additional future inquiries from other single-family homeowners in Greentree Village as the building stock continues to age. The inability to advance alterations in a clear and timely manner has resulted in some residents moving out of Greentree Village to find housing that better meets their needs. Rather than requiring each inquiry be addressed through separate rezoning applications, staff are supportive of a more comprehensive and streamlined approach, which is outlined in Section 4.0 of this report. The proposed approach would provide more consistency and general flexibility for all property owners wishing to renovate or build additions to single-family dwellings within Greentree Village.

2.0 POLICY SECTION

Providing options and streamlining the process for minor renovations and additions to single-family dwellings in Greentree Village would enable homeowners and residents to extend the lifespan of their homes, expand their families, age in place, or achieve other goals without needing to move away from their neighbourhood. This approach may also set a precedent for future potential policy amendments to other lower-density master-planned communities in Burnaby that are bound by a CD District.

The advancement of the above recommendations aligns with the following goals and sub-goals of the Corporate Strategic Plan:

An Inclusive Community

- Create a sense of Community – Provide opportunities that encourage and welcome all community members and create a sense of belonging.

A Healthy Community

- Community Involvement – Encourage residents to give back to and invest in the community.

A Thriving Organization

- Communication – Practice open and transparent communication among staff, Council and the community.

3.0 POLICY BACKGROUND AND CONTEXT

Single-family dwellings in Greentree Village are based on five basic floor plan designs, with slight variations based on lot size and configuration. Each of the five basic floor plans provide for an attached or detached carport, with floor areas ranging between 102 m² (1,100 ft²) and 120 m² (1,287 ft²), excluding carport and basement space, and building heights ranging between 1½ and 2 storeys. The comprehensive development plans specify exterior materials and finishes to be used on all single-family dwellings, including cedar shingle roofing, cedar fascia boards, and board and batten or stucco walls. Lot sizes range approximately between 230 m² (2,476 ft²) and 530 m² (5,705 ft²) with lot widths ranging approximately between 9.2 m (30.2 ft) and 17 m (55.8 ft), notwithstanding several irregularly-shaped lots.

The lot areas and dimensions of single-family lots in Greentree Village are not based on a standard Residential (R) Zoning District, and many have less area than typically required under the Zoning Bylaw. The dwellings are also uniquely situated such that a zero side-yard setback is observed on one side, and a wider side-yard is achieved on the other side. These larger side-yards vary in width due to different lot sizes and dimensions, and in some cases are occupied by the carport. To ensure privacy, the comprehensive development plans prohibit glazing along the elevation of the neighbouring dwelling sited along the property line which faces this wider side-yard. Lots are granted access to a 1.2m (4.0 ft.) wide easement area located along the length of the neighbouring lot adjacent to the zero side-yard setback, for the intention of accommodating access for basic maintenance and repair works.

4.0 PROPOSED APPROACH

Staff propose that a City-initiated Amended Comprehensive Development rezoning associated with Phases 1-3 of Greentree Village be brought forward for Council consideration. The amendment would apply to all existing single-family dwellings in the community, and would achieve the following goals:

1. strike a balance between preserving the established built form and character of the neighbourhood by maintaining the CD Districts under which the single-family homes are currently zoned, and providing flexibility to homeowners wishing to implement minor renovations and additions to their existing homes;
2. allow homeowners to extend the lifespan of their homes, expand their families, age in place, or achieve other goals without needing to move away from their neighbourhood;
3. establish a fair and consistent approach going forward for assessing proposed renovations and additions to single-family dwellings in Greentree Village; and,
4. streamline the process for minor renovations and additions such that they would no longer require an individual rezoning, text amendment or Preliminary Plan Approval application, which would be more convenient for the applicant while also saving staff time and resources.

