

ITEM 18
MANAGER'S REPORT NO. 81
COUNCIL MEETING Dec. 15/75

Re: EASTERN BURRARD INLET MARINE PARK DESIGN

Following is a report from the Director of Planning on a marine park design for the Eastern Burrard Inlet.

RECOMMENDATION:

1. THAT the subject report be tabled and referred to the Parks and Recreation Commission and the Capital Improvement Programme Committee for study and comment.

* * * * *

Planning Department,
Dec. 11, 1975
Our File #15.142

TO: MUNICIPAL MANAGER

FROM: TECHNICAL STAFF COMMITTEE

RE: EASTERN BURRARD INLET MARINE PARK DESIGN.

Council at its meeting of December 30, 1974 awarded a landscape and park design commission to G. R. Shelley and Associates as the project coordinating firm in conjunction with the firms of J. Lantzius and Associates Ltd. and Schultz International as collaborating consultants for the above captioned project. Concurrent with this action, Council authorized a Staff Technical Committee comprised of the Municipal Manager, the Director of Planning and the Parks and Recreation Administrator, to work with the consultant towards the development of a satisfactory comprehensive marine park design for the subject area.

Following completion of the consultant's recommended marine park design, Members of Council and the Parks and Recreation Commission were provided with the supporting document, Burnaby Eastern Burrard Inlet Marine Park System Development Plan for their review and acquaintance with the proposed Marine Park Design. At the time of submittal of this report, Council was advised that the Staff Technical Committee was assessing the materials presented by the consultant with a view towards forwarding a recommended implementation program for the Marine Park System. The purpose of this report is to present this recommended implementation program for the marine park based on the consultant's recommendations and resulting amendments to the Eastern Burrard Inlet Development Concept as adopted by Council on October 22, 1973.

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OVERVIEW

During the preparation of the marine park design, the Staff Technical Committee met on a regular basis with the consultant to review and discuss his design proposals and recommended amendments to the adopted Eastern Burrard Inlet Development Concept prior to their finalization. The Staff Technical Committee has now reviewed the final document and supporting materials and is in general agreement with the master plan proposals and would recommend that the Burrard Inlet Marine Park Master Plan be adopted by Council as the basis for the staged development of the marine park system. It is the belief of the Committee that the recommended design plan provides a rational framework on which a specific first stage program can be initiated in providing safe public access to the foreshore at the earliest possible opportunity.

A presentation drawing of the Master Plan has been prepared and will be available for viewing by Council at its meeting of December 15, 1975.

While the report submitted by the consultants outlines the amendments to the adopted Eastern Burrard Inlet Development Concept (see Figure 1) necessary to facilitate the implementation of the master plan proposals, it is useful to summarize these proposed amendments and briefly discuss the reasons for their advancement.

I. Marina Complex

Essentially, the proposed amendments to the adopted Development Concept as recommended by the consultant have been predicated upon the shifting of the marina and boat launching facilities eastwards to be centred on the Bestwood site and adjacent water lot areas. The principle reasons underlying the shift of the proposed marina site are as follows:

1. to permit the construction of at least 500 wet - berth moorage spaces considered necessary for this development while concurrently providing the possibility of substantial expansion in the future.
2. to increase the area of land required to support on-shore facilities associated with the marina in both the short and long term.
3. to reduce the possibility of vehicular congestion at the recreational core access road caused by marina and boat launching traffic.
4. to provide an open water view of the inlet, bay and Admiralty Point area situated opposite the recreation core.

It is the opinion of the Staff Technical Committee that the reasons advanced for the relocation of the marina site are valid and would justify an amendment to the Development Concept to reflect the proposed relocation.

