

TO: MUNICIPAL MANAGER 1992 FEBRUARY 26

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: GOLF DRIVING RANGES IN INDUSTRIAL ZONING DISTRICTS

PURPOSE: To seek a Council resolution directing staff to prepare a text amendment to the Burnaby Zoning Bylaw, deleting golf driving ranges as a permitted use in the industrial zoning districts.

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RECOMMENDATIONS:

- 1) **THAT** a Bylaw be prepared to amend the Burnaby Zoning Bylaw to delete Golf Driving Ranges as a permitted use in the M2 General Industrial District and that this Bylaw be advanced to First Reading on 1992 April 06 and to a Public Hearing on 1992 April 28 at 7:30 p.m.
- 2) **THAT** staff be authorized to review the commercial and service uses permitted in the industrial zoning districts in order to propose refinements to the Burnaby Zoning Bylaw to reflect current industrial land use planning objectives.
- 3) **THAT** a copy of this report be sent to Mr. Duncan Watt, 2435 Marine Drive, West Vancouver, B.C., V7V 1L3.

R E P O R T

1.0 BACKGROUND INFORMATION:

- 1.1 At this time, there are a significant number of commercial and service uses permitted in the industrial zoning districts of the Burnaby Zoning Bylaw, including such uses as automobile, boat and trailer sales and rental lots, retail building supply establishments, laundries and dry cleaning establishments and taxi service centres, which are all permitted uses in the M1 Manufacturing District. Golf driving ranges are among a more limited number of additional commercial and service uses permitted in the M2 General Industrial District, while there are also a limited number of further commercial and service uses permitted in the M3 Heavy Industrial District and the M5 Light Industrial District. There is also a considerable scope of permitted commercial uses in the M4 Special Industrial District. For information, uses permitted in the M1 District are permitted in the M2 District and uses permitted in the M2 District (including M1 District uses) are permitted in the M3 District.
- 1.2 For some time, Planning and Building Department staff have had concerns related to the breadth and type of commercial and services uses which are permitted in the industrial zoning districts. In essence, staff concerns relate to two issues. They are:

1) The incremental displacement of industrial land with commercial uses. At this time, there are significant lands within Burnaby which are intended to be developed industrially which have the potential under existing zoning for commercial use in a manner which is inconsistent with the Municipality's objectives regarding industrial land. In particular, the Burnaby Official Community Plan indicates the following directions need to be upheld:

- a) No major additions to or deletions from the existing industrial land inventory in view of the relationship between projected demand and available supply.
- b) Restrict the use of available industrial lands for acceptable industrial uses.

The potential for broad commercial development in the industrial zoning districts is considered contrary to supporting the above objectives.

2) The type of commercial and service uses which are permitted in the industrial zoning districts are most likely to locate along major arterials and industrial collectors. This type of development along Burnaby's major transportation thoroughfares results in strip commercial development, which is contrary to both the intended industrial form of development and traffic/transportation principles for these major transportation thoroughfares.

In light of the above situation, staff have included a review of the commercial and service uses in the industrial zoning districts in their work program and have contemplated reporting to Council on this issue at a future date.

1.4 In January 1992, this Department received a proposal for a golf driving range on a portion of the Shellburn Refinery site (6511 Hastings Street). The Shellburn Refinery site is zoned M1 Manufacturing District and M3 Heavy Industrial District, with the portion of the site which fronts on Hastings Street zoned M1 Manufacturing District (see attached sketch). The proposal is to locate the golf driving range abutting the M1 District zoned land, within the M3 District zoned area. Golf driving ranges are a permitted use under M2 District zoning and the prevailing M3 District zoning of this portion of the site. They are also permitted in conjunction with public golf courses in the P3 Park and Public Use District.

2.0 GENERAL DISCUSSION:

2.1 Planning and Building Department staff have met with the proponents of the golf driving range twice and received correspondence on the proposal. In response to the latest written proposal, this Department has advised the legal representative for the proponents that while the golf driving range proposal may not be contrary to the technical regulations of the Burnaby Zoning Bylaw, the Planning and Building Department is not supportive of the proposal from a land use policy point of view.

