

ITEM	24
MANAGER'S REPORT NO.	70
COUNCIL MEETING	1980 11 17

RE: PROPOSAL TO ENCLOSE PORTION OF STILL CREEK
3985 STILL CREEK STREET

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.

* * * * *

TO: MUNICIPAL MANAGER

1980 NOVEMBER 12

FROM: DIRECTOR OF PLANNING

SUBJECT: PROPOSAL TO ENCLOSE PORTION OF STILL CREEK
3985 STILL CREEK STREET

RECOMMENDATION

1. THAT Council reaffirm its adopted position of preserving Still Creek waterway in an open condition; and
2. THAT Council advise Public Freightways Limited, P.O. Box 5300, Vancouver, B.C. V6B 4B6 of the foregoing and that the Municipality is not prepared to approve a request for enclosure of the Creek through the Public Freightways property; and
3. THAT Mr. D.L. McKay, Chief Engineer, Greater Vancouver Sewerage and Drainage District be again advised in writing of the Council's policy and asked not to enclose any portion of Still Creek between Boundary Road and Burnaby Lake.

SUMMARY

A proposal has been received from Public Freightways Limited to enclose the remaining open portions of Still Creek lying within the Public Freightways property. Council in 1976 denied a request for the enclosure of 240 feet of the open waterway, and maintained its established policy of open retention of this major watercourse through Central Burnaby. While Public Freightways' proposal contemplates future removal of the proposed culvert, approval to enclose would be in direct conflict with the policy the Municipality has maintained over the years and would represent a significant shift in the Municipality's commitment to maintain and indeed require improvement of the stream in an open, landscaped condition for future use and enjoyment. It is being recommended that the established policy be reaffirmed and that no further enclosure be approved.

ITEM	24
MANAGER'S REPORT NO.	70
COUNCIL MEETING	1980 11 17

REPORT

Appearing on the Council Agenda for 1980 November 17 is a request from Public Freightways Limited that Council hear a delegation in connection with its proposal to enclose a portion of Still Creek west of Gilmore Avenue.

In May of this year, Johnston Terminals proposed a delegation to Council on this topic, but the delegation was withdrawn at that time. Since that date, a representative of Johnston Terminals has been in contact with our staff from time to time in connection with his Company's wishes to enclose the Creek in order to permit a physical extension of the terminal building. Municipal staff have provided their representative with copies of past reports, Council Minutes, and correspondence relating to Council's policy with respect to retention of Still Creek in an open condition, and have explained the reasons for this Municipality's policy concerning the protection of existing open watercourses.

BACKGROUND

The property at 3985 Still Creek Avenue is occupied by Public Freightways Limited, a subsidiary company of Johnston Terminals Limited. Members of Council may recall that a previous proposal to culvert a portion of the existing open channel of the Creek which runs through Public Freightways' property was the subject of a report on 1976 February 02 (Item #19, Manager's Report #6 - copy attached). The proposal by Public Freightways at that time was presented in a letter and was the subject of a delegation including Mr. Irvin Froese, Vice-President, Transportation Services.

The report of the Director of Planning at that time outlined the implications of further enclosure of the Creek over this and other properties in the industrial area and recommended against the enclosure. The Council at that time tabled the matter and, on 1976 February 16, after having an opportunity to view the situation on the site adopted the following recommendations:

- "1. THAT Council reaffirm its previously-expressed position of preserving the Still Creek waterway in an open condition; and
2. THAT the present request for enclosing a further 240 foot section of creek in conjunction with PPA 3505 not be approved; and
3. THAT the Planning and Engineering Departments be authorized to work out with the applicant a single bridge crossing only, in the westerly portion of the site, which will provide adequate access to this portion of the property, if the applicant so desires."

On other previous occasions, the Council had taken a similar position and in fact in December of 1973 the Council directed that the G.V.S. and D.D. be advised of Council's policy that Still Creek be retained as an open waterway in the area between Boundary Road and Burnaby Lake, and that they be asked to not enclose any portion of Still Creek between Boundary Road and Burnaby Lake because of this policy.