To achieve the above goals, staff propose the following guidelines and conditions be incorporated as part of the amended CD rezoning bylaw:

4.1 Side-yard Additions

Approximately 43% of single-family lots in Greentree Village are less than 300 m² (3,229 ft²) in area. In recognition of these smaller lots and an overall built form that is more compact than a typical single-family neighbourhood in Burnaby, it is recommended that in cases where a side-yard currently exists on a single-family lot in accordance with the approved comprehensive plans, building additions into these side-yards are permitted subject to maintaining a minimum set-back of 2.1m (7.0 ft.). Privacy issues would remain minimal, as glazing would remain prohibited along the neighbouring building elevation facing the side-yard.

For comparison, the R12 Residential District, which is intended for smaller lots with a minimum lot area of 306.6 m² (3,300 ft²), requires a minimum side-yard setback of 4 feet for narrower lots, such that there would be a minimum separation of 8 feet between neighbouring dwellings under the same Zoning designation.

As part of the building permit process for a renovation or addition, a homeowner would be responsible for demonstrating that their proposal is able to comply with applicable requirements under the BC Building Code and other applicable policies for spatial separation.

4.2 Front and Rear-Yard Additions and Building Depth

It is recommended that additions into front-yards beyond the existing building face (including garage and carport extensions) be prohibited, and that building additions into rear-yards be permitted as long as they maintain a minimum rear-yard setback of 7.5 m. (24.6 ft.), as well as minimum side-yard setbacks from either side as noted in sub-section 4.1 above. In the case of additions along an elevation where the existing building is situated on a zero lot line, it is recommended that any further additions must abide by the prescribed side-yard setback regulations, and not be permitted to extend along the zero lot line. In keeping with the original intent of the comprehensive plans, no glazing should be permitted on additions along this elevation. Lastly, it is recommended that total principal building depth (excluding attached or detached carports and garages) is not permitted to exceed 50% of the lot depth.

The streetscape character in Greentree Village is well-established by the existing built form which contributes to a unique sense of place, and prohibitions to front-yard additions would maintain these qualities and the intent of the original comprehensive development plans. It is recommended that carport enclosures may be permitted as long as no additional habitable floor results.

Rear-yard additions provide flexibility for building additions and have minimal impact on the streetscape. The specified minimum rear-yard setback and maximum allowable principal building depth regulations are in line with those prescribed in standard single-family residential Zoning Districts intended for smaller-sized lots. Prohibiting further additions to existing buildings along a zero lot line will prevent additional massing directly facing a neighbouring dwelling. It is also noted that in many cases where an existing rear building elevation includes a bump-out (such as in the example shown in *Figure 1* below), these regulations may allow for an addition to square-off or complete the rear elevation.

The recommendations for side, front and rear-yard setbacks are summarized in *Figure 1* below.

