

RE: LETTER FROM MS. SUSAN SIMILA WHICH APPEARED ON THE AGENDA FOR THE
MARCH 23 MEETING OF COUNCIL (ITEM 4 C)
TRANSIT SERVICE CENTRE AT 3750 KITCHENER

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building
Inspection be adopted.

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TO: MUNICIPAL MANAGER 1987 March 25

FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 08.201

SUBJECT: TRANSIT SERVICE CENTRE AT 3750 KITCHENER:
RESIDENT CONCERNS

RECOMMENDATIONS:

1. THAT a copy of this report be sent to Ms. Susan Simila,
1368 Douglas Road, Burnaby, B.C. V5C 4L9
2. THAT a copy of this report be sent to BC Transit for the
attention of John Mills, Vice President Planning and Mar-
keting, 1200 West 73rd Avenue, Vancouver, B.C. V6P 6M2
and Mike Docherty, Division Manager, 3750 Kitchener
Street, Burnaby, B.C. V5C 3L6.

1.0 INTRODUCTION/SUMMARY

On Council's agenda at its meeting of 1987 March 23, was a letter from Ms. Susan Simila, regarding noise, frequency and pollution generated by transit vehicles accessing the BC Transit bus garage at 3750 Kitchener via Kitchener and Douglas Road. Annexed to Ms. Simila's letter was a petition in support of her case signed by area residents. The distribution of petitioners is shown in Exhibit 1 attached.

This report discusses the background to the residents' concerns including Ms. Simila's discussions with BC Transit. We believe that BC Transit is endeavouring to minimize, at some operational expense, the routing of buses via Kitchener and Douglas in conformance with what has previously been reported to Council. However, we do not believe that BC Transit's efforts, although well motivated, will be sufficient to obviate future complaints by area residents. In particular, it appears that the residence on the south-west corner of Kitchener and Douglas is most directly affected by transit vehicle operations.

For its part, there is little that the Municipality can do to "regulate" the problem. The noise by-law is non-applicable because any high noise levels are not sustained. Similarly the Municipality has no control over pollution and fumes generated by buses. Transit vehicles are also exempt from requirements of the municipal truck routing bylaw. In any case, if they were not, BC Transit would be entitled to use Kitchener as an access to Douglas Road which is a truck route. Douglas Road defines the boundaries between residential and industrial use. Thus there has always been the potential for this type of problem - a conflict between residential and industrial needs - to emerge (the bus garage on Kitchener was developed in conformance with existing zoning on a site previously occupied by a truck assembly plant).

We believe that BC Transit is being a responsible corporate citizen by endeavouring to minimize the dead heading of buses via Kitchener and Douglas. Further efforts to reduce the usage of buses on these streets would require an increase in non-productive deadhead time by transit vehicles. We expect that the cost to transit would be considerable. Thus we are not recommending pursuit of this action given that the transit centre in use is not inconsistent with the long standing land use pattern in this area.

2.0 BACKGROUND

2.1 Land Use

Exhibit 1 which shows the location of the residents petitioning against transit vehicles also shows the current zoning in the area. As indicated the area south-west of Douglas Road is predominantly industrial while the area north-east of Douglas Road is predominantly residential. Douglas Road has historically been the area boundary. The zoning map indicates a 60 ft. wide strip of residential zoning on the south-west side of Douglas Road abutting the area zoned industrial. This residential buffer has been seen as a mechanism for preventing industrial uses from directly facing on to Douglas Road. The intention was that as the industrially zoned land was consolidated and converted from residential use, the residential zoning buffer would be used as a mechanism for enforcing setback requirements. The problem is that the conversion of land from residential to industrial has been protracted and there is still some residential use within the industrial area. In particular in the absence of large scale consolidations the residentially zoned buffer strip has been maintained as a residential use. Thus while the area south-west of Douglas Road is transitional, the land use/zoning pattern along Douglas Road has been relatively stable for many years. This stability may, perhaps, have caused residents to overlook the consequences of being near transitional land use, particularly with industrial uses as neighbours.

2.2 Traffic Centre Development

The transit centre (bus garage) was developed in conformance with existing zoning. The site now occupied by the transit centre was previously the site of a Kenworth heavy truck assembly plant and notwithstanding the present contemporary finish of the industrial buildings on site, most of the structure is the previous truck plant recycled. When the transit centre was at the preliminary plan approval stage, we had some discussions with BC Transit regarding bus routing to the centre. At that time, BC Transit agreed that they would use Boundary Road as the primary access to the transit centre and would use Kitchener/Douglas as a secondary access for routes related to the Brentwood transit focus. At that time, one of the present

petitioners, Ms. Maureen Penner of 3994 Kitchener Street, wrote to the Municipality expressing concerns regarding the transit routing from the transit centre. Staff responded to her concerns in a Council report (Item #1, Manager's Report No. 27, Council Meeting of 1985 April 09).