The consultant has provided two marina complex development options as a result of his analysis of the proposed marina site. Option A, as described in the report, provides for the development of the marina complex with Allied Chemical continuing to operate in its present location. Option B on the other hand provides for the displacement of the firm in favour of an expanded marina complex. The Staff Technical Committee has reviewed both options and is of the opinion that initially option A is the most pragmatic alternative due to the anticipated costs associated with the immediate acquisition and relocation of

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Allied Chemical. However, it is recognized that option B does provide the basis for a more comprehensive and desirable marina complex. Accordingly, the Staff Committee would recommend that option B be regarded as a long term objective, rather than as a direct alternative to option A, to be achieved when Allied Chemical voluntarily relocates their operations or offers their site for sale for development purposes. In order to realize both the short and long term objectives relative to the proposed marina development it will be necessary for the following actions to be taken:

1. The Allied holdings north of the C. P. R. tracks to be designated for Marine Zone 1 development purposes.
2. The acquisition of the Allied holdings between Barnet Highway and the C. P. R. tracks for vehicular parking purposes.
3. The acquisition of the foreshore portion of the Allied Chemical property for shorewalk and marina integration purposes. Allied Chemical does not require access to the Inlet as part of their operations and consequently this proposed acquisition would not hinder their current operations. Ownership of this foreshore area would also give the Municipality riparian rights to the use of the abutting water lot area required as part of the marina complex.
4. Bestwood Industries Ltd. to be advised that the Bestwood site will be required on December 31, 1977 in order that preparatory work associated with the marina and public boat ramp can commence in 1978. Provision has been made in the current lease agreement with Bestwood for the termination of the lease on December 31, 1977 provided that notice is served to Bestwood Industries Ltd. prior to December 31, 1976 that the Bestwood site is required.
5. Application be made to the National Harbours Board for the long term lease of the water lots situated at 9190 and 9999 Burrard Inlet for park and marina purposes (see attached figure 2). The easterly segment of the marina moorage area has been located just east of the Bestwood site within the water lot at 9190 Burrard Inlet. This area was considered preferable due to the narrowness of the water lot immediately abutting the Bestwood property and the ability of the easterly marina area to substantially expand should this be desired. The water lot at 9999 Burrard Inlet has been included for lease application because of its insular position within the larger water lot described as 9190 Burrard Inlet. This proposal to utilize the water lot for marina and park purposes would require an amendment of the Marine District and designation as proposed in the adopted Development Concept to Marine District 1 and Park and Public Use (P3).
6. Application be made to the National Harbours Board and Allied Chemical Ltd. for the long term lease of the water lot situated at 8634 Burrard Inlet (see attached figure 2) for marina development purposes.

With respect to the construction and operational aspects of the proposed marina, there are a number of matters that require further investigation prior to the advancement of specific recommendations concerning its implementation. The major item that is currently under review is the whole question of municipal

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as opposed to private development and/or operation of the marina. Another is the range and extent of accessory uses that should be accommodated to ensure a successful marina operation. These and other related items are being reviewed and will be incorporated within a separate report recommending a detailed marina implementation program as a stage 2 priority.

II. Upland Area

The Master Plan has recommended an amendment to the adopted Development Concept for the upland area bounded by Barnet Highway, the C.P.R. tracks, the Bestwood site and the Gulf Oil terminal from M5(Light Industrial) to P3(Park and Public Use). The Staff Technical Committee believes that this proposal would enhance the overall parkland setting of this marine park area and would support the recommendation that the Municipality make application to the Federal Government for the long term recreational lease of this upland area.

RECOMMENDED IMPLEMENTATION PROGRAM

Contained within the report submitted by the consultant is a recommended implementation program comprised of four phased and interdependent stages. This program was based on a 10 year development period and the assumption that the funds allocated within the Parks Referendum for marine park development would be available to initiate development. However, with the narrow defeat of the referendum, it is now necessary to submit a revised implementation program to ensure the phased development of the park respecting current budgetary allowances.

The Staff Committee is in general agreement with the four stage implementation process adopted by the consultant and the specific action programs contained therein that provide for the systematic and sequential development of the Marine Park and allied facilities. Stage 1 of this program is particularly important as its primary objective is to provide early safe public access to the foreshore.

It is the opinion of the Staff Committee that the Burrard Inlet Marine Park Master Plan as submitted by the consultant provides the necessary framework for the ultimate marine park development of Burnaby's eastern Burrard Inlet foreshore. Considerable efforts and monies have been spent to date in advancing the adopted Eastern Burrard Inlet Development Concept by way of key property acquisitions, the initiation of area rezonings and the preparation of the detailed park design. The Staff Committee believes that the stage has now been reached where implementation efforts can and should be focussed on providing safe public access to the foreshore at the earliest possible opportunity. Accordingly, a revised Stage I park development program is presented (see Appendix I) that reflects both the public access objective and existing budgetary allowances. The Stage I program has been prepared with particular emphasis on providing unrestricted public access to the marine park by the spring of 1978.