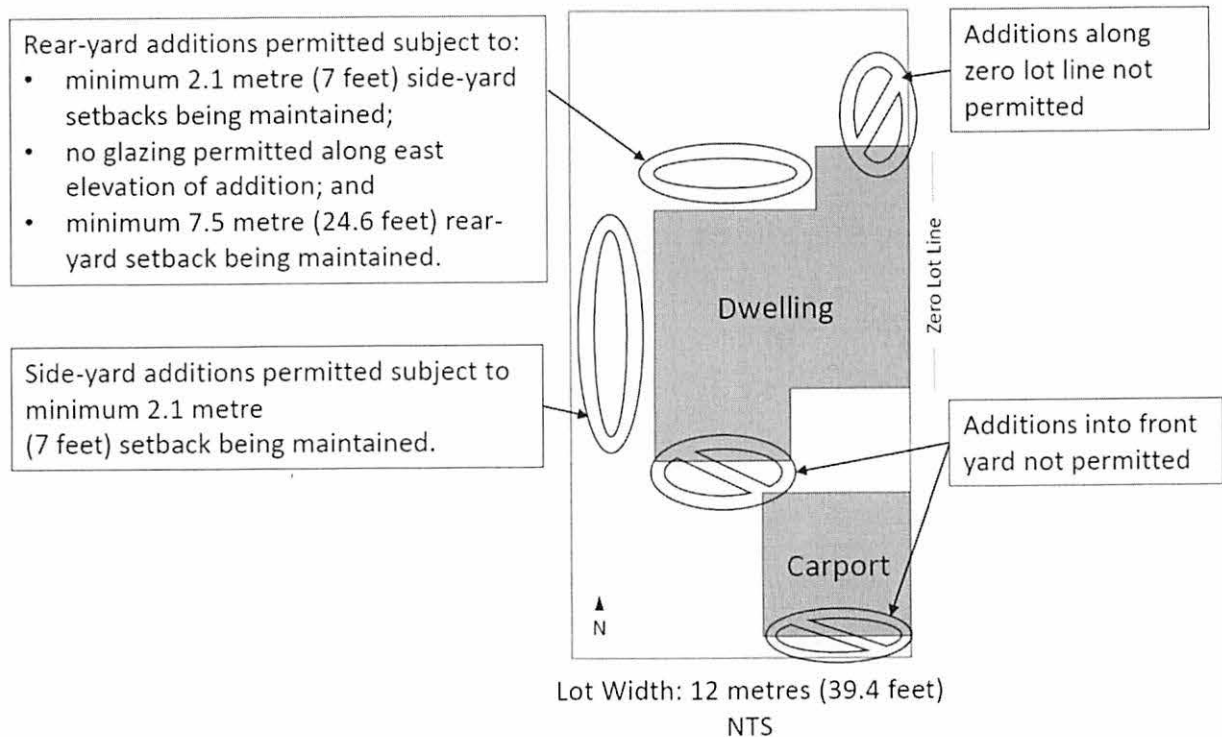
4.3 Building Height

It is recommended that building additions are not permitted to exceed existing building height (i.e. building height as indicated under the original comprehensive development plans). A prohibition on building height increase would help maintain the existing streetscape and built form character, and reduce concerns of additional building massing and scale.

4.4 Lot Coverage

It is recommended that building additions not be permitted to exceed an overall lot coverage of 45% (including attached or detached carports and garages), which is in line with lot coverage regulations prescribed in standard single-family residential Zoning Districts intended for smaller-sized lots. This lot coverage amount provides some flexibility for building addition options, while the proposal would still be subject to other setback, building depth and height limitations.

Figure 1. Recommended setback regulations for Greentree Village Single-Family Dwellings



4.5 Cellars, Secondary Suites and Parking

It is noted that certain floor plan variations in the comprehensive development plans accommodate below-grade floor levels that would be defined as cellars under current Zoning Bylaw regulations. It is recommended that additions to these cellar levels be permitted, as long as the overall floor area of this level does not exceed the floor area of the main (above-grade) level above, excluding attached garages, carports as well as decks, porches and other similar appendages to the dwelling. This is generally consistent with cellar floor area regulations in the majority of other Residential (R) Districts in the City.

4.6 Secondary Suites

The original comprehensive development plans require two parking spaces per dwelling unit, and do not facilitate an accessory dwelling unit such as a secondary suite. It is recommended that the proposed amendments allow for the opportunity for single-family homeowners to include an accessory secondary suite, consistent with other Residential (R) Districts in the City, as long as applicable Zoning, Building Code and other policy regulations are met.

4.7 Exterior Colours and Materials

It is recommended that the proposed amendments eliminate any restrictions on alternative exterior colours, materials and finishes for the purposes of building repair, maintenance and improvements for the single-family dwellings. While staff recognize that certain exterior colours and materials were specified in the original comprehensive development plans with the intent of creating a uniform building exterior appearance, a number of dwellings have been repainted, retreated or have had alternative exterior

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materials installed over the years with relatively minimal adverse impact on the neighbourhood. Staff are generally supportive of providing single-family homeowners in Greentree Village with the flexibility of changing and individually selecting alternative exterior colours and materials to better protect their homes and extend building lifespan, similar to any other single family dwelling within Burnaby.