- 2.2 A number of staff concerns with the golf driving range proposal fall within the previously discussed potential inconsistencies between the range of commercial and service uses permitted in industrial zoning districts and the Municipality's policy objectives for industrial land use. Namely, that an outdoor golf driving range is not a bonafide industrial land use and that permitting the development of an outdoor driving range on the Shellburn Refinery site is contrary to the Burnaby Official Community Plan directions of maintaining the existing industrial land inventory in view of projected demand and available supply and restricting the use of available industrial lands for acceptable industrial uses.
- An outdoor golf driving range is basically a commercial/recreational facility and to accommodate such a development on industrial land is considered contrary to the general objective of supporting Burnaby's industrial land base. In the past, uses such as golf driving ranges and drive-in theatres have served as temporary, non-capital intensive, holding uses for properties intended to be redeveloped more intensively in the future. At this point in the maturing of Burnaby as an urban municipality and the intensification of land use in the municipality, encouraging uses on industrial land which are low intensity and are non-permanent in nature is not considered appropriate.
- 2.3 Staff's other major concern relates to the image Burnaby wishes to reflect along one of its major urban arterials, Hastings Street. It is not considered conducive to projecting the appropriate image of a mature, developed urban municipality to permit the development of an outdoor golf driving range along a major urban arterial. The possibility of this area along Hastings Street being identified with a three level golf driving deck, tall poles, high mesh fencing and floodlights is not considered appropriate by staff at this point in the Municipality's development. These concerns are based on both aesthetic considerations and the possible negative effects of the proposal on the single-family residential areas overlooking this site, such as the east side of Capitol Hill and the Westridge area.
- 2.4 In the past, staff have had discussions with representatives of Shell Canada regarding development of any surplus lands on the Shellburn Refinery site for office/light industrial development utilizing M5 Light Industrial zoning. These discussions were considered mutually beneficial at the time and the general concept of light industrial development of the lands is supported by this Department.
- 2.5 At this time, a Preliminary Plan Approval application for the proposal has not been received. However, if Council adopts recommendation #1 in this report and a complete application is received, Council may direct that the permit be withheld in accordance with Section 981 of the Municipal Act. If this Department receives a Preliminary Plan Approval application for a golf driving range on the Shellburn Refinery site, we would report back to Council outlining the conflict between the development proposal and the proposed bylaw and the options to be considered in light of the proposal conflicting with the proposed bylaw.

ITEM 12
MANAGER'S REPORT NO. 16
COUNCIL MEETING 92/03/02

3.0 SUMMARY AND CONCLUSION:

3.1 This Department has received a proposal to develop an outdoor golf driving range on a portion of the Shellburn Refinery site (6511 Hastings Street). While the proposal is not contrary to the technical requirements of the Burnaby Zoning Bylaw, staff consider this proposed development to be an inappropriate commercial/recreational development for industrial land and to be contrary to the policy of supporting the industrial land inventory. Concerns were also discussed regarding the appropriateness of the projected image of an outdoor golf driving range being developed at this location along an urban arterial in Burnaby, in terms of both aesthetics and compatibility with surrounding single-family residences. 168

In light of the above, it is recommended that a text amendment to the Burnaby Zoning Bylaw be prepared deleting golf driving ranges as a permitted use in the industrial zoning districts. It is also recommended that staff be authorized to further review the commercial and service uses permitted in the industrial zoning districts in order to propose refinements to the Burnaby Zoning Bylaw.