The initial recreation potential available on the completion of Stage I will include opportunities for informal family gatherings and picnics as well as walking and viewing. In addition there will be a beach area, washrooms, play equipment for children, and landscaping to augment existing vegetation. Adequate access, parking facilities and a day-use dock will be provided to accommodate the anticipated user requirements generated by the Stage I development.

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These facilities will provide a basic marine oriented recreation component which will be complemented by the additional facilities included in Stages II, III, and IV.

As can be seen from Appendix I, there are various departments and external agencies that will be closely involved with the Stage I implementation program. In order to ensure that the Stage I program will be implemented by the May 1978 target date, it would be beneficial for one particular department to assume the responsibility of coordinating and advancing the specific actions within the program. Due to its close relationship with the project from the outset, it is recommended that the Planning Department be assigned this coordinating role.

As previously stated, the Staff Committee comprised of the Municipal Manager, the Parks and Recreation Administrator and the Director of Planning generally concurs with the four stage implementation program for the development of the marine park as advanced by the consultant. It is the intention of the committee to continue to meet as required to advance implementation and design details through Stages I to IV as an ongoing process with the rate of implementation being dependent upon the availability of funds. A specific task of the committee will be to prepare a detailed Stage II implementation program prior to the Stage I completion date.

For budgetary purposes, implementation years have been assigned to the various steps within the Stage I program that must be included in the capital budgets for those years.

For 1976 the Parks and Recreation Department has included \$228,100. for development of Burrard Inlet Marine Park in their Capital Improvement Program of which \$188,100. was to be brought forward from the By-law funds. With the defeat of the By-law it is recommended that these funds now be included in the 1976 contribution to the capital portion of the Capital Improvement Program. The Burrard Inlet Project was the only major project included in the By-law that staff felt is of sufficient priority to advance into 1976 from the 1977 starting date of the By-law. Staff are of the opinion that the significance of this project warrants inclusion of total funds required for 1976 in the Capital Improvement Program. Details of funding for 1977 and 1978 are yet to be defined. To date, \$57,148.35 has been spent in 1975 on consultants' reports and initial removal of piers and piles along shoreline of recreational core area.

RECOMMENDATIONS

1. THAT the Burrard Inlet Marine Park Master Plan be adopted as the basis for the staged development of the marine park system.
2. THAT the Eastern Burrard Inlet Development Concept, as adopted by Council on October 2, 1973 be amended in accordance with the attached figure 1.
3. THAT staff be authorized to undertake those recommended actions as contained within the Stage I implementation program.
4. THAT the Planning Department be assigned the task of coordinating the various implementation actions to facilitate completion of the Stage I program by May 1978.
5. THAT \$228,100 be included in the 1976 Capital Improvement Program for the 1976 portion of the Stage I development of the Eastern Burrard Inlet Marine Park.

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6. THAT this report be referred to the Parks and Recreation Commission.