In cases where private legal agreements exist between neighbouring properties which may contain specific terms pertaining to modifying the exterior form, colour, material or texture of existing dwellings, it would be the property owner's responsibility to meet any applicable legal agreements as a civil matter that does not involve the City.

Should the above proposed approach be implemented as part of an amended CD rezoning bylaw for all single-family homes in Greentree Village, a homeowner would only need to apply for a building permit as long as their proposed renovation or addition is in compliance with the applicable amended CD bylaw. Any previously approved and existing conditions contrary to the amended CD bylaw would be treated as legally non-conforming. New buildings and major additions that do not comply with the amended CD bylaw would still require a further rezoning or Preliminary Plan Approval application, which is subject to additional staff review and Council approval.

Despite variation in lot size, shape and dimensions, it is anticipated that the guidelines would offer more flexibility for future additions on the majority of lots in Greentree Village, though some may benefit more than others. *Attachment 2* summarizes the proposed amendments and provides several case studies of how minor building additions may be accommodated on different lots. Staff do not propose any additional limitations to density or overall gross floor area, as other limitations to setbacks, building depth, height and lot coverage as described above would be sufficient in controlling the overall dwelling size and scale.

4.8 Other Phases of Greentree Village

As noted, in addition to the 109 single family dwellings there are also 341 ground-oriented townhouse units that were developed as part of Greentree Village, which contribute significantly to the form and character of the neighbourhood. As these buildings are larger in scale and bound by separate strata corporations, staff propose that the scope of the amended rezoning apply only to single-family dwellings in the community, and that future requests for exterior renovations or additions to multi-family buildings in Greentree Village continue to be addressed on a case-by-case basis to determine if a site specific CD rezoning or PPA would apply. This approach is consistent with other multi-family developments constructed and regulated by CD Districts throughout the City.

5.0 PUBLIC CONSULTATION AND NEXT STEPS


Should the Committee and Council endorse the proposed rezoning approach for Greentree Village, staff seek further approval by Committee and Council to undertake public consultation with the residents of Greentree Village in the first quarter of 2021, involving all property owners and residents, including those within all strata lots (townhouses), strata corporations and single-family lots. This process would include a mail-out to request feedback and comments on the proposed rezoning approach and outline conditions and guidelines for expansions, renovations and alterations. In light of COVID-19 protocols, staff would also organize and host a virtual community open house held via a digital platform to further address questions and concerns in a wider community setting.

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Following the public consultation process, a report would be provided to Committee and Council with any revisions to the proposed approach, together with the proposed rezoning amendments, including recommending a Public Hearing.

6.0 CONCLUSION

Staff are requesting that the Committee recommend that Council endorse the proposed rezoning approach outlined in this report and authorize staff to undertake a community consultation process with residents of Greentree Village to achieve a solution that will allow more general flexibility and options for future minor renovations and additions to existing single-family dwellings in the neighbourhood.