2.3 Review of Complaints

Since late last year, staff have also had a number of discussions with Trevor Penner of 3994 Kitchener Street regarding transit centre operations (Mr. Penner has also been in touch with BC Transit staff at Head Office and the service centre). Mr. Penner was concerned that apart from the "baseload" of buses entering/leaving service on routes related to the Brentwood Mall area, there were also other buses using this routing. Mr. Penner had also observed that mechanics test driving vehicles would tour around the block via Kitchener and Douglas. Similar observations are made by Ms. Simila in her letter.

We discussed these concerns with BC Transit staff by telephone and followed up by correspondence. BC Transit's response is attached as Exhibit 2. We have been assured on a number of occasions by BC Transit staff that apart from drivers proceeding to and from routes serving the Brentwood Mall area, other dead head routing would be to Boundary Road. Mechanics test driving vehicles would use Kitchener, Ingleton, First Avenue for round the block test drives. This routing would also be used by drivers finding it difficult gaining access to Boundary Road via Kitchener. There may of course be the occasional bus driver who finds it expedient to "cheat" on the arrangement since Kitchener/Douglas is the shortest path route to the south-east.

Since receiving a copy of the correspondence from Ms. Simila, municipal staff from traffic operations, transportation planning and environmental health have visited the site/area. During the daytime the Kitchener/Douglas intersection area is a relatively noisy location with frequent heavy truck movements and manoeuvrings. The property most affected by transit routing via Kitchener/Douglas is clearly that at 3994 Kitchener which is located on the south-east corner of the intersection. Buses turning right from Kitchener to Douglas have to come to a full stop adjacent to 3994 and then pull away. The noise of the accelerating buses is exacerbated by the fact that there is a grade leading up from Kitchener to Douglas Road. While on site we observed only one bus movement but it was not notably more intrusive than the general road noise ambience resulting from truck movements. Unfortunately the buses entering and leaving service do so relatively early or late in the day bracketing the "normal" time of peak noise generated by commercial/industrial activity.

3.0 DISCUSSION AND CONCLUSIONS

BC Transit in its use of Kitchener and Douglas for deadhead routing buses is not contravening any municipal bylaws or regulations. The transit centre itself is located on an industrial site, the use of which was not dissimilar to the transit garage's operation. The noise generated by buses is transitory and therefore outside of municipal noise regulations. While buses are exempt from the municipal truck route bylaw, it is clear that the use of Kitchener/Douglas does not contravene the spirit of the bylaw. We believe that BC Transit has been a responsible corporate citizen in attempting to minimize the number of vehicles that are routed via Kitchener/Douglas and we believe they will be responsive to residents' concerns if 'excess' buses start using this routing as a deadhead shortcut. The residents' concerns are understandable but the situation arising from the development of the bus garage is realization

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re: Transit Service Centre (3750 Kitchener)
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of a potential that has existed in this transitional industrial area for many years. Staff will attempt to discuss the content of this report with the concerned residents (the correspondence to Ms. Simila and Trevor Penner) as well as BC Transit.

