

Re: PROPOSAL TO ENCLOSE A PORTION OF STILL CREEK  
PUBLIC FREIGHTWAYS LTD.  
3985 STILL CREEK STREET  
(Item 16, Report No. 74, 1980 December 01)  
(Item 24, Report No. 70, 1980 November 17)

ITEM	11
MANAGER'S REPORT NO.	11
COUNCIL MEETING	1981 02 09

Following is the motion that was adopted by Council on 1980 December 01 in connection with a report on an application from Public Freightways Ltd. to enclose a portion of Still Creek:

"THAT consideration of this report be postponed and brought forward at the same when the postponed report of 1980 November 17 - Item 24, Manager's Report No. 70, 1980 is brought forward."

Following is a further report on this matter from the Director of Planning. Comments on the environmental aspects of the proposed enclosure are contained in a separate report from the Chief Public Health Inspector (Item 12 on page 138).

RECOMMENDATION:

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

\* \* \* \* \*

TO: MUNICIPAL MANAGER

1981 February 04

FROM: DIRECTOR OF PLANNING

RE: PROPOSAL TO ENCLOSE PORTION OF STILL CREEK  
PUBLIC FREIGHTWAYS LIMITED - 3985 STILL CREEK STREET

RECOMMENDATIONS

1. THAT Council approve, as an alternative solution to the culverting proposal, the lining of the open portion of the Still Creek channel on the Public Freightways property, with the provision of removable roof slabs over the waterway, all at no cost to the Municipality; and
2. THAT the foregoing alternative method of interim enclosure be made conditional upon the registration of an acceptable restrictive covenant under Section 215 of the Land Titles Act, and upon satisfaction of the technical requirements of the Engineering and Environmental Health Departments as to pollution control, inspection, and access; and
3. THAT a copy of this report be sent to Mr. Terry R. Smythe, Divisional Controller, Public Freightways Limited, P.O. Box 5300, Vancouver, B.C., V6B 4B6; and
4. THAT a copy of this report be sent to Mr. A.D. Purdon, 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 a number of points raised during discussion at the Council meeting on 1980 December 01 of the requested enclosure of the remaining open portion (465 feet) of Still Creek through the Public Freightways Limited property at 3985 Still Creek Avenue, which is shown on the attached map. Information was requested on a proposed earlier review of

policy following the carrying out of related streamcourse and water quality studies, water sampling and pollution control measures, land use considerations involving redevelopment possibilities and numbers of properties bounded or bisected by the creek, plus an examination of alternative solutions to meeting the expansion proposals of Public Freightways.

The questions posed by Council with respect to pollution control measures and water sampling are covered in an accompanying report from the Chief Public Health Inspector. Technical information concerning streamcourse enclosure and possible channel relocation has been provided by the Greater Vancouver Sewerage and Drainage District.

The relevance and appropriateness of Council's policy as to preservation of this watercourse in an open condition is reconfirmed. However, in view of the particular circumstances related to this property and its use under prevailing zoning, this report concludes that a lined channel with removable roof slabs, together with assurances as to future removal and certain environmental and technical provisions, could form the basis for an acceptable interim solution.

#### REPORT

##### A. STREAMCOURSE POLICY REVIEW

The Council on 1973 December 10 approved the following recommendations:

1. THAT Still Creek be retained as an open waterway in the area between Boundary Road and Burnaby Lake; and
2. THAT this policy be reviewed for that portion of the Still Creek drainage channel in the area between Madison Avenue and Boundary Road upon completion of the following studies:
  - a) The sampling and testing survey of the Still Creek waterway.
  - b) A report on the preservation and conservation of streams in the Municipality.

With regard to the first of these, the Greater Vancouver Sewerage and Drainage District, in cooperation with Burnaby and Vancouver, carried out an extensive water quality survey of Still Creek in the period between January and September of 1974. As a result of this survey, it was proposed that the City of Vancouver carry out a detailed inspection of areas indicated as possible sources of fecal pollution, that Burnaby ensure that industrial waste discharges to the storm sewer by metal finishers be discontinued and that, because urban drainage is inherently polluted, a study be made of the future uses of the Still Creek - Burnaby Lake - Brunette River system.

The Environmental Health Department subsequently responded to these proposals by requiring that operations involved in metal finishing discharge their plating wastes into the sanitary sewer system in conformity with Greater Vancouver Sewerage and Drainage District guidelines. It was also indicated that all incoming development plans be reviewed for potential waste discharges to the storm sewer system and that provision for parking lot interceptors be made mandatory for all new buildings. As pointed out in the report from the Chief Public Health Inspector, a continuing program of bacteriological sampling is being carried out along the Still Creek waterway.

In the case of the second of the abovementioned studies, it should be noted that a streamcourse inventory of the Municipality was prepared by students during the summer of 1974. It was intended that the material

provided would be used by a staff committee (Engineering, Environmental Health, Parks and Recreation, and Planning), in cooperation with a consultant, for the development of a final report on this subject. Due to other higher priority commitments, little progress was made and the funds allocated for the hiring of a consultant in 1978 were deleted from the budget in 1979.

However, Council has, over the years, followed a policy aimed at the preservation of the existing waterways in the Municipality. This has been applied to Still Creek, as well as to other watercourses. Where development approval or subdivision is involved, for example, all proposals which affect an existing open streamcourse are reported on and referred to Council for consideration.

B. LAND USE CONSIDERATIONS

The existing land use in the area adjacent to Still Creek is almost entirely industrial, with a majority of the firms engaged in warehousing or trucking operations. The most extensive vacant areas are located on either side of Willingdon Avenue and the sector between Douglas Road and Burnaby Lake. The latter area is under Corporation ownership and projected as a westerly extension of the Burnaby Lake park system.

