

ITEM 32  
MANAGER'S REPORT NO. 51  
COUNCIL MEETING AUG. 23/71

32. Re: PROPOSED NEW INDUSTRIAL ZONING CATEGORIES  
AND REGULATIONS - BURNABY ZONING BYLAW 1965,  
AMENDMENT BYLAW NO. 23, 1971

Following is the report from the Planning Director dated August 20th, 1971, regarding the above.

The Manager concurs in the recommendations made by the Director.

RECOMMENDATION:

THAT the recommendations of the Planning Director be adopted.

\*\*\*\*\*

PLANNING DEPARTMENT  
AUGUST 20, 1971

MR. MELVIN J. SHELLEY  
MUNICIPAL MANAGER

DEAR SIR:

RE: PROPOSED NEW INDUSTRIAL ZONING CATEGORIES  
AND REGULATIONS - BURNABY ZONING BYLAW 1965,  
AMENDMENT BYLAW NO. 23, 1971

A. BACKGROUND

A number of Planning Department reports have been prepared over the last few months as a result of representations made to the Council on behalf of the residents living on the north side of Winston Street concerning industrial development in the adjoining area to the south. In these reports, the problems involved in the location of industrial and residential development in close proximity have been analyzed in detail and a number of alternatives proposed to reduce, as much as possible, the conflict between these two land use categories.

The following actions have been taken to date with respect to these reports and studies:

- (1) The Council reaffirmed the retention of the existing Winston Street industrial collector route and agreed to initiate and contribute towards the construction of noise and sight barriers that would screen the collector route from abutting residential properties and requested a review of development standards for land in the area (December 14, 1970).
- (2) The Council adopted the proposals advanced in two planning reports which included development concepts for the Winston Street area and changes to the industrial zoning regulations (March 1, 1971).
- (3) The preparation of a Bylaw to close Lozells and Piper Avenues north of Winston Street was authorized by the Council (June 29, 1971).
- (4) Following consideration of a detailed report on proposed regulations for the establishment of new M5 (Light Industrial) and M6 (Truck Terminal) zoning categories, two readings were given to the amending bylaw by the Council (July 12, 1971)

Municipal Manager

August 20, 1971

Re: Proposed New Industrial Zoning Categories  
and Regulations - Burnaby Zoning Bylaw 1965,  
Amendment Bylaw No. 23, 1971

It was also agreed to advance the proposed area rezonings to a public hearing and to give further consideration to the provision of a park link between the residential district north of Winston Street and Burnaby Lake Regional Park.

- (5) Council authorized the Planning Department to interview and select a consulting landscape architect to prepare the necessary plans relative to the proposed screening and landscaping of the Winston Street industrial collector (July 12, 1971).
- (6) The proposed area and site rezonings for the new M5 and M6 industrial districts were included at the public hearing on August 10, 1971.

B. COMMENTS ON THE PROPOSED INDUSTRIAL DISTRICT  
REGULATIONS, REZONINGS AND LAND USES

A number of submissions have been received on the zoning amendment proposals. Some of these have been covered in earlier reports, while others were prepared for the public hearing on August 10, 1971. A summary of the major points raised, together with our comments follows:

1. The proposed M5 (Light Industrial) District

As mentioned in previous reports on this subject, the main purpose of the proposed new M5 category is to provide a high quality light industrial district that can be appropriately located adjacent, or in close proximity to residentially zoned areas with a minimum of conflict. The proposed uses in this zone are basically those of the M1 (Manufacturing) District with the exclusion of a number of uses involving extensive outdoor use of the site or which are, in other respects, considered incompatible with nearby residential areas.

The major concerns expressed in the various briefs received appear to be with the requirements for a maximum 40 percent building coverage of the site and the locating of all storage within an enclosed building. This department has reviewed these regulations and would agree, in the case of the former item, that the high setback and landscaping standards which have been proposed, together with the types of uses permitted, should ensure good quality development with a 50 percent building to site coverage ratio.