A. L. Parr,
DIRECTOR OF PLANNING

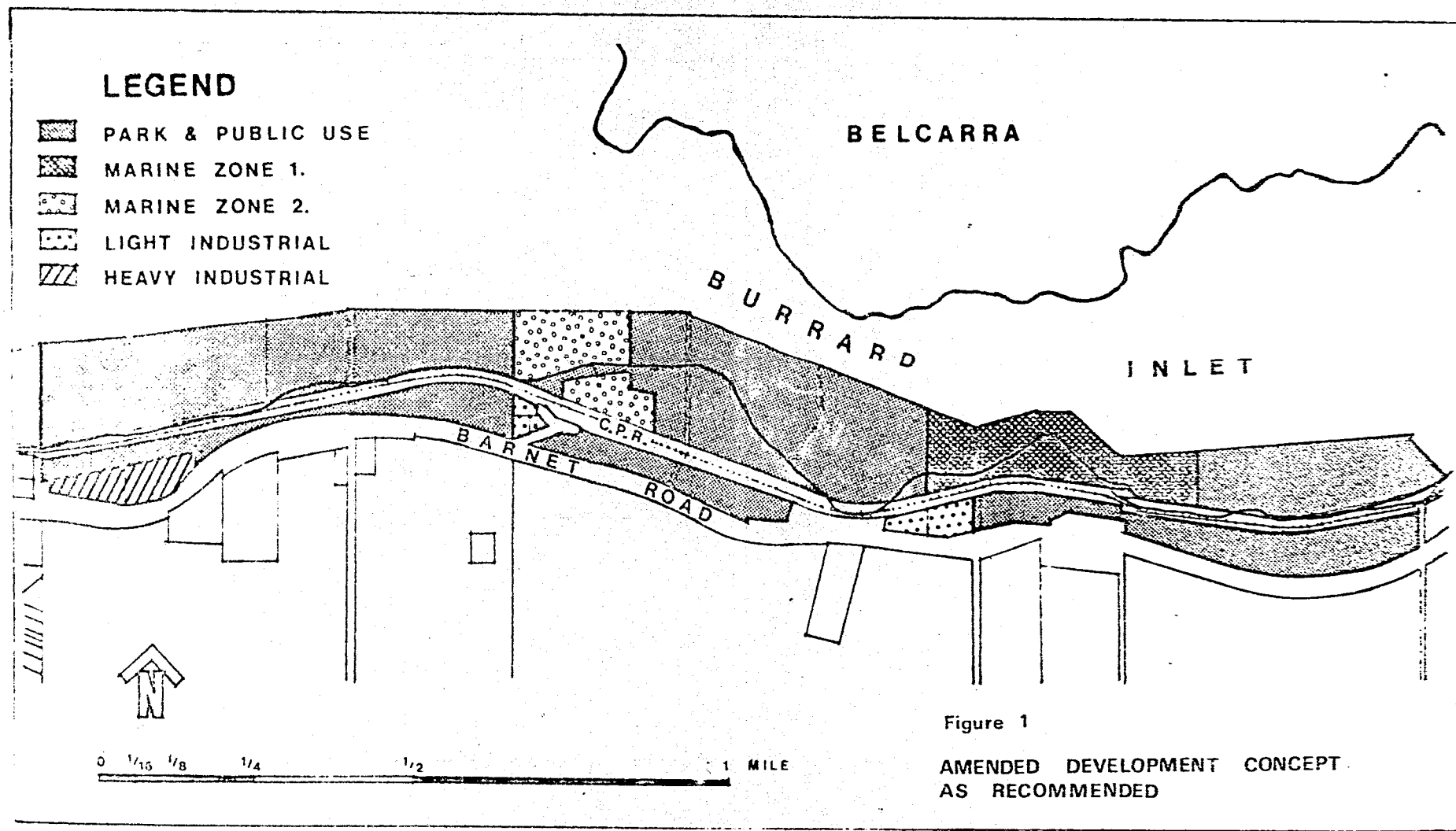
(for)

Municipal Manager)	
Director of Planning)	-TECHNICAL STAFF COMMITTEE.
Parks and Recreation Administrator)	

JSB:BL:ew

att. (2)

c. c. Parks and Recreation Administrator
Municipal Engineer
Chief Public Health Inspector
Land Agent
Municipal Solicitor
Municipal Treasurer