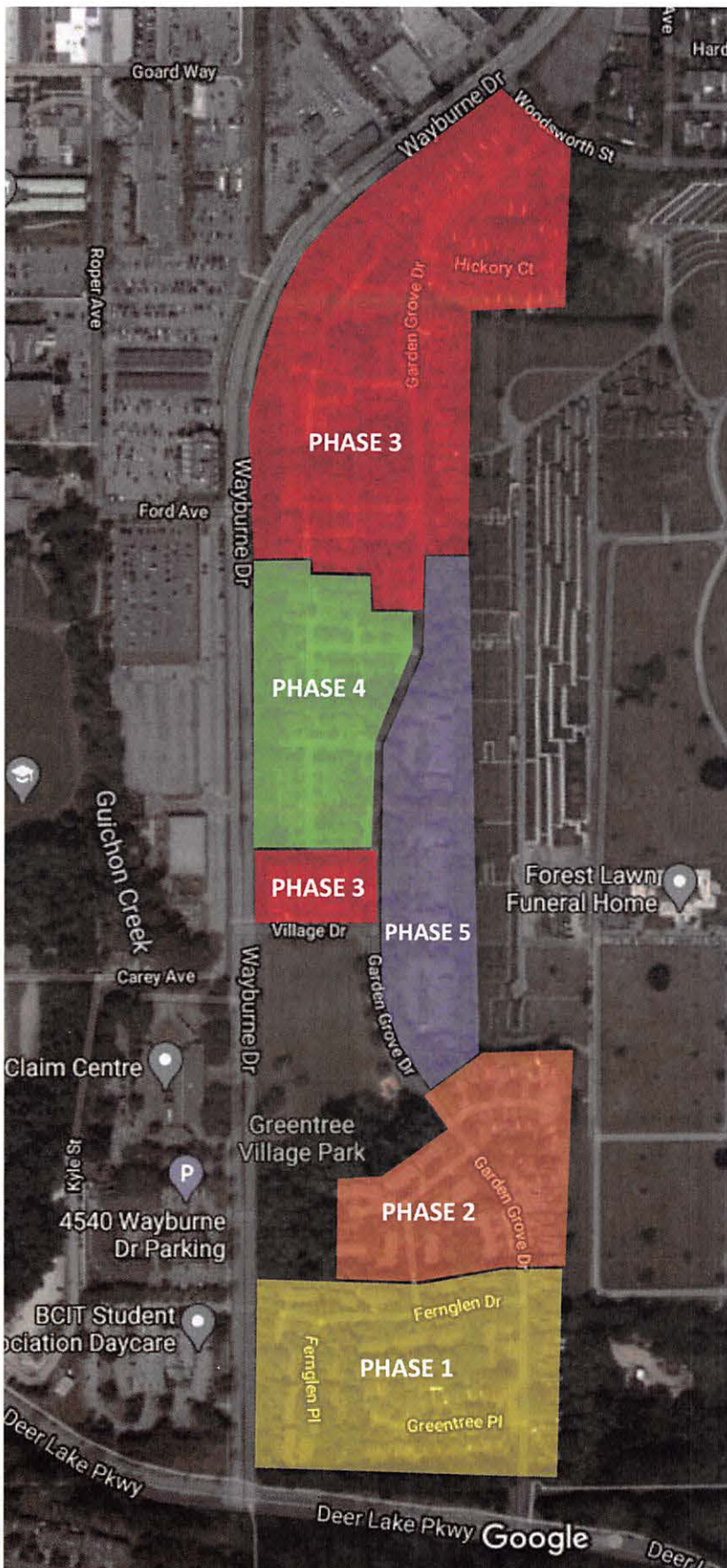
E.W. Kozak, Director
PLANNING AND BUILDING

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Attachments

cc: City Manager
Director Corporate Services
Director Engineering
Director Finance
Director Public Safety and Community Services
Chief Building Inspector
City Solicitor

GREENTREE VILLAGE PHASING SUMMARY MAP



Phase 1 (REZ 72-01)

Phase 2 (REZ 73-19A)

Phase 3 (REZ 73-19B/C)

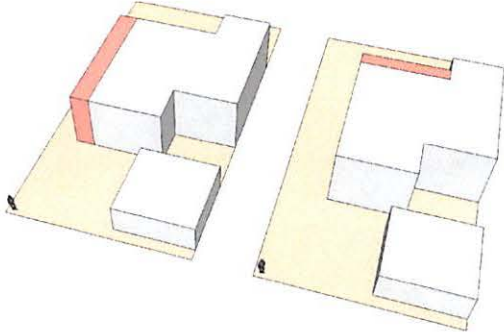
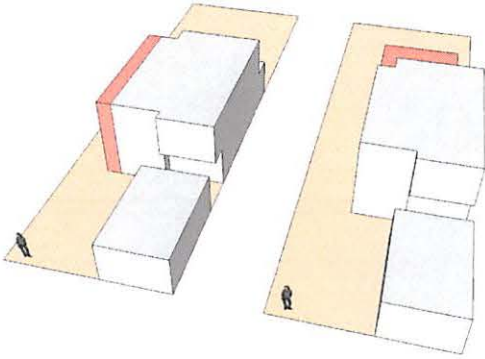
Phase 4 (REZ 74-48)