With regard to the second item, the requirement for indoor storage is, in our view, of particular importance in a zone designed for locations adjacent to residential areas. The retention of this regulation is therefore considered necessary as a means of removing a source of conflict with residential development.

2. The proposed M6 (Truck Terminal) District

This proposed zone is specifically designed to meet the special needs and requirements of truck terminals and large trucking operations, and to properly relate these uses to surrounding development and major transportation routes.

Municipal Manager

August 20, 1971

Re: Proposed New Industrial Zoning Categories  
and Regulations - Burnaby Zoning Bylaw 1965,  
Amendment Bylaw No. 23, 1971

The main points raised in connection with the proposed M6 regulations concern the 200 foot distance requirement for truck terminal sites from Residential Districts and the paving standards for this type of use. In reviewing these items, it is agreed that the former regulations could pose problems in some areas, particularly in sections of the Municipality where a residentially zoned strip of land has been used to provide a buffer and an increased setback for industrial uses (i.e. along industrially zoned portions of Lougheed Highway and Douglas Road). The fact that the majority of new truck terminals will require rezoning, when situated outside of M3 areas should provide the necessary locational controls for such developments in relation to residential areas.

As mentioned in an earlier report, one of the major complaints about truck terminals concerns the problem of dust raised by trucks maneuvering in the yard or apron areas. Although the periodic oiling of unpaved areas has been attempted with limited success in some U.S. terminal areas, such a practice could create serious problems of pollution in the Central Valley due to the prevailing peat soil conditions. At the same time, such soils have, as mentioned in the Automotive Transport Association brief, made difficult the maintenance of existing pavements. While there would appear to be little concern in the parking of truck trailers on unpaved areas, it is our view that parking areas for the tractor units should be paved, as well as all driveways, access roads, truck maneuvering, truck servicing, loading dock and employees' parking areas. This is reflected in the proposed regulations.

### 3. Land Use in the Winston Street Area

Many of the proposed industrial zoning changes, which have been re-examined in this report, are aimed at improving the relationship between industrial and residential development in areas where such uses are adjacent or in close proximity to one another. This is particularly true of the proposed M5 category, a zone specifically designed for such locations.

In the case of the Winston Street area, the following measures, adopted in principle by the Council, have been proposed:

- (1) The planting and landscaping of boulevards.
- (2) The construction of fences.
- (3) The development of berms in conjunction with the landscaped boulevards.
- (4) The creation of deep lots and the preservation of good existing growth in areas of new subdivision.
- (5) The creation of larger sites through the development of some of these areas under the Strata Titles Act with an R1 density.

This department is presently in the process of engaging a landscape architect to prepare a plan to implement the first three of the above noted items.

There have been alternative proposals that the Corporation should acquire all of the industrial land south of Winston Street between Brighton and Bainbridge Avenues. While these are considered unrealistic because of the high costs involved, the Council has

Municipal Manager

August 20, 1971

Re: Proposed New Industrial Zoning Categories  
and Regulations - Burnaby Zoning Bylaw 1965,  
Amendment Bylaw No. 23, 1971

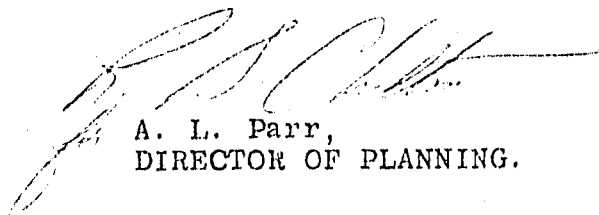
agreed in principle with a proposal that would provide a park link between the residential area north of Winston Street and Burnaby Lake Regional Park. This matter is presently under study and will be made the subject of a separate report to the Council.