Council has at various times rejected enclosure of other portions of the Still Creek waterway. By way of example, Council at a previous date had rejected a proposal to enclose the Creek through

ITEM	24
MANAGER'S REPORT NO.	70
COUNCIL MEETING	1980 11 17

those lands lying west of the Public Freightways' property; those lands have been developed in recent years, and through the Preliminary Plan Approval process the Creek has been maintained in an attractive open condition, with a basic bank improvement treatment including planting with coarse grasses and the planting of appropriate trees at intervals, so as to improve the appearance of the waterway while maintaining ease of access and a reasonable maintenance situation. The result is that the waterway through that property is being maintained as a visual asset, consistent with the policy of Council.

THE CURRENT PROPOSAL

While the application by Public Freightways in 1976 contemplated the enclosure of 240 feet of the existing open waterway, the present proposal is for the enclosure of the total open portion of Still Creek within the bounds of this property, a length of approximately 465 feet. The purpose of this enclosure would be to enable a substantial expansion of the truck terminal building.

The proposal now being advanced seems to reflect an effort to satisfy some of the concerns of the Municipality which gave rise to its established policy with respect to the Creek. Public Freightways acknowledges that while the proposed park trail system link in this area does not follow Still Creek itself, but rather uses the Still Creek Avenue alignment, it is prepared to provide an easement along the south boundary of the property if required to improve the accommodation of the walkway itself. Further, the proposal seeks to recognize the Municipality's long term interest in maintaining the Creek in an open condition by proposing what it refers to as an interim enclosure with provision for a restrictive covenant to require removal of the culvert should the land use of the site in future change, to accommodate some use other than that of a truck terminal.

With respect to the offer to provide an easement along the south boundary for public trail purposes, it is the Municipality's intention that the walkway be accommodated within the present 66 foot Still Creek Avenue right-of-way, and as a result no additional easements or rights-of-way have been contemplated parallel to Still Creek Avenue. Moreover, from our site observations, it would appear that the maneuvering area on the south side of the terminal building is already minimal and that a reduction in the maneuvering area to accommodate a widened trail area or additional landscaping beyond the Bylaw's minimum standard would work an operational hardship of Public Freightways' users.

With reference to the proposal for removal of the culverting at a future date, the staff acknowledge Public Freightways' efforts to accommodate the long term goal which is to protect the existing watercourse as a feature to be enhanced and enjoyed upon future redevelopment in the area as, for example, a feature of a quality industrial park. Notwithstanding, the cost of enclosure and the additional cost of culvert removal and restoration of the Creek at a future time would be substantial and a major expenditure of funds would be inappropriate to create a condition which must be undone at a future date in order to adhere to an environmental goal that has been previously established and adhered to by the Council. Additionally, there are natural processes which take place in an open waterway through aeration and exposure to solar radiation which have a beneficial effect on water quality and which would be prevented by culverting.

ADDITIONAL COMMENTS ON SUBMISSION

For clarification purposes, the following comments are provided on various points raised in the Public Freightways brief.

1. It is suggested that the subject property is unique in certain respects, and that this will ensure that approval by Council of enclosure in this case will not be construed as a precedent by others who might also wish to place the stream in a culvert.

—If the policy is lifted in order to permit enclosure over one property, other owners wishing to culvert the stream will without doubt propose an equally rational argument for exceptions in their cases.

2. Mention is made of the present M6 zoning which affords no alternative use.

—The current M6 zoning category was applied to this site in 1971 when the Truck Terminal District was created, in order to preserve the conformity of the existing truck terminal operation. Should the property owners wish to consider alternative industrial land use, now or in the future, we believe Council would be prepared to consider an application for re-zoning to some suitable alternative industrial district category.

3. Under the heading "Changed Conditions", the applicant indicates that he is prepared to pay the entire cost of enclosure.

—So far as we are aware, the Municipality was not previously asked to share in the cost of culverting as then proposed.

4. Under the same heading it is noted that the proposed walkway at this location parallels Still Creek Avenue, and not the Creek itself.

