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MANAGER'S REPORT NO.	14
COUNCIL MEETING	1979 02 19

RE: RESTAURANT FACILITIES IN INDUSTRIAL AREAS
(ITEM 5, MANAGER'S REPORT NO. 10, 1979 FEBRUARY 05)

The following is a further report from the Director of Planning dated 1979 February 12 regarding the above.

RECOMMENDATION:

1. THAT the recommendations of the Director of Planning be adopted.

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1979 February 12
Our File #02.240

TO: MUNICIPAL MANAGER
FROM: DIRECTOR OF PLANNING
RE: RESTAURANT FACILITIES IN INDUSTRIAL AREAS

RECOMMENDATIONS:

1. THAT the Council receive the report of the Planning Department and request the preparation of a by-law by the Municipal Solicitor to permit the introduction of the proposed amendments, as described in Section "D" into the Burnaby Zoning By-law, and that these amendments be advanced to a Public Hearing on 1979 March 20.
2. THAT the Council give approval to the proposed locational guidelines for evaluating rezoning proposals as set out in Section "E".

REPORT

A. BACKGROUND

The Council, in considering a report on this subject on 1979 February 05, referred the matter back to the Planning Department for further review.

While it was agreed that restaurants would perform a necessary service to industries, particularly for smaller developments that are unable to provide their own eating facilities, it was generally recognized that problems could

be created by the blanket addition of restaurants as permitted principal uses in industrial zones.

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It was the general consensus of the Council that the proposals included in the earlier report were too complex and that provision should not be made for the accommodation of other uses in industrial areas (i.e. banks, business and professional office and retail stores).

This report will therefore deal only with cafes or restaurants and the advancing of proposals aimed at providing a suitable means for their location in industrial areas.

B. PLANNING CONSIDERATIONS

The existing restaurant facilities in the municipality and their locational relationships to the industrial zoning patterns are shown on the attached map. It is apparent that a number of industrial areas are somewhat removed from public restaurant facilities, particularly the Boundary Road-Douglas Road-Lougheed Highway, Winston Street, Lake City and Big Bend sectors. There would appear to be little doubt that such areas would benefit from a readily accessible public restaurant facility.

On the other hand, the location of the Kingsway-Beresford industrial sector in relation to Kingsway and the close proximity of existing commercially zoned restaurant facilities would suggest that the addition of restaurants would not be necessary in this area which is primarily included in the M4 (Special Industrial) District category. It should be noted that the M4 District also permits residential development as a principal use which is not considered compatible with cafes or restaurants due mainly to traffic generating problems. This would also apply to the M5 (Light Industrial) District which, as spelled out in the Zoning By-law, "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". This designation has been applied almost exclusively to the Winston Street area where it provides an interface with the residential district to the north. There are, however, a number of M2 zoned parcels within this sector. In the case of the M6 (Truck Terminal) and M7 (Marine District 2) categories, cafeteria services are specifically listed as permitted accessory uses to a truck terminal or marina development respectively.

A number of the larger industrial operations in the municipality provide accessory cafeterias and similar eating facilities for their own employees. However, neither these facilities nor public restaurants in commercial zones can be considered as meeting the requirements in certain of the industrial areas. It is recognized, therefore, that a need exists for public restaurants in such areas, particularly where smaller industrial developments are concerned. It is important, however, that facilities of this type be designed to serve the day-to-day needs of the people working in the area and not attract large numbers of patrons from outside locations.

The blanket addition of cafes and restaurants as permitted principal uses in industrial zones could create a number of serious problems, including:

- (1) The preemption of major street frontages of industrial tracts by restaurants because of the desire to obtain maximum exposure to passing vehicular traffic. Such restaurants would attract patrons from a wide area and serve the general public rather than meeting the needs of a particular industrial district.
- (2) Restaurants are a traffic generating type of commercial use. The locating of a number of them along a major thoroughfare could impair its traffic carrying function and create parking problems.

- (3) The probable long-term result would be strip commercial development along the industrially zoned portions of such major routes as the Freeway (particularly in the vicinity of interchanges), Boundary Road, Willingdon Avenue, Loughheed Highway, Winston Street, Canada Way and Kingsway.
- (4) Such a policy could lead to an unplanned dispersal of restaurants throughout the municipality thus detracting from the core concept with its concentration of commercial facilities in clearly defined centres. Conversely, this could impede the proper development of industrial areas on a planned basis.