C. RECOMMENDATIONS

After considering all briefs submitted and presentations made at the Public Hearing, the following recommendations are made:

1. The removal of the proposed requirement in the M6 (Truck Terminal) District that truck terminals be located not closer than 200 feet from the boundary of an A, R or RM District.
2. The increasing of the proposed 40 percent maximum building coverage ratio in the M5 (Light Industrial) District to 50 percent.
3. The finalizing of all the other Zoning Bylaw text amendments proposed for the new industrial district categories, and related regulations as described in the attached report.
4. The rezoning of these properties which were proposed for inclusion in the M5 and M6 Districts at the public hearing on August 10, 1971, as shown on the attached maps "A" and "B", with the following exceptions:
  - a) Area #4 on Map "A", which is proposed to be designated, rather than zoned, for future M5 development in order to encourage land assembly as a prelude to rezoning within this awkwardly shaped triangular sector.
  - b) Proposed truck terminal sites #(4), #(11) and #(17) on Map "B", presently occupied by Macilwaine Van and Storage Ltd., Tri-Line Expressways Ltd., and Little Chief B-Line Express Ltd., respectively, firms which have expressed the desire to remain in the M2 District as non-confirming uses.

Respectfully submitted,

  
A. L. Parr,  
DIRECTOR OF PLANNING.

RBC/mp

c.c. Chief Building Inspector  
Chief Licence Inspector  
Municipal Clerk  
Municipal Solicitor  
Senior Planner

THE CORPORATION OF THE DISTRICT OF BURNABY

PROPOSED ZONING BY-LAW AMENDMENTS - INDUSTRIAL DEVELOPMENT

The following detailed Zoning By-law amendments are recommended:

1. The establishment of a new industrial zoning category:

405. LIGHT INDUSTRIAL DISTRICT (M5)

This District provides for the accommodation of light industrial uses, encourages a high standard of development and is particularly designed to be located adjacent, or in close proximity, to residential areas with a minimum of conflict.

405.1 USES PERMITTED:

- (1) The following commercial and service uses:
  - (a) Laboratories
  - (b) Laundries and dry cleaning establishments
  - (c) Nurseries and greenhouses
  - (d) Radio and television broadcasting and production studios
  - (e) Sale, rental and repair of tools and small equipment such as chain saws, hand and edge tools, lawn mowers, motorbikes, roto tillers and outboard motors
  - (f) Trade schools
  - (g) Architectural, data processing, drafting, engineering and surveying offices
- (2) The manufacturing, preserving, canning, freezing, grading or packaging of the following food products:
  - (a) Bakery products
  - (b) Candy and confectionery products
  - (c) Carbonated beverages
  - (d) Dairy products
  - (e) Eggs
  - (f) Fruits, vegetables and nuts
  - (g) Foods from previously milled grains
  - (h) Pickled fruits and vegetables, flavouring extracts, jams and jellies, sauces, seasonings and other similar products
- (3) The manufacturing, dyeing, or finishing of the following textile products, or others of like character or kind:
  - (a) Apparel and clothing
  - (b) Canvas products
  - (c) Carpets, mats and rugs
  - (d) Cotton and Jute bags
  - (e) Curtains and Draperies
  - (f) Fabrics
  - (g) Thread, yarn, twine and rope (excluding production of synthetic fibers)
  - (h) Felt
- (4) The manufacturing or finishing of the following wood, metal and paper products:
  - (a) Articles from prepared paper
  - (b) Household utensils, cutlery, hand and edge tools
  - (c) Ornamental and art products

405.1 (contd.)