—This condition was stated in response to the 1976 proposal as well, based on the conceptual walkway plans that had been presented to Council up to that time.

5. Referring to the aerial photograph overlay in the submission, it is noted that the legend refers to that portion of the North Branch of Still Creek north of the Burlington Northern Railway tracks and west of Gilmore as "recommended enclosure - B.C. Hydro".

—Council may recall that this enclosure was requested in conjunction with the plans by B.C. Hydro to construct a major transit maintenance centre on the lands (the plans are currently being held awaiting approval for the MTOC to pursue the project); this deals with a minor waterway, compared with Still Creek itself, and while staff were able to recommend enclosure subject to certain conditions in that case, Council denied approval to enclose, but directed that rather the Creek be kept in an open condition as an element in an improved, landscaped setting.

CONCLUSIONS

The Municipality has for some years maintained a consistent policy of open retention with respect to Still Creek, one of this Municipality's main open watercourses. This policy has resulted in the denial of past

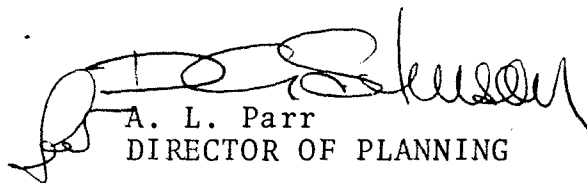
RE: PROPOSAL TO ENCLOSE PORTION OF
STILL CREEK - 3985 STILL CREEK AVENUE
1980 NOVEMBER 12.....PAGE FIVE

ITEM	24
MANAGER'S REPORT NO.	70
COUNCIL MEETING	1980 11 17

applications to enclose Still Creek both on this property and other sites in the industrial belt. The policy further has been communicated by Council to the G.V.S. and D.D. and the City of Vancouver in order to obtain their support and cooperation in protecting this environmental feature.

While enclosure and future restoration of the Creek as an open waterway is feasible, at high cost, from a technical points of view, it would be inappropriate to abandon the existing clear Council policy for retention of this important waterway in an open, improved condition. The justification for Council's policy, in our view, still exists, to provide for preservation of the watercourse for future use and enjoyment in improved environmental conditions as general redevelopment takes place.

The Planning Department's view continues to be that the public interest for the future would be best served by adhering to the policy, by continuing to press for improvements in water quality and prevention of practices which contribute to pollution, and by actively encouraging efforts to incorporate the stream as an asset in redevelopment proposals as they arise.


A. L. Parr
DIRECTOR OF PLANNING

ALP
DGS/ds

attachment

cc Parks and Recreation
Administrator
Chief Public Health
Inspector
Municipal Engineer

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

Re: LETTER DATED JANUARY 22, 1976 FROM PUBLIC FREIGHTWAYS LTD.
POST OFFICE BOX 5300, VANCOUVER
PRELIMINARY PLAN APPROVAL APPLICATION #3505
PROPOSAL TO ENCLOSE PORTION OF STILL CREEK WATERCOURSE

186

Appearing on the Agenda for the February 2, 1976 meeting of Council is a letter from J. Froese, Vice-President of Transportation Services for Public Freightways Ltd., regarding a proposal to enclose a portion of the Still Creek Watercourse. Following is a report from the Director of Planning on this matter.

RECOMMENDATIONS:

1. THAT Council reaffirm its previously-expressed position of preserving the Still Creek waterway in an open condition; and
2. THAT the present request for enclosing a further 240-foot section of creek in conjunction with PPA #3505 not be approved; and
3. THAT the Planning and Engineering Department be authorized to work out with the applicant a single bridge crossing only, in the westerly portion of the site, which will provide adequate access to this portion of the property, if the applicant so desires.

PLANNING DEPARTMENT
JANUARY 30, 1976

TO: MUNICIPAL MANAGER

FROM: DIRECTOR OF PLANNING

SUBJECT: PRELIMINARY PLAN APPROVAL APPLICATION #3505
PROPOSAL TO ENCLOSE PORTION OF STILL CREEK WATERCOURSE

BACKGROUND

An application has been received for approval of an extension to the Public Freightways truck terminal at 3887 Still Creek Street, in conjunction with the rebuilding of the main facility which was totally destroyed by fire on October 24, 1975.

