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MANAGER'S REPORT NO.	70
COUNCIL MEETING	1980 11 17

RE: LETTER FROM BURNABY CHAMBER OF COMMERCE WHICH APPEARED ON THE AGENDA
FOR THE 1980 NOVEMBER 03 MEETING OF COUNCIL (ITEM 4c)
STILL CREEK WALKWAY

Following is a report from the Director of Planning regarding the above subject.

RECOMMENDATION:

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

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TO: MUNICIPAL MANAGER 1980 November 12
FROM: DIRECTOR OF PLANNING
RE: STILL CREEK WALKWAY

RECOMMENDATIONS

1. THAT the Council authorize the Planning Department to work with the Burnaby Chamber of Commerce, the Greater Vancouver Sewerage and Drainage District and the Parks and Recreation Department towards determining and obtaining the necessary rights-of-way for the future development of the Still Creek Walkway.
2. THAT this report be referred to the Parks and Recreation Commission with a recommendation for approval of including the provision of appropriate fencing in the costs of the Still Creek Trail at the time of development.
3. THAT the Council accept with thanks the offer of the Chamber of Commerce to perform a liaison function with the effected property owners along Still Creek within the context of the implementation program which has been proposed, and that a copy of this report be sent to Mr. Claude Hazle, President, Burnaby Chamber of Commerce, 10 - 6035 Sussex Avenue, Burnaby, B.C. V5H 3C1.
4. THAT a copy of this report be sent to Mr. D.L. MacKay, Chief Engineer, Greater Vancouver Sewerage and Drainage District, 2294 West 10th Avenue, Vancouver, B.C. V6K 2H9.

SUMMARY

This report has been prepared in response to the letter of 1980 October 22 to the Mayor and Council from the President of the Burnaby Chamber of Commerce offering to explore the possibility of acting as a catalyst in obtaining approvals from landowners and negotiating any necessary easements for the provision of the proposed Still Creek Walkway.

The report which follows provides background information on the Still Creek Walkway concept and sets forth a program for pursuing the implementation of the proposal advanced by the Chamber of Commerce for the consideration of the Council. This was the subject of a meeting between representatives of the Chamber and members of the Parks and Recreation and Planning Departments on 1980 November 06.

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REPORT

A. BACKGROUND

Still Creek is one of Burnaby's major streamcourses and its preservation as a natural element in the community is reflected in the policies which have been adopted over the last few years.

These included two actions that were taken by the Council in 1973. Firstly, on August 06 a resolution was approved to pursue a policy aimed at the future establishment of a walkway along Still Creek with the long term objective of its inclusion within municipal and inter-municipal trail and parkway systems. It was envisaged that this would be implemented, where privately owned properties were involved, by the obtaining of 20 foot easements along the creek through rezoning and development procedures on a long term basis. This action was followed, on December 10, by the adoption of a resolution "that Still Creek be retained as an open waterway in the area between Boundary Road and Burnaby Lake". Since that time, the Council has turned down a number of proposals for the enclosure of certain sections of the creek. Finally, the proposed Still Creek trail system was included in the Burnaby Trail Study, which was approved by both the Parks and Recreation Commission (1979 December 19) and the Council (1980 January 14).

The proposed Still Creek trail system is predicated on the achieving of a number of objectives, including:

- (1) To improve the generally unattractive character of much of the developed portions of the area through which the creek flows so they may complement the natural and scenic qualities of the stream and its environs.
- (2) To construct a functional and aesthetic pedestrian/bicycle trail along the streamcourse which will be attractive to the potential recreational users as well as the area's industrial land users.
- (3) To ensure that as much as possible is done to improve the water quality of Still Creek.
- (4) To have the Still Creek trail become a part of a continuous system linking natural features, parks and schools. Due to the length of the streamcourse, the bridging of the creek at intervals to form a series of trail loops and access points is proposed.

A map showing the projected trail system is attached. It will be noted that the proposed route diverges from the streamcourse in the sector between Westminster and Sumner Avenues and, due to the crossover problems at Willingdon Avenue, swings to the north to pass beneath the Willingdon overpassing of the Burlington Northern Railway and then proceeds in a westerly direction along the Still Creek Avenue right-of-way to Boundary Road. Also attached is a sketch which shows a possible design for a trail within a 20 foot easement bordering the creek.

B. STILL CREEK TRAIL SYSTEM EASEMENT CONSIDERATIONS

Although no specific program has been developed for the implementation of the Still Creek trail system, it is considered that precedence would be given to the sector between Douglas Road and Burnaby Lake where most of the land is already under municipal ownership. On the other hand, almost all of the properties involved in the projected system to the west of Douglas Road are privately owned. It is in these areas that provision will have to be made for the necessary easements. While it has been the policy that these would be obtained through rezoning and development procedures, this would be a very long process. The proposal by the Chamber of Commerce would, if successful, considerably reduce the time involved

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in achieving this objective. It is suggested that attention should initially be directed to the sector between Douglas Road and Sumner Avenue where the projected trail system follows the creek and the abutting properties are almost entirely privately owned.