- (5) The manufacturing or finishing of the following furniture and fixtures, or other products of like character or kind:
  - (a) Household and office furniture
  - (b) Brooms, brushes and mops
  - (c) Mattresses and bedsprings
  - (d) Partitions, shelving, lockers and office and store fixtures
  - (e) Plumbing fixtures
  - (f) Window blinds and shades
- (6) The manufacturing, assembly, or finishing of bicycles.
- (7) The manufacturing, assembly, and finishing of the following electrical and electronic equipment:
  - (a) Business and office equipment
  - (b) Electronic instruments
  - (c) Household appliances
  - (d) Radio and television
  - (e) Small electrical equipment such as lighting fixtures, record players, telephone and telegraph apparatus, wiring equipment and x-ray apparatus
- (8) The manufacturing of articles from prepared glass and ceramic material.
- (9) The manufacturing, compounding, finishing or packaging of the following chemical and allied products:
  - (a) Articles from prepared plastic and rubber
  - (b) Cosmetics and perfumes
  - (c) Medicinal preparations
  - (d) Pharmaceuticals and drugs
- (10) The manufacturing, finishing, or packaging of the following miscellaneous products:
  - (a) Articles from prepared bone, cork, feathers, fibre, hair, horn and wax
  - (b) Business and office equipment such as typewriters, adding machines and cash registers
  - (c) Miscellaneous office supplies
  - (d) Fur, leather and associated products (excluding tanning)
  - (e) Jewelry, watches and clocks
  - (f) Musical instruments
  - (g) Novelties and toys
  - (h) Optical and photographic equipment
  - (i) Orthopedic and medical appliances
  - (j) Rubber and metal stamps
  - (k) Scientific and professional instruments
  - (l) Signs
  - (m) Sporting goods
  - (n) Tobacco and tobacco products
- (11) Printing, publishing and book binding, blueprinting and photostating; lithographing, engraving; stereotyping and other reproduction processes.
- (12) Storage buildings, warehousing and wholesale establishments; packing and crating; cold storage and ice plants.

Proposed Zoning By-law Amendments - Industrial Development

## 405.1 (contd.)

- (13) Agricultural uses, excluding the keeping of livestock and the cultivation of mushrooms.
- (14) Accessory buildings and uses, including the indoor display, storage and retail sale of goods produced on the premises.
- (15) Living accommodation for a caretaker or watchman, if such living accommodation is essential to the operation of the industry, subject to the following:
  - (a) to be located within a new principal building housing a permitted industrial use, on a lot with a minimum area of two acres;
  - (b) to be limited to the caretaker or watchman, and not used for family accommodation;
  - (c) to form an integral part of the principal building and to be included in the building plans thereof;
  - (d) to be fully separated from the industrial use by walls, partitions or a floor;
  - (e) to be provided with an entrance separate from that of the industrial use;
  - (f) to have a maximum floor area of 600 square feet

## 405.2

## CONDITIONS OF USE:

- (1) All permitted uses shall be housed completely within an enclosed building, except for permitted agricultural uses, parking and loading facilities.
- (2) 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, noise or glare; nor shall anything be done which creates or causes a health, fire or explosion hazard, electrical interference or undue traffic congestion.

## 405.3

## HEIGHT OF BUILDINGS:

The height of a building shall not exceed 40 feet.

## 405.4

## LOT AREA AND WIDTH:

Each lot shall have an area of not less than 10,000 square feet and a width of not less than 100 feet.

## 405.5

## LOT COVERAGE:

The maximum coverage shall be 50 per cent of the lot area.

## 405.6

## FRONT YARD:

A front yard shall be provided of not less than 30 feet in depth.

## 405.7

## SIDE YARDS:

A side yard shall be provided on each side of the building of not less than 20 feet in width, except that a side yard not flanked by a street, lane or an A, R or RM District may be reduced to nil, provided that the other side yard has a width of not less than 20 feet.

405.8 REAR YARD:

A rear yard shall be provided of not less than 20 feet in depth, except where a lot abuts a lot in an A, R or RM District, or is separated by a lane therefrom, such rear yard shall be not less than 30 feet in depth.

405.9 OFF-STREET PARKING:

Off-street parking shall be provided and maintained in accordance with Schedule VIII of this By-law.

405.10 OFF-STREET LOADING:

Off-street loading shall be provided and maintained in accordance with Schedule IX of this By-law.

2. The establishment of a new industrial zoning category for truck terminals:

406. TRUCK TERMINAL DISTRICT (M6)

This District provides for the orderly development and location of truck terminals in proper relationship to major transportation routes and surrounding uses.