Related to the expansion of operations and the terminal building itself is a request from the owners that they be permitted to enclose in a box culvert a further 240-foot length of Still Creek which traverses the property, immediately west of an existing 264-foot section which had previously been enclosed, immediately north of the main terminal site.

The subject property is zoned M6 Truck Terminal District, a category which specifically permits the type of activity conducted by Public Freightways. As indicated on the attached sketch, the main Still Creek waterway traverses the full width of their property, dividing the site into two roughly equal sections to the north and south. The 264-foot culverted section has afforded access to the north side of the creek, where a gravelled storage yard and parking area exists.

The attached letter dated January 8 from Mr. Ed M. Kargl, General Manager of Public Freightways Ltd., provides further details of that company's proposal.

WATERCOURSE ENCLOSURE

Under Council's directive, any development approval or subdivision that affects an existing open watercourse is to be referred to Council for direction.

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

Attached to this report are comments by the Parks and Recreation Administrator, Chief Public Health Inspector, and Municipal Engineer which set out their respective position on this enclosure proposal. In summary, the Parks and Recreation staff reiterate the Commission's policy of non-enclosure of Still Creek in this area, related to the aesthetic potential of the open watercourse subject to cleaning up and landscaping, while the Health Inspector states that from a technical, non-aesthetic point of view, the culverting of the creek could complicate or restrict his program for monitoring and abatement of sources of pollution to the watercourse, unless specific suitable safeguards are observed in the design and work. The Engineer has stated that in his opinion the aesthetics of the creek do not warrant retention in an open condition, and he recommends enclosure in a box culvert.

The Planning Department's position is that although the waterway at this location does not constitute the alignment for the future linear parkway and pedestrian trail (west of Madison Avenue, the walkway system follows the Still Creek Street right-of-way), this stream is one of the major watercourses in the Municipality and as such is a non-replaceable resource which, if eliminated by enclosure, would be lost for all time as a natural element in our community.

Although water quality is not good at present, it is improving as a result of the pollution abatement program, and the stream's environs could be and should be improved through landscaping and bank treatment even in this industrial area. There are numerous examples across the continent of good quality industrial parks where such features have been preserved and enhanced through grassing of banks and the planting of suitable trees such as willows along the streamcourse.

The potential for such future upgrading of the streamcourse should be preserved in this industrial area, even though the present land use does not permit major landscaping improvement within this particular property. With the creek retained in a substantially open condition throughout such an industrial enclave, the opportunity is protected for future redevelopment of the area with more intensive, second-generation urban industrial uses to incorporate the stream in the quality landscape setting that is desired.

Moreover, retention of the open watercourse provides optimum facility for inspection and emergency access by Health Department Inspectors and works crews when necessary in case of contamination.

A proposal to enclose the waterway across what was formerly known as the "Link Belt properties" to the west between Boundary Road and the Public Freightways site was considered by Council and by the Parks and Recreation Commission in early 1974. The decision taken was that preservation of the open waterway on those properties be made a condition of future development approval subject to review under the Watercourse Study, but that the alternative of realignment of the stream within the property would be acceptable in principle, subject to provision of a suitable improved open channel with landscaping. The ownership of these lands has subsequently changed hands, and development is proceeding without either disruption of the watercourse or the improvement that was suggested. The new owner of the lands has recently indicated that he will be writing in to make a proposal involving enclosure of the watercourse over its entire 870 foot length within his lands; a report will be submitted to Council on this subject once the proposal has been received and reviewed by staff.

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

188

In previous instances such as the Public Freightways project, it has been recognized that adequate access must be provided across the stream where it bisects industrial parcels, and this may be achieved by bridging at suitable intervals. The construction of a suitable bridge over the creek in the westerly portion of the Public Freightways site would in our opinion be warranted, to complement the passage available in the easterly area via the existing culverted section. Subject to Council's approval of this approach, we would be prepared to work with the applicant and the Engineering Department to reach a bridge solution of sufficient width to enable vehicles to cross the creek at some such point.

