

THE CORPORATION OF THE DISTRICT OF BURNABY

PLANNING DEPARTMENT

JANUARY 29, 1971

MR. H. W. BALFOUR  
MUNICIPAL MANAGER

Dear Sir:

RE: WINSTON STREET INDUSTRIAL COLLECTOR

I INTRODUCTION

Following submissions from the residents of the Kerrywood and Winlake sections of the Government Street area, Council requested that a review be made of the following matters:

- 1) a re-examination of the location of the Winston Street Industrial Collector.
- 2) a consideration of the compatibility of the two major land uses in close proximity in this area, more specifically with a view to
  - a) a review of the uses permitted in industrial zones.
  - b) an investigation of further possible measures that could be taken to reduce the inherent land use conflict in the area and to improve the compatibility between the two land uses.
- 3) a review of the function and location of Warner Loat Park in relation to the current zoning pattern in the area.

Council having received reports from the Special Committee of Council on Winston Street and the Advisory Planning Commission reaffirmed, on December 14, 1970 the location of the Winston Collector in its present alignment. The location of the industrial collector is of prime importance to the development pattern of this area. In the report of the Department of November 24, 1970 to the Special Committee it was suggested that once Council had made a decision on the road location, further consideration should be given in detail to the various other aspects of the development of this area.

A development concept has been prepared by the Department which is illustrated on the attached plans. The plans, which will be discussed in detail below show the location of Winston Street, the secondary roads, the subdivision pattern, setbacks and various landscaping and screening measures.

A preliminary review of the uses permitted in industrial zones, the bulk regulations and performance standards has been carried out and is discussed below. Council, at the December 14 meeting, further agreed to initiate and contribute towards the construction of noise and sight barriers that would screen the collector route from the abutting residential properties. The attached plans indicate a number of policies and measures in this regard which are also discussed below.

...2

MANAGER'S REPORT

7

RE: WINSTON STREET INDUSTRIAL COLLECTOR

With respect to the location of Warner Loat Park it is noted that the re-affirmation of Winston Street in its present alignment is of major importance to the relationship between the park and the residential areas north of Winston Street. This report will deal with these problems also in the light of the application for preliminary plan approval (PPA #1315) and subdivision (SD #87/70) with its related development proposal, which were both earlier referred to Council for consideration.

II AREA DEVELOPMENT PLAN

The attached plans illustrate the area development concept, the location of the industrial collector and the secondary roads, access to industrial sites and the subdivision pattern. The main criteria for this development concept are:

- 1) location of Winston Street as a clear boundary between the industrial and residential land uses.
- 2) restriction (so far as possible) of access to industrial sites from Winston Street.
- 3) location of secondary roads so as to arrive at suitable industrial site sizes in conjunction with access points to these sites in such locations as to avoid access from Winston Street.
- 4) cul-de-sacing of all north-south roads north of Winston Street—Bainbridge, Phillips, Lozells and Piper Avenues—at their present intersections with the industrial collector, to avoid an encroachment of industrial traffic into the residential area by separation of the two traffic patterns.

The triangular portion of land at the south-east corner of Winston Street and Phillips Avenue, which is presently zoned R1, should be rezoned to M1 upon application, thus establishing the industrial collector as the boundary between the two land uses in this area.

Proposed changes in the setback requirements and screening and landscaping measures as they relate to the development plan of the area are discussed below under paragraphs III and IV.

Furthermore, a redesign of the Winston alignment appears to be required for that portion of the road east of Lozells, as is indicated on the attached plans, to increase the boulevard on the north side of the collector from 10 to 15 feet.