It is interesting to note that a survey of industries adjacent to Still Creek was conducted by a summer student in 1977. The results of the survey indicated that, in general, most industries responded positively to a clean up of the creek abutting their properties. The response to landscaping and the trail proposal was described as "wait and see" and generally non-committal. It was apparent that this stance was largely due to the question of security. Almost all of the respondents felt that the provision of a fence would be necessary to separate the trail and its users from their firm's operations. It was concluded that support or opposition to a trail would depend, to a large extent, on who would pay the cost of the fence and its maintenance and landscaping. If a substantial proportion of the cost were to fall on the property owners, one could expect strong opposition to the walkway proposal. On the other hand, if the Corporation were to pay for the fence, it was concluded that little opposition seemed to be likely.

It would appear that these reactions continue to be valid at the present time, judging from our meeting with representatives of the Chamber and from their letter to the Council. It is also apparent that the question of security remains as one of the primary concerns of the owners that would be effected by the projected trail route. It is concluded, therefore, that consideration should be given to the establishment of a policy for including fencing as a part of the trail system costs in the area at the time that development takes place. This would be a Parks responsibility and it is desirable that the views of the Parks and Recreation Commission be obtained in this regard. Such a policy could have a considerable effect on the success or failure of obtaining easements in cases where these are required for trail route continuity. If the required walkway rights-of-way can be obtained without cost, this would reduce appreciably the overall expenditures needed for the development of the trail system.

With respect to trail rights-of-way, where these may be required, the form in which they are provided is likely to vary from one industry to another. Some owners may wish to retain all of their land and thus maximize the allowable coverage of the site, in which case an easement would be the type of right-of-way that would be obtained. On the other hand, an owner may want to reduce the taxable land area included within his property and elect to dedicate the strip of land for trail usage. It may be that some owners will not wish to follow either of these courses of action, in which case future acquisition will have to be considered.

Although 20 feet has been proposed as a standard width for trail development, the actual amount needed could vary from property to property. It will be necessary, therefore, to make a determination of needed rights-of-way widths prior to contacting individual owners. This is largely due to the existence of established G.V.S.D.D. rights-of-way along certain sections of Still Creek. The widths of these tend to be quite variable along the streamcourse and could, therefore, have an effect on the amount of land required adjacent to the creek.

In discussions with G.V.S.D.D. officials it has been indicated that, from a physical standpoint, there would appear to be no conflict with a trail provided that access to the creek was not impeded by trees, benches, etc. However, this observation has been qualified by an indicated need for a review to be made of the various easement agreements to ascertain whether it is legally feasible to develop a public walkway on what is essentially a drainage easement.

C. PROPOSED IMPLEMENTATION PROGRAM

The realization of the objectives which have been set forth in this report will require the establishment of a close liaison between the Planning Department, the Burnaby Chamber of Commerce, the G.V.S.D.D. and the Parks and Recreation Department. The following steps are proposed in the program of implementation:

- (1) The compilation of an up-to-date list of privately owned properties which abutt the Still Creek streamcourse, their owners and occupants.
- (2) The preparation of an inventory of existing G.V.S.D.D. easements along Still Creek and the mapping of their locations and widths.
- (3) A review of existing G.V.S.D.D. easement agreements and a determination of the legality of utilizing such easements for public trail system purposes.
- (4) A compilation of a list of properties where right-of-way easements will be needed for future trail development and a determination of their required widths.
- (5) Providing the Chamber of Commerce with the foregoing information as a prelude to contacts being made with individual property owners.
- (6) The finalizing of negotiations and the preparation of the necessary easement agreements.
- (7) The preparation of a trail development program in cooperation with the Parks and Recreation Department.