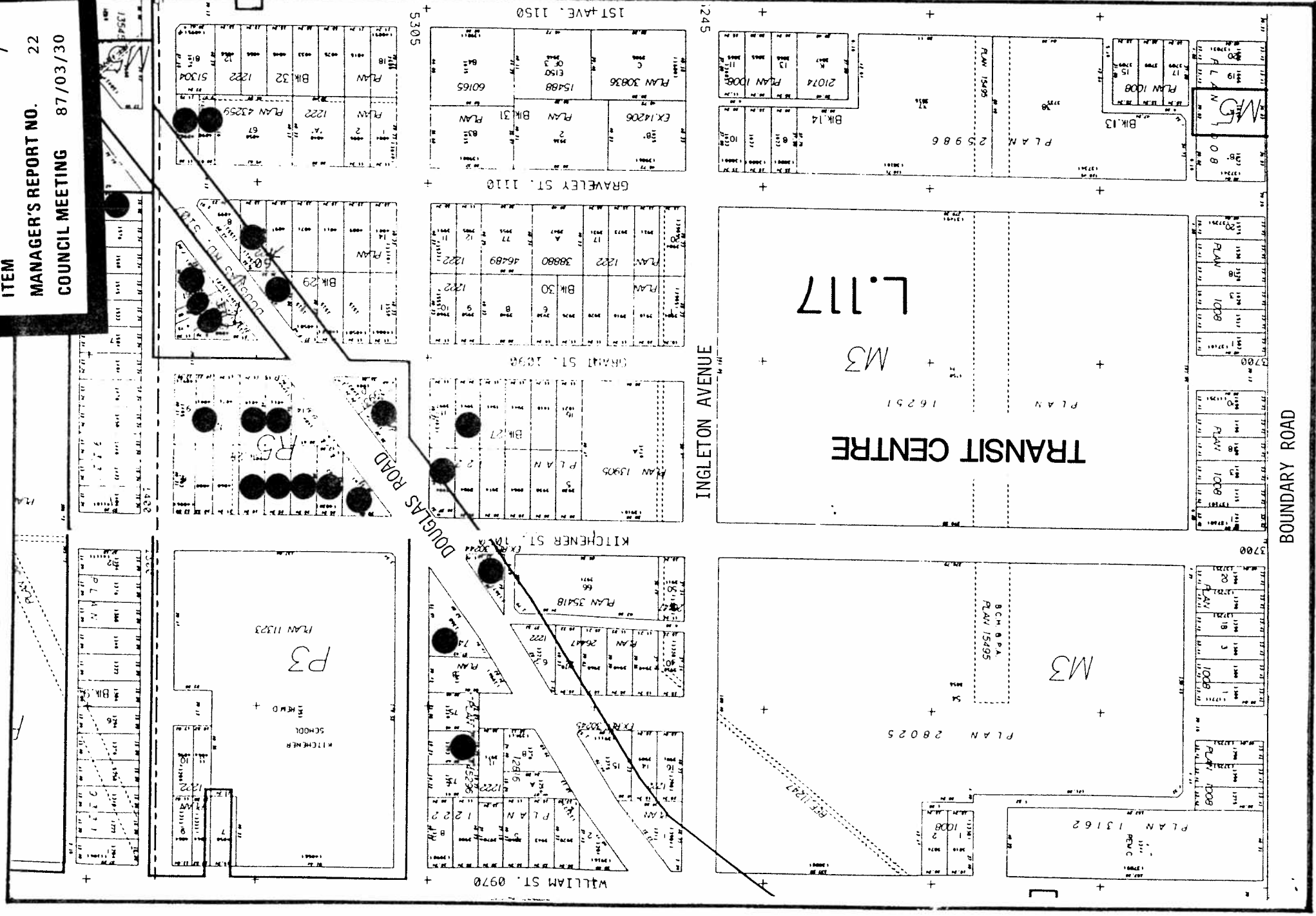


A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

PL/mcb

Attachs:

cc: Director Engineering
Director Health



Date 87 03 25

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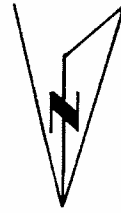


EXHIBIT "1" KITCHENER TRANSIT CENTRE AND IMMEDIATE AREA 143

● - Location of petitioners



BC Transit

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20 January 1987
Ref: P&M10

Mr. A.L. Parr
Director Planning & Building Inspection
The Corporation of the
District of Burnaby
4949 Canada Way
Burnaby, B.C.
V5G 1M2

Dear Mr. Parr:

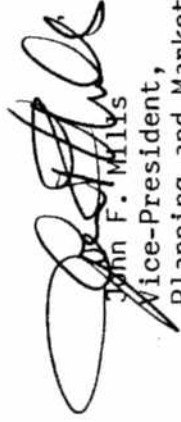
Re: Bus Access to Burnaby Transit Centre

I am writing in reply to your letter of 30 December 1986, concerning the bus dispersal routes from the new Burnaby Transit Centre.

Since the opening of the new centre on 3 November 1986, we have made a number of adjustments to the in and out routings to improve operational efficiency. This includes using Ingleton and 1st Avenue to take advantage of the signalized intersection at Boundary Road.

Insofar as Kitchener Street is concerned, we have continued to use this route for buses destined east of the transit centre namely Brentwood Mall. Currently we have a total of 46 bus movements per day along Kitchener Street (east of Ingleton) which is approximately 20 percent of the total garage trips. Of the 46 bus movements, 21 occur before 8:00 a.m. or after 11:00 p.m. I believe this to be consistent with our documentation at the preliminary plan approval stage.

Yours truly,


John F. Mills
Vice-President,
Planning and Marketing

JFM/ccd

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**Planning &
Building Inspection
Department**

EXHIBIT "2"