III PROPOSED BYLAW AMENDMENTS

Discussed below are several methods of improving the environment in the Winston Street area and of providing for increased compatibility between the uses on either side of the zone boundary. Amendments to the zoning bylaw would also produce a more compatible situation, not only in this location but in any instance where Residential and Industrial zones abut. Amendments to the zoning bylaw which are recommended for consideration fall into the four categories listed below:

1. Location of Industrial Zones
2. Uses permitted
3. Bulk Regulations
4. Performance Standards

MANAGER'S REPORT

ITEM No 7

...3

RE: WINSTON STREET INDUSTRIAL COLLECTOR1. Location of Industrial Zones

As a general principle, if industrial zoning is to be applied to land abutting a residential zone, M1 zoning should be considered as it permits only the highest uses in the scale and therefore the least objectionable in terms of noise, dust, odour, outdoor storage, etc.. For the most part, the interface between the Industrial and Residential zones in the Winston Street area is handled in this way. The principal involved should be given careful consideration in subsequent examination of other industrial zones, particularly the Big Bend Area.

2. Uses Permitted

If the principle set out above is accepted, the uses permitted within the M1 zoning category must be such that they are compatible with adjacent residential development. The Department has reviewed the list of presently permitted uses and would suggest that the following categories be removed from M1 zones and that they be introduced in the M2 and M3 zones as shown below:

<u>Remove from M1</u>	<u>Proposed Zoning Category</u>
(1) The Following commercial and service uses:	
(a) Automobile, boat and trailer sales and rental lots	M2
(b) Automotive repair shops, including body repair and painting	M2
(c) Cartage, delivery and express facilities	M2
(d) Car washing establishments	M2
(h) Offices, storage buildings, workshops and yards for the following trade contractors:	
building, electrical, fumigating, heating and air conditioning, painting, plumbing, refrigeration, roofing, septic tank and sign	M2
(i) Retail building supply establishments	M2
(k) Sale of new machinery and new heavy equipment	M3
(n) Truck and truck-trailer sales or rental lots	M2
(p) Diesel fueling installations	M2
(6) The manufacturing, assembly, or finishing of the following transportation equipment:	

...4

MANAGER'S REPORT

ITEM No. 7

RE: WINSTON STREET INDUSTRIAL COLLECTOR

- |  |    |
|--|----|
| (b) Boats not greater than 30 feet in length           | M2 |
| (c) Trailers, excluding truck trailers                 | M2 |
| (13) Storage yards for new materials and new equipment | M2 |

Remove from M2Proposed Zoning Category

- (2) The following commercial and service uses:
- |                       |    |
|-----------------------|----|
| (a) Drive-in Theatres | M3 |
| (e) Truck terminals   | M3 |

All of the uses noted above involve extensive outdoor use of the site. The department is continuing to examine possible use changes in the M3, M3a and M4 Zones.

3. Bulk Regulations

The present bulk regulations have been examined and found to be adequate except when the industrial site is located adjacent to an A, R, or RM zone bounding or separated from the A, R, or RM zones by a street or lane. In these cases, it is felt that the following standards should be considered on the abutting or facing side as a means of achieving compatibility.

	<u>M1</u>	<u>M2</u>	<u>M3 and M3a</u>
Front yard	30' landscaped	30' landscaped	30' landscaped
Rear Yard	30' landscaped	30' landscaped	30' landscaped
Side Yard	20' landscaped	20' landscaped	20' landscaped

In addition, parking should no longer be permitted within these minimum yards.

At the present time, there are some difficulties in achieving the standard of landscaping that was intended in the Bylaw. In many cases, only token efforts are made to meet the letter of the Bylaw rather than the intent. The Department is, therefore, examining the definition of landscaping and is exploring the possibility of requiring bonds to ensure landscaping. When this review is completed a detailed report with recommendations will be submitted to Council.

4. Performance Standards

The existing Bylaw is very general in this respect and reads as follows in each of the industrial zones:

"Nothing shall be done which is or will become an annoyance or nuisance to the surrounding areas by reason of unsightliness, the emission of odours, liquid effluents, dust, fumes, smoke, vibration,

...5

MANAGER'S REPORT

ITEM NO. 7

RE: WINSTON STREET INDUSTRIAL COLLECTOR

noise or glare; nor shall anything be done which creates or causes a health, fire or explosion hazard, electrical interference or undue traffic congestion."