406.1 USES PERMITTED:

- (1) Truck terminals
- (2) Cartage, delivery and express facilities
- (3) Accessory buildings and uses, including:
  - (a) Automotive repair shops
  - (b) Caretaker accommodation, subject to the provisions of Clause (16) of Section 401.1 of this By-law.
  - (c) Cafeteria services and sleeping accommodation, subject to being located on a lot with a minimum area of three acres and provided that such facilities are used only by employees, and truck drivers during necessary stopovers at the premises.
  - (d) Recreational lounges
  - (e) Refuelling and truck washing facilities
  - (f) Storage buildings and warehouses

406.2 CONDITIONS OF USE:

- (1) Any required yard which fronts upon or adjoins a public street shall be fully and suitably landscaped and properly maintained. Such yards, which may be crossed by access driveways, shall not be used for any other purpose.
- (2) All driveways, access roads and truck maneuvering and servicing areas; all loading dock areas and all areas used for the parking of trucks, tractors and employee vehicles, shall be surfaced with an asphalt, concrete or similar pavement so as to provide a surface that is durable and dust free. Such areas shall be so graded and drained as to properly dispose of all surface water.



Proposed Zoning By-law Amendments - Industrial Development

- (3) Vehicular entrance and exit points shall be subject to the approval of the Municipal Engineer. Such entrances and exits shall be provided separately and located not less than 80 feet apart.
- (4) The lot shall be designed in such a manner as to permit forward movement of all vehicles both upon entering and upon leaving the lot.
- (5) Adequate area shall be provided for the maneuvering of trucks entirely within the boundaries of the lot, and provision shall be made for the on-site parking of all trucks which operate from or utilize any of the facilities located on the lot.
- (6) All exterior lighting shall be designed to deflect away from adjacent properties.

## 406.3 HEIGHT OF BUILDINGS:

The height of a building shall not exceed 40 feet.

## 406.4 LOT AREA AND WIDTH:

Each lot shall have an area of not less than one acre and a width of not less than 150 feet.

## 406.5 LOT COVERAGE:

The maximum coverage shall be 25 per cent of the lot area.

## 406.6 FRONT YARD:

A front yard shall be provided of not less than 20 feet in depth.

## 406.7 SIDE YARDS:

A side yard shall be provided on each side of the building of not less than 20 feet in width.

## 406.8 REAR YARD:

A rear yard shall be provided of not less than 20 feet in depth.

## 406.9 OFF-STREET PARKING:

Off-street parking shall be provided and maintained in accordance with Schedule VIII of this By-law.

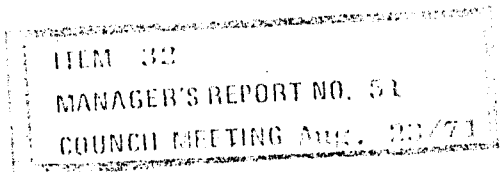
## 406.10 OFF-STREET LOADING:

Off-street loading shall be provided and maintained in accordance with Schedule IX of this By-law.

3. The removal of truck terminals and drive-in theatres from the M2 (General Industrial) District, and the addition of these uses to the M3 (Heavy Industrial) District;

- (1) The amendment of Clause (2) of Section 402.1 (Uses Permitted) in the M2 District as follows:

3. (contd.)