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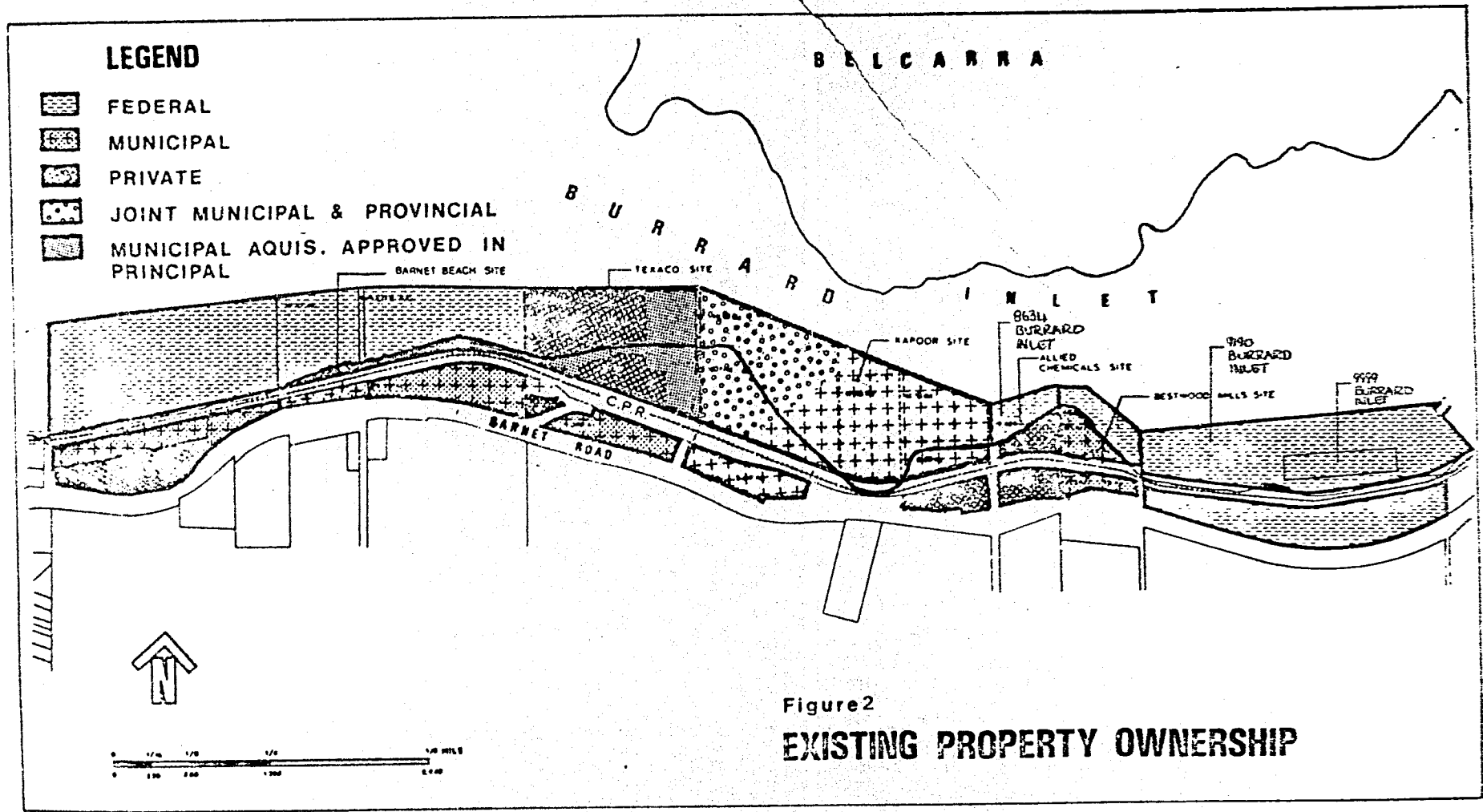


Figure 2
EXISTING PROPERTY OWNERSHIP

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STAGE I IMPLEMENTATION PROGRAM (ALL ITEMS TO BE FINALIZED BY MAY, 1978) APPENDIX I