In order to be effective, quantifiable limits must be included where possible for the following nuisances:

noise	odour
smoke	vibration
glare	dust
electrical interference	

The Department proposes to examine each of these in detail in consultation with the Health and Building Departments and make appropriate recommendations to Council for inclusion in the Zoning Bylaw.

IV WINSTON STREET LANDSCAPING AND SCREENING

Council at the December 14 meeting agreed to initiate and contribute towards the construction of noise and sound barriers that would screen the collector route from the abutting residential properties. The following measures are proposed in this regard:

- 1) planting and landscaping of boulevards in conjunction with retaining of good existing growth in the right-of-way.
- 2) construction of fences.
- 3) creation of mounds in conjunction with the fully landscaped boulevards.

The attached plan and plan-sections show the application and the extent of the proposed measures for which the Corporation would assume the responsibility. It is further suggested that the Corporation be responsible for the planting of ornamental trees in grassed boulevards outside those portions of Winston Street adjacent to the Kerrywood and Winlake subdivisions, in order to provide a visual continuity to the planting and landscaping of this route. The extent of this proposal is indicated on the attached plans.

Furthermore, some areas zoned R1 and situated north of Winston are presently undeveloped and strict control can be exercised under the subdivision approval procedures to establish an actual buffer strip of sufficient depth and quality between the residential area and the industrial collector. In this regard the following policies would apply:

- 1) creation of deep lots.
- 2) preservation of good existing growth.
- 3) creation of larger sites by development of these areas under the Strata Titles Act (condominium) with an R1 density.

....6

MANAGER'S REPORT

ITEM NO. 7

RE: WINSTON STREET INDUSTRIAL COLLECTOR

- 4) in addition to the ornamental tree planting carried out by the Municipality, provision of planting, landscaping and screening in the boulevards on the north side of the collector as a developer's responsibility, to bring the landscape standards in these areas up to those proposed for Winston Street adjacent to the Kerrywood and Winlake subdivisions.

It is further proposed that all boulevards on the south side of Winston Street be shaped, graded and landscaped as a responsibility of the industrial developers to tie in with the proposed 30 foot landscaped front yard on Winston Street.

With Council approval of the above conceptual approach the Department would proceed to develop detailed plans and to arrive at a cost estimate for these proposals.

V WARNER LOAT PARK IN RELATION TO AREA CONCEPT

The location of Warner Loat Park in its relation to the Government Street residential area has been a point of concern. The location of Winston Street in its present alignment, which defines this route as a clear boundary between the industrial and residential areas, makes it difficult to relate the park to the residential area. However, the following alternate approaches to this problem have been investigated:

- 1) the acquisition of the land between Warner Loat Park and Winston Street for park purposes or the acquisition of a 250 foot wide parkstrip fronting on Piper Avenue between Warner Loat Park and Winston Street, in conjunction with a new north-south industrial access road east of this parkstrip.

In view of the substantial costs involved in either of these suggestions and in the light of the existing commitments on parkland acquisition to satisfy more urgent needs, this approach, although ideal, is difficult to recommend.

- 2) The establishment of a 100 foot wide building line setback on the east side of Piper Avenue to provide a continuous visual green link between Warner Loat Park and the residential area north of Winston. Existing good growth should be retained in this strip and supported by suitable landscaping. Under this approach the existing M1 industrial designation would be maintained but only those uses which are of a high-order industrial nature and unlikely to create problems of noise, odour, dust or excessive traffic, should be encouraged to locate in this vicinity.

The above approach under 2), although less ideal than alternative 1), is recommended. It is realized that access to two or three industrial sites east of Piper, through the proposed green link, cannot be avoided as a result of the decision on the location of the Winston Collector. However, access would be limited as much as possible and the promotion of high-order non-obnoxious uses for this area could further alleviate the problems experienced. In this respect it should be realized that in the event industrial access from Piper is restricted, substantial traffic could still be expected on Piper Avenue in future as Winston Street and Piper Avenue probably will serve as an access system to the Burnaby Lake Regional Park. It is further noted that Warner Loat Park could perform a function within the framework of the regional park.