- (2) The following commercial and service uses:
- (a) Golf driving ranges
  - (b) Offices, storage buildings, workshops and yards for the following trade contractors: cement, excavating, masonry and moving.
  - (c) Tire retreading and rebuilding
  - (d) Welding shops not exceeding 6,000 square feet in gross floor area.
- (2) The amendment of Clause (2) of Section 403.1 (Uses Permitted) in the M3 District to read:
- (2) The following commercial and service uses:
- (a) Drive-in theatres
  - (b) General and heavy construction contractors
  - (c) Sale and repair of machinery and heavy equipment
  - (d) Truck terminals, subject to the regulations of the M6 District
  - (e) Welding shops.
4. The increasing of yard setback standards in M1, M2 and M3 Districts in cases where an industrial use abuts or faces a lot in an A, R or RM District, the provision of landscaping and the prohibiting of off-street parking in such yards:
- (1) Front Yards - The amendment of Sections 401.6 (M1 District), 402.5 (M2 District) and 403.4 (M3 District) to read as follows:
- "A front yard shall be provided of not less than 20 feet in depth, except where a lot is separated from a lot in an A, R or RM District by a street, such front yard shall be not less than 30 feet in depth."
- (2) Rear Yards - The amendment of Sections 401.8 (M1 District), 402.7 (M2 District) and 403.6 (M3 District) to read as follows:
- "A rear yard shall be provided of not less than 10 feet in depth, except where a lot abuts a lot in an A, R or RM District, or is separated by a lane therefrom, such rear yard shall be not less than 30 feet in depth".
- (3) Off-Street Parking in Required Yards - The amendment of Clause (2) of Section 800.6 (Location and Siting of Parking Facilities) to read as follows:
- "No parking area shall be located within the following required yards:
- (a) A side yard which adjoins a flanking street on a corner lot in an RM or P District, provided that in no case need the setback for such parking area exceed a distance of 15 feet.
  - (b) A side yard in a C or P District which is separated by a street from a lot in an A, R or RM District, provided that in no case need the setback for such parking area exceed a distance of 15 feet.
  - (c) Any yard in an M District which abuts a lot in an A, R or RM District, or is separated by a street or lane therefrom".
- (4) Landscaping - The amendment of Clause (d) of Section 6.15 (Screening and Landscaping) to read as follows:
- "Where the rear line of a lot in an M District abuts a lot in an A, R or RM District, or is separated by a lane therefrom, the required rear yard shall be fully and suitably landscaped and properly maintained".

5. The screening of outside storage in the M6 (Truck Terminal) District:

The amendment of Clause (2)(b)(ii) (Storage Yards) of Section 6.15 (Screening and Landscaping) to read:

- (ii) In M2, M3 and M6 Districts, where a lot or any part thereof is used or intended to be used as an outside storage area, that portion of such storage area which fronts upon or adjoins a public street, a lot in an A, R or RM District, or is separated by a lane therefrom, shall be screened and no material located within 50 feet of the screen shall be piled to extend above such screening".

6. Other proposed Zoning By-law amendments resulting from the addition of the M5 (Light Industrial) and M6 (Truck Terminal) Districts:

- (1) Definitions - The addition of the following definition to Section 3 of the By-law:

"TRUCK TERMINAL" means a building or property used as an origin or destination point for the loading, unloading, assembling or transferring of goods transported by truck, or which provides containerized freight handling facilities or rail-truck services, and where the local pick-up, delivery and transitory storage of goods is incidental to the primary function of motor freight shipment, provided, however, that any lot where trucking is the principal use and which operates any vehicles in excess of single unit, single axle, 30,000 G.V.W. (Gross Vehicle Weight) shall be considered, for the purposes of this By-law, as a truck terminal.