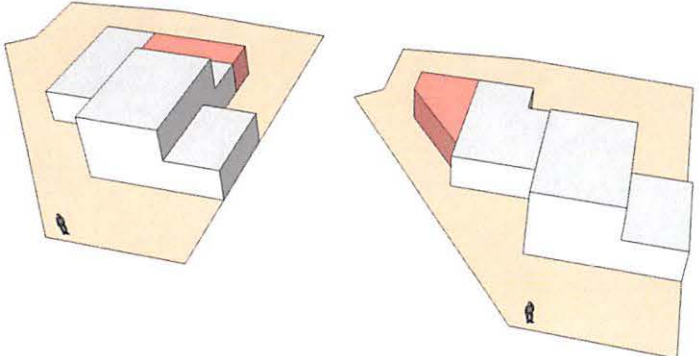
Phase 5 (REZ 75-27)

Summary of Proposed Zoning Bylaw Text Amendments to CD Districts for Greentree Village Single-Family Dwellings

Zoning Regulation	Amendments Proposed	Details
Side-yard Setback	Yes	Minimum 2.1 m. (7 ft.)
Front-Yard Setback	No	Front-yard extensions beyond existing building face prohibited.
Rear-Yard Setback	Yes	Minimum 7.5 m. (24.6 ft.)
Principal Building Depth	Yes	Maximum 50% of lot depth (excluding attached and detached carports and garages)
Building Height	No	Building height may not exceed existing height.
Lot Coverage	Yes	Maximum 45% lot coverage (including attached and detached carports and garages)
Parking	No	Minimum of 2 parking spaces to be maintained.
Number of Dwelling Units	No	Secondary suites or other accessory dwelling units not permitted.
Building Exterior Colour and Material	Yes	Alternative exterior materials and colours permitted and no longer regulated.
Density	No	No additional limitations to building density proposed.

Case Studies of Potential Additions to Greentree Village Single-Family Dwellings under Proposed Zoning Bylaw Text Amendments to CD Districts

<p>Case Study 1 Lot shape: Rectangular Lot area: 4,420 sq.ft. Lot width: 48 ft.</p>	<p>Option 1: Two-level, 350 sq. ft. addition along western side elevation 2.1 m. (7 ft.) western side-yard setback 48% building depth 41% lot coverage</p> <p>Option 2: Two-level, 170 sq.ft. rear addition 7.5 m. (24.6 ft.) rear-yard setback 48% building depth 39% lot coverage</p>	
<p>Case Study 2 Lot shape: Rectangular Lot area: 3,000 sq. ft. Lot width: 30 ft.</p>	<p>Option 1: Two-level, 150 sq. ft. addition along western side elevation 2.1 m. (7 ft.) western side-yard setback 37% building depth 31% lot coverage</p> <p>Option 2: One-level, 240 sq.ft. rear addition 8 m. (26.2 ft.) rear-yard setback 50% building depth 39% lot coverage</p>	

<p>Case Study 3 Lot shape: Irregular Lot area: 5,170 sq. ft. Lot width: 52 ft.</p>	<p>Option 1: One-level, 190 sq. ft. rear addition 7.5 m. (24.6 ft.) rear-yard setback 50% building depth 31% lot coverage</p> <p>Option 2: One-level, 210 sq.ft. addition along western side elevation 3 m. (10 ft.) western side-yard setback 7.5 m. (24.6 ft.) rear-yard setback 50% building depth 32% lot coverage</p>	
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**Case studies are roughly based on existing lots and buildings in Greentree Village and do not represent exact lot dimensions, areas and building sizes.*