RE: WINSTON STREET INDUSTRIAL COLLECTOR

In this context consideration should be given to the application for Preliminary Plan Approval for the lot north of Warner Loat Park (PPA #1315 - application for a research laboratory) and the subdivision application (SD #87/70) which intends to create a lot on the south-west corner of Winston Street and Piper Avenue. Both applications were referred to Council and the Department was directed to withhold approval pending completion of the area study.

PPA #1315 was the subject of a further report to Council dated January 25, 1971 and Council deferred action until the area study report was received. The use proposed under this application is of a high-order non-obnoxious industrial nature and in the light of the above observations, and specifically in conjunction with the proposed 100 foot setback and the preservation of existing growth, this development proposal should be favourably considered.

SD #87/70 intends to create a lot on the south-west corner of Winston Street and Piper Avenue and a development proposal for a computer center on this lot has been submitted. The proposed computer center is equally considered a high-order non-obnoxious industrial use which would reduce the problems of compatibility in this location. A site plan has been presented showing a one storey building in a parklike setting and incorporating the existing creek and the adjacent areas of existing growth into the amenity area. Access to the site would be obtained from Winston Street; no access would be allowed from Piper Avenue. It is our opinion that this proposal should be favourably considered. However, in the event that this proposal not materialize and a less high-order industrial use be proposed, attention should then be given to the establishment of a substantial building line setback on Piper Avenue in conjunction with effective screening and landscaping.

VI RECOMMENDATIONS

Having considered the various aspects of the development of this area in the light of Council's decision on the Winston Street location, it is recommended that:

- 1) the area development concept as outlined in this report and illustrated on the attached plans be adopted.
- 2) a number of changes to the zoning bylaw be approved in principal and the Department be authorized to examine these matters in detail, to be followed by a report on specific bylaw amendments and their justification and effects.
- 3) the proposed measures for landscaping and screening be adopted, that Council accept the responsibility for their implementation and that the Department be authorized to pursue these matters in more detail.
- 4) the above outlined approach to the development of the area between Warner Loat Park and Winston Street be adopted as a part of the development plan of the Winston Street area.
- 5) all applications for Preliminary Plan Approval and Sub-division which have been referred to Council and held

*for  
Advisory PPA  
submitted  
to  
District Commission*

....8

MANAGER'S REPORT

ITEM NO 7

MR. H. W. BALFOUR

-8-

JANUARY 29, 1971

RE: WINSTON STREET INDUSTRIAL COLLECTOR

in abeyance pending the outcome of the area study, be processed in accordance with the criteria for development of the area as outlined in this report.