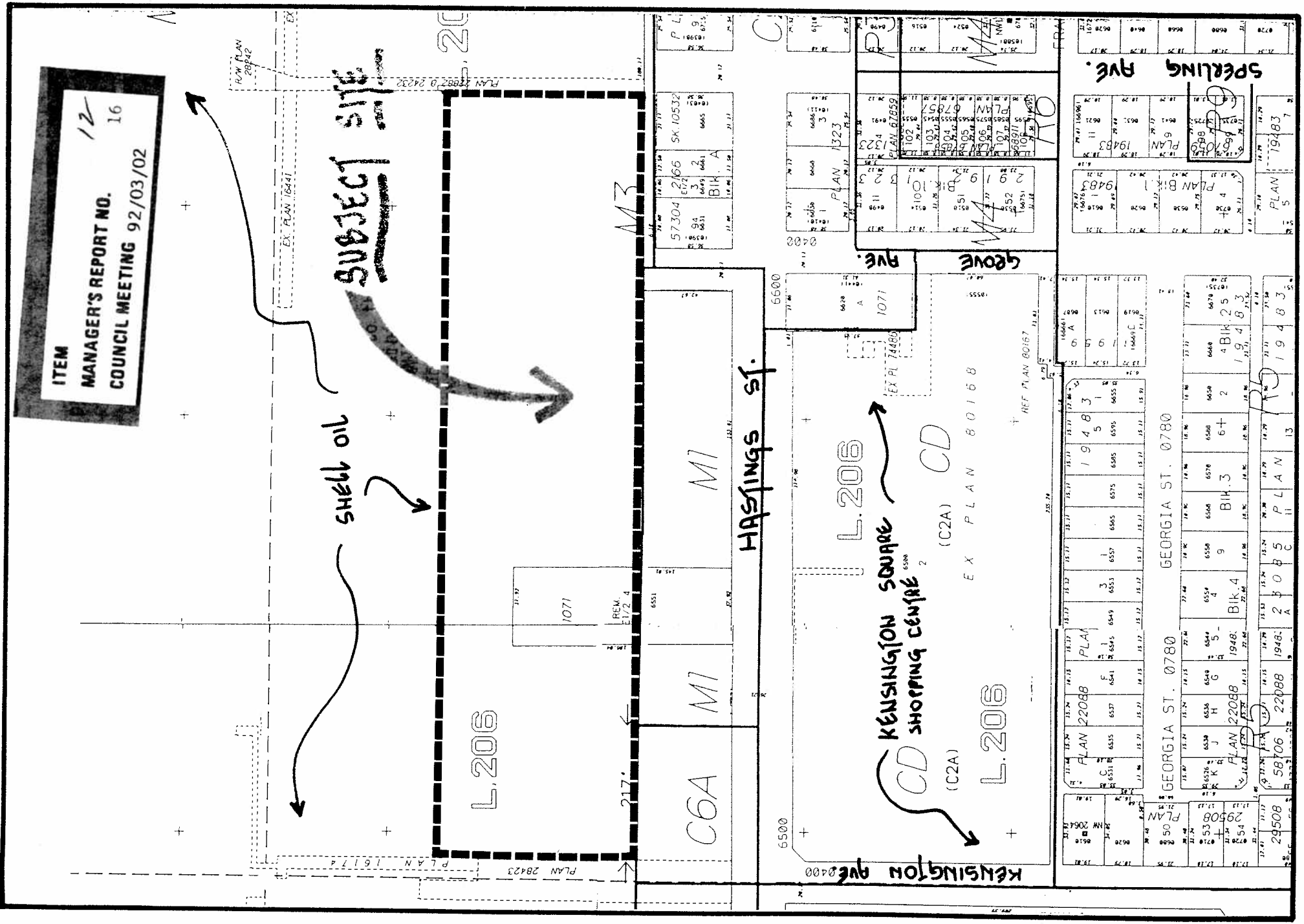
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Attach.

cc: Municipal Solicitor
Municipal Clerk

A. L. Parr
A. L. Parr, Director
Planning and Building

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Date:

FEBRUARY 1992

Scale:

N.1.S.

Drawn By:

J.P.C.



Planning &
 Building Inspection
 Department

PROPOSED GOLF DRIVING RANGE
 (SHELLBURN REFINERY SITE)



North

169