CONCLUSION

In summary, the enclosure of the creek is feasible from an engineering point of view, but the Parks and Planning Departments recommend that the previously-established position requiring retention in an open condition continue to apply, as a decision to vary this policy would open the door to enclosure on a number of industrial sites in the area and result in the loss of this natural feature as an element in the landscape.

It is our opinion that the public interest for the future would be best served by adhering to a policy which preserves the open condition and actively encourages incorporation of the creek as an asset in redevelopment proposals through continuing efforts to improve water quality and the physical condition of the stream's environs.

RECOMMENDATION

Accordingly, it is recommended that

1. Council reaffirm its previously-expressed position of preserving the Still Creek waterway in an open condition,
2. that the present request for enclosing a further 240-foot section of creek in conjunction with PPA #3505 not be approved, and
3. that the Planning and Engineering Department be authorized to work out with the applicant a single bridge crossing only, in the westerly portion of the site, which will provide adequate access to this portion of the property, if the applicant so desires.

AL
DGS:cm

Attach.

c.c. Municipal Engineer
Chief Public Health Inspector
Parks and Recreation Administrator


A. L. Parr,
DIRECTOR OF PLANNING.

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

Public FREIGHTWAYS LTD.

190

POST OFFICE BOX 5300, VANCOUVER, B.C., V6B 4B6
Telephones: OFFICE 435-6621
DISPATCH 435-8111

File: M. of B.

January 8, 1976

Mr. Don Stenson
Planning Department
Municipality of Burnaby
4949 Canada Way
Burnaby, B. C.

Dear Sir:

Further to the Site Plan that you have received on our behalf from Dominion Construction; I believe it would be helpful for you to understand our request for the additional culverting of Still Creek, on our Terminal property.

Our Burnaby Terminal facility, prior to the fire of October 24th, was in fact larger than Public Freightways actually required. In order to make the best use of the Terminal facility, it became necessary for us to consider merging the Johnston Terminals Highway Services operation, serving Vancouver Island, with our Public Freightways operation. Several studies undertaken by our personnel indicated that we could in fact put the two operations together at the Still Creek Avenue location in Burnaby and, via this merger, better utilize our Terminal facility and reduce our operating costs.

In addition to the cost savings obtained by better property utilization, we would also realize additional savings due to increases in productivity. In today's inflation fighting economy, it is important that we in the transportation industry do everything in our power to reduce costs in order that freight rates can remain as stable as possible.

In order to combine our two operations in one facility at Still Creek Avenue, it would become necessary to extend our warehouse dock facility. The required extension is shown on the Site Plan presented to you; however, if the Site Plan is studied carefully, you will note that the 4 most westerly doors of the old terminal building are virtually useless when you consider that, if 45-foot trailers were parked at these doors, it would become impossible to pass between the trailers and the Creek. This would, in effect, cut our property into two separate sections; one entrance would have to be used for

//2

"THE FRIENDLY SERVICE"

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

Mr. Don Stenson
Municipality of Burnaby

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one portion of our property and the other entrance used for the other portion. This of course would mean that we would be forced to shuttle equipment from one side of our property to the other by way of Still Creek Avenue, thereby greatly increasing the traffic on Still Creek Avenue.

If the property must remain in its present state (without the culvert extension), we would lose the utilization of a considerable portion of our property. With the Highway Services Division and Public Freightways operation merged together, this area of our property would be required to store the additional trailers and give us the necessary manoeuvring room required for these large tractor/trailer units.

I sincerely hope that this letter will serve to answer some of the obvious questions regarding our proposed extension of the building and culvert. However, if there are any further questions, I would be most pleased to meet with you at any time, as well as Council, to explain our reasoning more thoroughly.

Thank you for your consideration.

Very truly yours,

PUBLIC FREIGHTWAYS LTD.