These factors serve to underline the importance of providing some degree of control over the location of restaurants in industrial areas.

C. THE PROPOSED APPROACH

It is concluded that cafes and restaurants would provide a needed service in a number of industrial areas. In terms of zoning districts, it is considered that provision should be made for the accommodation of such facilities in conjunction with the M1, M2 and M3 categories. These three districts cover approximately 90 percent of all the industrially zoned lands in the municipality.

In order to provide some control over the location of cafes and restaurants within these areas and prevent, as far as possible, the previously noted problems associated with a blanket approach, the addition of a sub-category to each district is proposed. In this way, a cafe or restaurant could be located in an M1, M2 and M3 area following Council's consideration and approval of an individual application for rezoning or, as the result of the pre-zoning of a suitably located block of land within an adopted Community Plan area. Under this approach, the land involved could also be developed industrially which would overcome the problem of the long term preemption of an area for a non-industrial purpose.

The consideration of rezoning applications on their own merits would normally be subject to all the problems inherent in zoning without a specific plan. However, if detailed locational policy guidelines can be spelled out and followed, these problems would be largely overcome. It is, therefore, proposed that a set of guidelines be developed which will assist the Council in evaluating the suitability of a particular rezoning, as in the case of self-serve gasoline service stations. These would not be regulations but, rather, a list of principles which would be considered in conjunction with the specific Zoning By-law requirements.

D. PROPOSED ZONING BY-LAW AMENDMENTS

In order to provide the means for a cafe or restaurant to locate within an industrial area, the following Zoning By-law amendments are proposed, as underlined below:

(1) Section 5.1 (Designation of Districts):

-IV INDUSTRIAL	M
Manufacturing	M1 & M1r
General Industrial	M2 & M2r
Heavy Industrial	M3 & M3a & M3r

-The suffix "a" or other letter attached to a zoning designation denotes an area where additional uses are permitted subject to the regulations of the district to which the suffix is applied.

(2) Section 401.1 (Uses Permitted - M1 District):

- (18) In areas having an M1r designation: Cafes or restaurants (excluding drive-in restaurants) serving the day-to-day needs of industrial developments and their employees.

(3) Section 402.1 (Uses Permitted - M2 District):

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-(13) In areas having an M2r designation: Cafes or restaurants (excluding drive-in restaurants) serving the day-to-day needs of industrial developments and their employees.

(4) Section 403.1 (Uses Permitted - M3 District):

-(17) In areas having an M3r designation: Cafes or restaurants (excluding drive-in restaurants) serving the day-to-day needs of industrial developments and their employees.

E. LOCATIONAL GUIDELINES

The following guidelines are proposed for evaluating the suitability of a site within an industrial district for a cafe or restaurant which will provide a needed service to the industries located in the area. It is further proposed that these guidelines form the basis for giving consideration to the rezoning that would be required to implement such a development proposal.

(1) Assessment of need-

This factor would involve a review of the projected location in relation to existing commercial centres or sites which already contain public cafe or restaurant facilities. Such existing facilities should not be situated in close proximity nor within easy walking distance of the people working within an industrial area.

(2) Location in relation to major street frontages-

In order to prevent the preemption of major street frontages by cafes and restaurants, it is proposed that no such uses be situated in close proximity, nor have direct access, to a major traffic thoroughfare. Examples of major thoroughfares would include Boundary Road, Willingdon Avenue, Barnet Highway, North Road, Hastings Street, Lougheed Highway, Winston Street, Canada Way, the Freeway or Kingsway within industrially zoned areas.

(3) Accessibility to industrial development-


In this instance an assessment would be made of the proposed cafe or restaurant site on the basis of its centrality, convenience and accessibility within the industrial area that would be served.

(4) Evaluation of servicing function-

In this case each proposed cafe or restaurant facility would be evaluated in relation to the area it is intended to serve with a view to determining if there is considered to be a sufficient market in the industrial area to support it or, alternatively, if it is likely to draw a significant proportion of its patronage from outside locations and thus attract large volumes of traffic into the area.

(5) Location in relation to existing or proposed development patterns-

This would involve an examination of a projected site in relation to the existing or proposed development pattern in an area in order to ensure that it would not have a disruptive effect on subdivision nor create difficult sites for development. Such an examination should also ensure that a proposed site is compatible with an adopted Community Plan or nearly non-industrial development.