The zoning of the Public Freightways property is currently M6 (Truck Terminal), while the M2 and M3 categories predominate in the adjacent areas. The Burlington Northern Railway forms the northerly boundary of the parcel and the only access is from Still Creek Street. These factors will have a limiting effect on the redevelopment possibilities for the sector on the north side of the Still Creek watercourse and it is considered unlikely that this would occur in isolation from the rest of the site. There is, however, a discernible trend towards a higher standard of development in the general Still Creek area, particularly in the vicinity of the Willingdon Corridor. A gradual shift in the direction of office park and quality industrial developments would appear to be a reasonable future possibility, both for the subject site and in the surrounding area.

There is a total of 47 privately owned properties located along the Still Creek waterway in the area between Boundary Road and Burnaby Lake. The streamcourse forms the boundary between 39 of these parcels. On the other hand, the watercourse bisects the remaining 8 privately held sites. All of these are situated in the sector between Madison Avenue and Boundary Road.

C. CREEK RELOCATION POSSIBILITIES

One of the questions raised by the Council was the feasibility of relocating the creek to either the northerly or southerly sides of the Public Freightways site, thus making any form of enclosure unnecessary and allowing development to occur unhampered by the creek location.

The comments of the Greater Vancouver Sewerage and Drainage District were requested on this matter. The response received is as follows:

"Relocating the creek to the north or south property lines of Public Freightways' property presents some practical problems:

- (a) The hydraulic efficiency of the channel would be impaired with each abrupt change in direction and the lengthening of the channel. In order to compensate for this the top width of the channel would have to be widened to about fifty feet.

- (b) In light of the history of lateral movements along Still Creek we advise against a relocation adjacent to the railway along Public Freightways' northerly boundary.
- (c) An alignment along the south boundary of Public Freightways' property does not appear feasible because of the limited distance between the existing structures and Still Creek Street. In order to avoid a reverse curve in the channel it would be necessary to relocate part of the channel on the property immediately to the west of Public Freightways' property. Relocation would also result in the abandonment of the existing section of the channel enclosure which has a replacement value of about \$110,000."

D. ENCLOSURE ALTERNATIVES AND CONCLUSIONS

In response to a question from the Council concerning the requirements and conditions for temporary enclosure, we have obtained the following general information from the Greater Vancouver Sewerage and Drainage District:

"Conditions for enclosure must provide at least the same hydraulic capacity that presently exists and for a permanent facility of adequate strength and durability. Inspection facilities should be provided on any drainage connections from which deleterious matter may be discharged to the creek."

Two enclosures of the Still Creek watercourse in this Municipality were created prior to the adoption of the Council's policy with respect to open retention of the creek, on 1973 December 10. These include a 480 foot portion through Dick's Lumber and Building Supplies property at 3850 Gilmore Avenue and a 265 foot section on the Public Freightways site, to provide a total of 745 feet or about 4.1% of the overall watercourse length between Boundary Road and Burnaby Lake (approximately 18,200 lineal feet).

The culverting in these instances is comprised of covered concrete box sections. These are quite permanent in nature and not easily removed once they have been installed.

An alternative and less permanent form of enclosure, which has been suggested by Public Freightways, would be the provision of a concrete lining for the 465 foot open sections of the creek through the Public Freightways property, covered by removable precast roof slabs or panels which would rest on the outer lips of the lined channel. This would allow Public Freightways to proceed with their requested development while permitting the easy removal of the coverings in the future at a time when an open channel is desired. The Greater Vancouver Sewerage and Drainage District has indicated, in response to our enquiries, that this type of temporary enclosure is feasible to implement, although more costly than the conventional concrete box section form of culverting. It should be noted, however, that Public Freightways concurs with this method of temporary enclosure. Such installation would be at the sole expense of the applicant, with no attendant cost to the Municipality.

It should be understood that the Public Freightways property is the only site to which this approach would apply, in light of its lack of alternative access from public street frontages to both sides of the creek. In other words, the approach which is able to be recommended in this case would not be justified for other sites along the watercourse, and does not set a precedent for other properties.

In view of the circumstances involved and the type of enclosure proposed, which will facilitate future removal and the return of the creek to an open condition, implementation could be viewed, in our opinion, as being consistent at least with the spirit of Council's policy as it relates to the long term future of the waterway.

In its proposal to extend the culvert across its property, Public Freightways (Johnston Terminals Limited) has previously recognized the Municipality's long term goal and in response has offered, in writing, to grant an undertaking in the form of a registered restrictive covenant to ensure that the culvert extension would be removed should the land use change in the future.

In the interest of demonstrating that the alternative form of enclosure now being proposed is in fact an interim measure which will meet the present operating needs of the truck terminal, while at the same time respecting the Municipality's policy for long term preservation of the waterway, it is recommended that such an undertaking be employed as a condition of Council's approval.

Additionally, it is imperative that all the technical requirements of the Engineering and Environmental Health Departments be observed in order to ensure that adequate provisions are made for site drainage and pollution control, inspection, and access. These measures would be applied through the Preliminary Plan Approval procedure, which involves coordination with both departments.

On the basis of the foregoing, it is recommended that Council consider approving the alternative form of interim enclosure, subject to the conditions mentioned.

  
A. L. PARR  
DIRECTOR OF PLANNING

RBC:DGS:gw  
Attach.

cc: Chief Public Health Inspector  
Municipal Engineer  
Parks and Recreation Administrator  
Assistant Director - Long Range Planning and Research

ITEM	11
MANAGER'S REPORT NO.	11
COUNCIL MEETING	1981 02 09

NORTHERN RAILWAY