Ed M. Kargl
General Manager

ed

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

192

THE CORPORATION OF THE DISTRICT OF BURNABY

INTER-OFFICE COMMUNICATION

TO: DIRECTOR OF PLANNING DEPARTMENT: PLANNING DATE: JAN. 22 1976
FROM: ADMINISTRATOR DEPARTMENT: PARKS & RECREATION OUR FILE #
SUBJECT: PRELIMINARY PLAN APPROVAL APPLICATION #3505 - YOUR FILE #
3887 STILL CREEK STREET

With reference to your memo of January 14, 1976 on the above subject, staff would like to reiterate the Commission's policy of non-enclosure of Still Creek in this area.

Obviously the subject area requires considerable cleaning up and landscaping, but it does have considerable potential to become a visually attractive area.

While the linear park walkway follows the Still Creek Street allowance rather than the watercourse itself, this proposed development would not therefore directly affect the walkway, any improvements in visual amenities of this area would, of course, provide an indirect benefit.

ADMINISTRATOR

B. Hendricks
B. Hendricks
Supervisor-Design

BH:gl

ITEM	24
MANAGER'S REPORT NO.	70
COUNCIL MEETING	1980 11 17

ITEM 19	
MANAGER'S REPORT NO. 6	
COUNCIL MEETING	Feb. 2/76

THE CORPORATION OF THE DISTRICT OF BURNABY

INTER-OFFICE COMMUNICATION

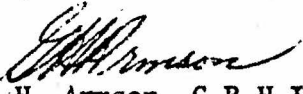
TO:	PLANNING DIRECTOR	DEPARTMENT:	DATE: Jan. 29/76.
FROM:	CHIEF PUBLIC HEALTH INSPECTOR	DEPARTMENT:	OUR FILE # 20-1-76
SUBJECT:	PRELIMINARY PLAN APPROVAL APPLICATION #3505 - 3887 STILL CREEK STREET (PUBLIC FREIGHTWAYS' PROPERTY)		YOUR FILE #

With reference to your memorandum of January 14th, 1976, regarding the above-noted application for the culverting of a portion of Still Creek, we would advise as follows.

As the Health Department is most concerned with the water quality of streams within this Municipality and to this end conduct a major program of the monitoring and abatement of sources of pollution to streams and watercourses, we would state that culverting of Still Creek could complicate or restrict this program unless the following conditions are met:

- (1) That the applicant identify all existing or future outfalls to this proposed section of culverting.
- (2) That each outfall be provided with a satisfactory inspection chamber prior to discharge to the proposed Still Creek culvert (i.e., sumps/catch basins).
- (3) That the existing vehicle wash facility be connected to the Municipal sanitary sewer. The wash waters are to meet the Greater Vancouver Sewerage and Drainage District standards prior to discharge to the sanitary sewer.
- (4) That the design of this proposed culvert must be approved by officials of the Greater Vancouver Sewerage and Drainage District.

GHA/pm


G.H. Armson, C.P.H.I. (C)
CHIEF PUBLIC HEALTH INSPECTOR

ITEM 24
MANAGER'S REPORT NO. 70
COUNCIL MEETING 1980 11 17

ITEM 19
MANAGER'S REPORT NO. 6
COUNCIL MEETING Feb. 2/76

194

THE CORPORATION OF THE DISTRICT OF BURBY

INTER-OFFICE COMMUNICATION

TO: Planning Director DEPARTMENT: Planning DATE: 16 January, 1976
FROM: Municipal Engineer DEPARTMENT: Engineering OUR FILE # Still Creek
SUBJECT: Proposed Enclosure of Still Creek at 3887 Still Creek Street YOUR FILE #

With reference to your letter 14 January, 1976, this will confirm that this Department is in agreement with the proposal to enclose Still Creek over the Public Freightways property at the above-named address. Still Creek, through this industrial area, is, in our opinion, not a worthwhile aesthetic feature to retain in an open condition and would be better enclosed. The developer should be advised that the design of the box culvert that would enclose the creek must be approved by the Greater Vancouver Regional District Sewerage & Drainage Board.

E E Olson

MUNICIPAL ENGINEER

VK:wlh

cc: () Parks & Recreation Administrator
() Chief Public Health Inspector