<u>Item Description</u>	<u>Preliminary Cost Estimate</u>	<u>Budget Year</u>	<u>Implementing Agency(ies)</u>	<u>Possible Funding Assistance Source</u>
1. Application to construct pedestrian overpass over C. P. R. right-of-way to recreation core.	-		Planning and Engineering Depts.	
2. Application for financial assistance for pedestrian overpass to recreation core.	-		Planning Dept.	C-27 Railway Relocation & Grade Crossing Act. Sec. 17.5 and 17.1
3. Following approval of (1.) above, prepare detailed construction drawings for pedestrian overpass.	-		Parks & Rec. Dept./ Engineer Dept.	-
4. Call for tender and construct overpass	\$93,000	1976	Parks & Rec. Dept./ Engineering Dept.	-
5. Application to the Dept. of Highways for Barnet Highway widening and channelization at main park entrance.	-		Planning Dept.	-
6. Design and construction of widening and channelization at main park entrance including lighting.	\$17,000 \$ 6,300	1976 1977	Engineering Dept.	Cost sharing between Municipality and B. C. Dept. of Highways
7. Design and construction of access road and parking area for recreation core. (150 cars)	\$50,000	1976	Parks & Rec. Dept./ Engineering	Community Recreational Facilities Fund Act
8. Construct fence between railway and park.	\$20,000	1976	Parks and Rec. Dept.	Community Recreational Facilities Fund Act
9. Application for public use of Kapoor crossing.	-		Consultant/Planning Dept.	-
10. Pending approval of (9) order automatic signalization equipment.	(\$50,000 - 1975 cost) Stage 2 capital cost due to extended delivery period.	to be determined	Engineering Dept.	C-27 Railway Relocation and Grade Crossing Act. Sec. 17.5 and 17.1.

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<u>Item Description</u>	<u>Preliminary Cost Estimate</u>	<u>Budget Year</u>	<u>Implementing Agency(ies)</u>	<u>Possible Funding Assistance Source</u>
11. Select and install temporary sanitary facilities at recreation core.	\$20,000	1976	Environmental Health/ Parks / Building Depts.	Community Recreational Facilities Fund Act
12. Investigate available alternatives for installation of permanent Municipal sewer system.	-		Environmental Health/ Engineering Depts.	-
13. Apply for long term leases of required water lots for recreational purposes.	-		Consultant/Planning Dept.	-
14. Apply to Federal Government for long term recreational lease of upland park area situated at 9149 Barnet Road.	-		Consultant/Planning Dept.	-
15. Initiate negotiations with Allied Chemicals Ltd. for the Municipal acquisition of their upland and foreshore park areas.	-		Lands Dept.	-
16. Serve notice to Bestwood Shingle Mill Co. Ltd. confirming need of Municipal property as of Jan. 1, 1978.	-		Planning Dept.	-
17. Remove rotted pier platforms and other safety hazards from core area.	-		Parks and Recreation Dept.	Community Recreational Facilities Fund Act
18. Make application to the National Harbours Board for foreshore reclamation permits.	-		Consultant/Planning Dept.	-
19. Following approval of (18), explore alternate means to initiate reclamation program.	-		Parks & Rec. Dept/ Engineering Dept.	-
20. Complete reclamation program from core to Texaco pier.	\$28,100 \$19,000	1976 1977	Parks & Rec./ Engineering Dept.	Community Recreational Facilities Fund Act

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<u>Item Description</u>	<u>Preliminary Cost Estimate</u>	<u>Budget Year</u>	<u>Implementing Agency(ies)</u>	<u>Possible Funding Assistance Source</u>
21. Make application to Allied Chemical Ltd. and the National Harbours Board for the long term lease of the water lot at 8634 Burrard Inlet for marina purposes.			Consultant/Planning Dept.	-
22. Continue discussions with the consultant regarding operational and development aspects of marina.	-		Planning Dept./Parks & Rec. Commission	-
23. Prepare and submit a recommendation concerning the desirability of Municipal versus private development and/or operation of marina.	-		Lands/Planning/Parks & Rec. Dept.	-
24. Following adoption of (23), initiate preparatory actions prior to construction.	-		Planning/Parks & Rec. Dept.	Federal Marina Assistance Program
25. Initiate and complete demonstration park project at recreation core.	\$166,000 \$143,850	1977 1978	Parks and Rec. Dept.	Community Recreational Facilities Fund Act
26. Make a collective application to the Community Recreational Facilities Fund Act			Parks and Rec./Planning Dept.	-
27. Finalize area rezonings in development plan area on the basis of the development plan amendments.	-		Planning Dept.	-
28. Design and construct cairn at strategic entrance point within the recreational core commemorating acquisition and commencement of marine park development.	\$1,000	1978	Planning/Parks & Rec. Dept.	
TOTAL STAGE I COSTS	<u>\$564,250</u>			

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