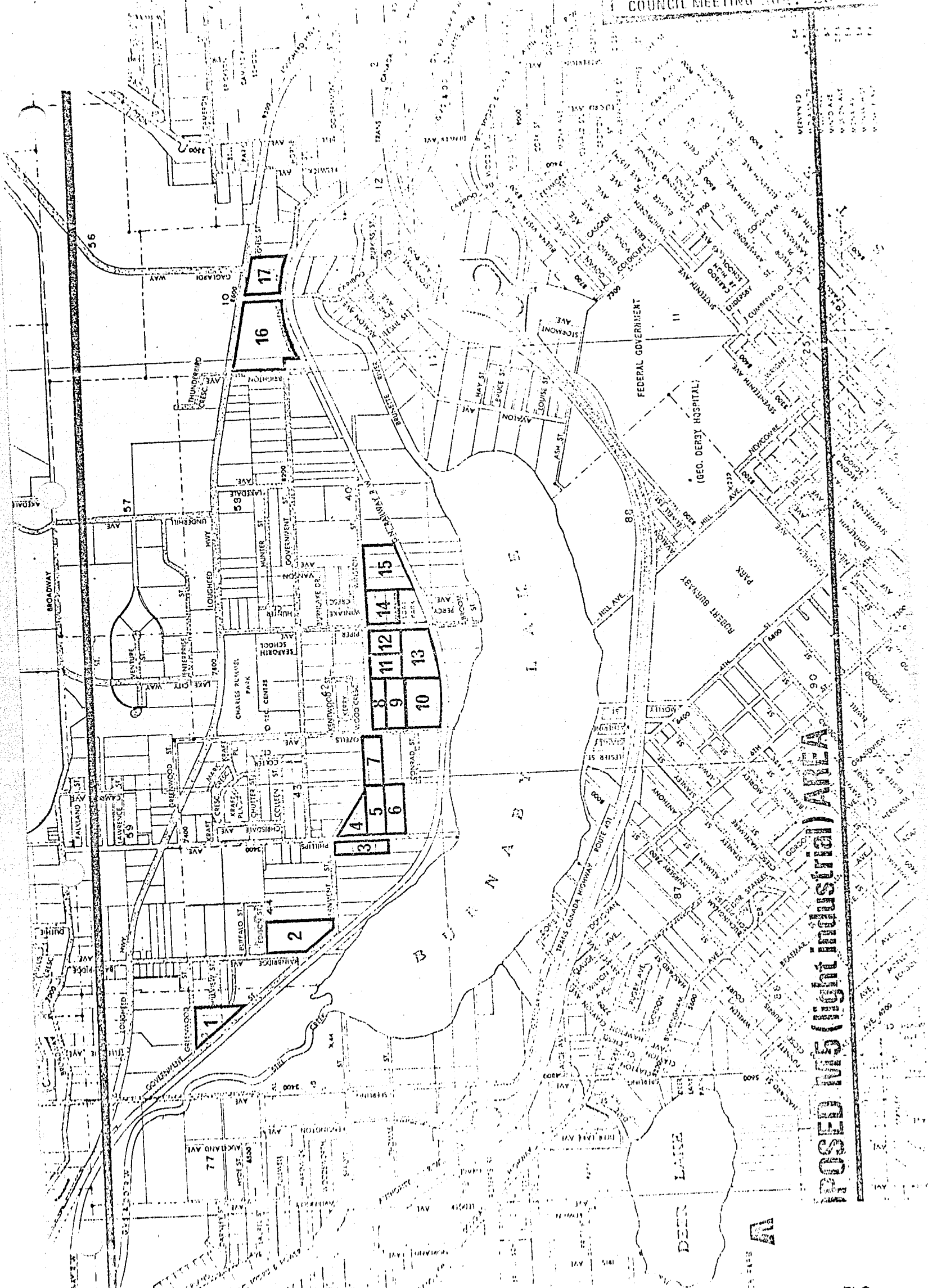
"CARTAGE, DELIVERY AND EXPRESS FACILITY" means a building or property used as an origin or destination point from which single unit, single axle trucks, of 30,000 G.V.W. (Gross Vehicle Weight) or less, are dispatched for the local delivery or pick-up of goods, and which may include necessary warehouse space for the transitory storage of such goods.

- (2) Zoning District Schedules - The amendment of Section 5.1 (Designation of Districts) as follows:

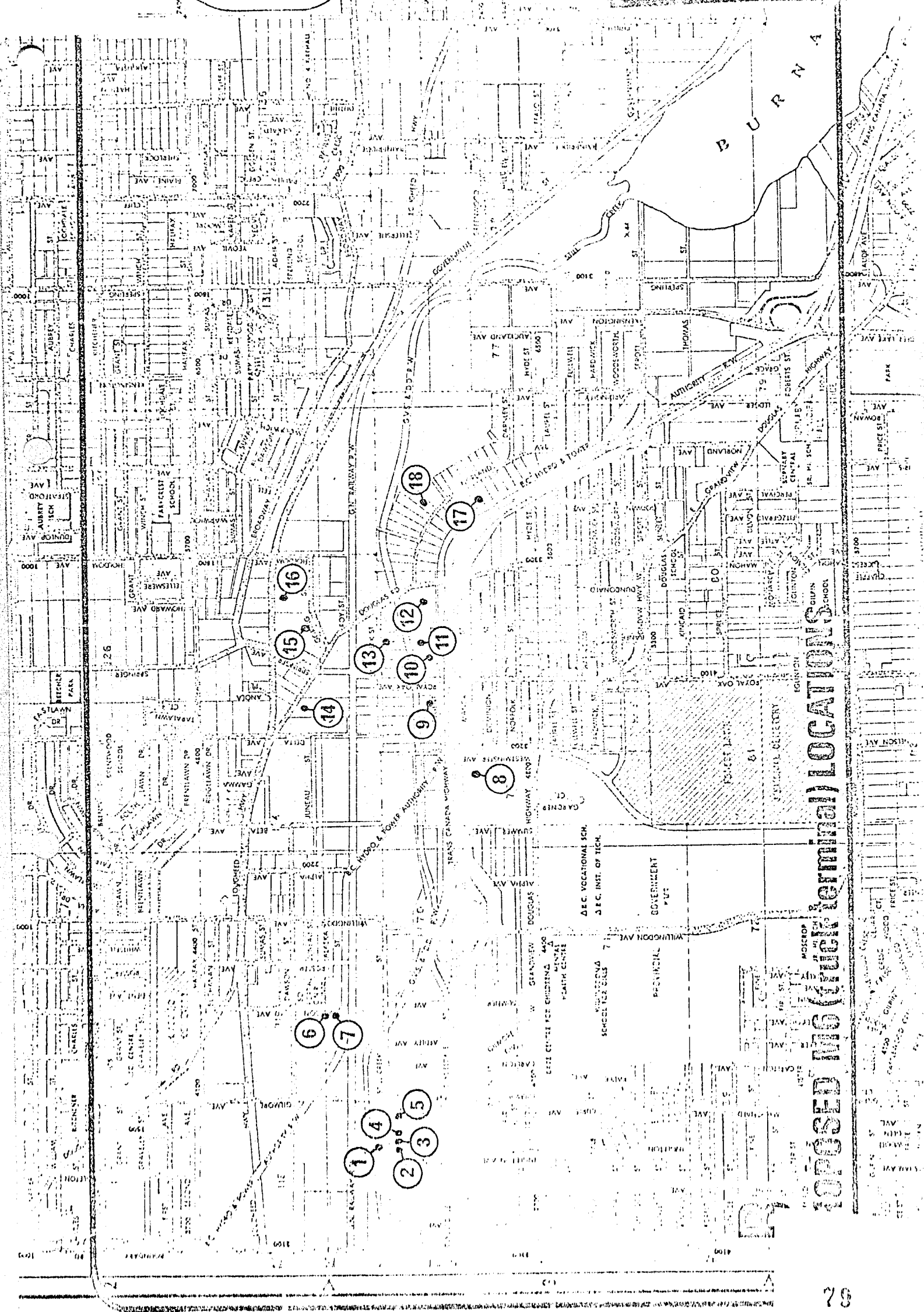
IV	INDUSTRIAL	M
	Manufacturing	M1
	General Industrial	M2
	Heavy Industrial	M3 and M3a
	Special Industrial	M4
	Light Industrial	M5
	Truck Terminal	M6

- (3) Lot Area and Width - The amendment of Clause (1)(a) of Section 6.11 (Existing Lots) as follows:

"The lot area and lot width requirements of this By-law shall not apply to any lot in an A, R, C1, C2, C3, C4, M1, M2, M3, M4, M5 or P5 District which has an area or width less than that required by this By-law, if such a lot was described on the official records on file in the Land Registry Office on or before June 7th, 1965".



ITEM 32  
MANAGER'S REPORT NO. 51  
COUNCIL MEETING APR. 23/71



PROPOSED BUS (TRUCK TERMINAL) LOCATIONS