Respectfully submitted,

  
A. L. Parr,  
DIRECTOR OF PLANNING

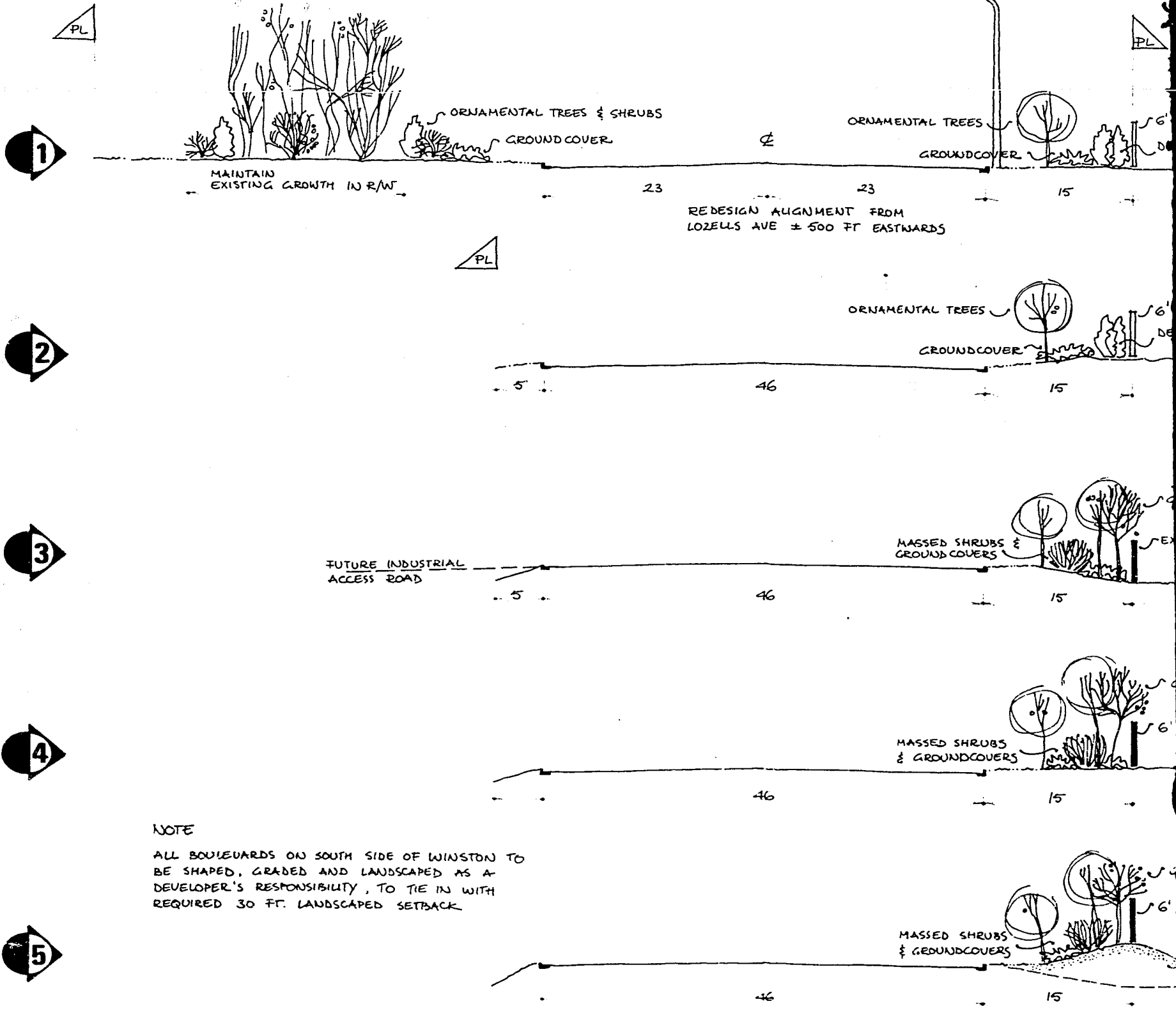
HH/mp

Attachments (2)

MANAGER'S REPORT

ITEM No 7





NOTE

ALL BOULEVARDS ON SOUTH SIDE OF WINSTON TO BE SHAPED, GRADED AND LANDSCAPED AS A DEVELOPER'S RESPONSIBILITY, TO TIE IN WITH REQUIRED 30 FT. LANDSCAPED SETBACK.

PL

6' TRANSPARENT FENCE  
DENSELY PLANTED HEDGE



15

6' TRANSPARENT FENCE  
DENSELY PLANTED HEDGE

15

GROUPED ORNAMENTAL TREES

EXISTING SOLID FENCE

15

GROUPED ORNAMENTAL TREES

6' SOLID FENCE

15

GROUPED ORNAMENTAL TREES

6' SOLID FENCE

5' HIGH MOUND

15

# WINSTON STREET INDUSTRIAL COLLECTOR

SECTIONS:

Date: 22-1-71 Scale: 1" to 10'

MANAGER'S REPORT

ITEM No. 7

# 2