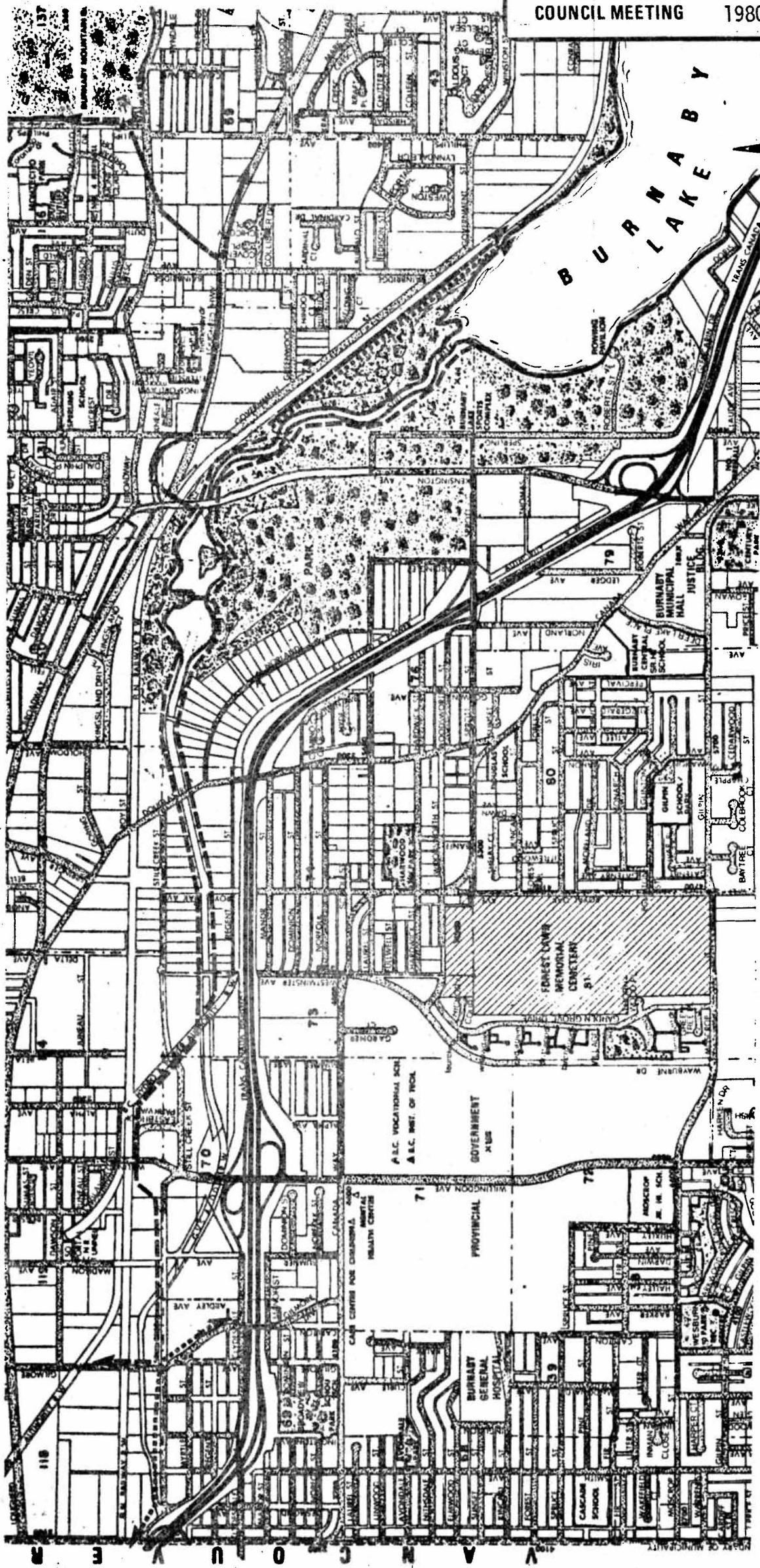

A. L. Parr
DIRECTOR OF PLANNING

RBC/hf

Attach.

c.c. - Municipal Solicitor
Parks and Recreation Administrator
Assistant Director - Current Planning
Assistant Director - Long Range
Planning and Research

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LEGEND

- Pedestrian Only
- Cyclist Only
- Pedestrian and Cyclist

A.4 Still Creek Trail System

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- (1) **Route**
 - Still Creek Street, Still Creek waterway
- (2) **Function**
 - Pedestrian walkway
 - Bicycle path
- (3) **Remarks**
 - Will connect Boundary Road with Burnaby Lake and include a proposed bicycle lane along the south side of Lougheed Highway (Route A-8) and north-south extensions from the Still Creek trail along Gilmore Avenue (Route B-6).
- (4) **Development Details**
 - Still Creek Street right-of-way as a pedestrian walkway between Gilmore Avenue and Boundary Road with a possible future extension into Vancouver.
 - A 5 foot hog fuel walkway and an 8 foot asphalt bicycle path (divided by a curb) located within a proposed 20 foot easement along each side of the creek between Westminster Avenue and Burnaby Lake. In the case of the bicycle path, it is desirable that hog fuel be applied initially in order to provide a suitable base for the asphalt.
- (5) **Route Requirements**
 - Route signing
 - Tree planting and landscaping along outer margins of 20 foot easement.
 - Proposed 20 foot easement to be obtained through rezoning and development plan procedures on a long-term basis.
 - Due to crossover problems at Still Creek and Willingdon Avenue, it is proposed that the route swing to the north and pass beneath the Willingdon overpassing of the Burlington Northern Railway.
- (6) **Land Status**
 - Corporation ownership east of Douglas Road
 - Remainder largely privately held
- (7) **Acquisitions**
 - Some acquisitions may be necessary in the long-term to allow for the route to pass beneath the Willingdon overpassing of the Burlington Northern Railway.