A. L. Parr
DIRECTOR OF PLANNING

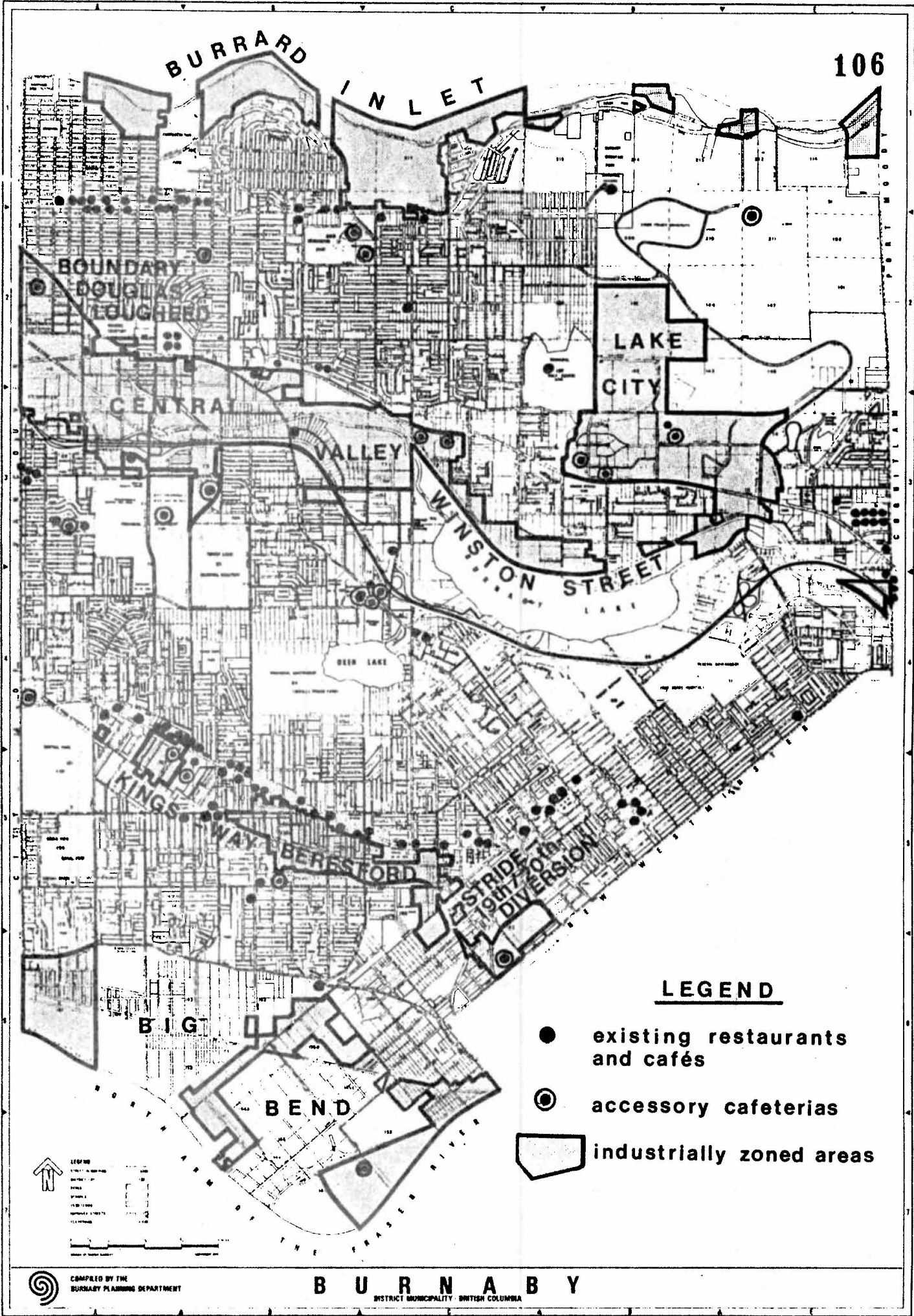
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Attach.

c.c. - Chief Licence Inspector
Chief Public Health Inspector
Municipal Clerk
Municipal Solicitor
Assistant Director - Long Range
Planning and Research

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**LOCATION of EXISTING RESTAURANTS
 (December - 1978)**