

Re: ACCESS, TRAIL DEVELOPMENT BURNABY FORESHORE AREAS

ACTING MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations as contained in the report from the Director Recreation and Cultural Services be adopted.

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TO: MUNICIPAL MANAGER 1988 July 06
FROM: DIRECTOR RECREATION & CULTURAL SERVICES
RE: ACCESS, TRAIL DEVELOPMENT BURNABY FORESHORE AREAS

RECOMMENDATIONS:

1. THAT the Big Bend Development Plan be amended in order to designate the Wheaton Street, Wiggins Street, Meadow Avenue and Willard Street rights-of-way adjacent to the Fraser River as street end parks with connections to the adopted park/trail system as shown on Figure 3.
2. THAT a policy guideline be adopted requesting staff to pursue the provision of dual public and industrial access opportunities in major new developments or redevelopments abutting the Fraser River.

REPORT

The Parks & Recreation Commission has recently reviewed public access to both the Fraser River and Burrard Inlet.

The attached staff report on these areas, prepared by the Planning & Building Inspection Department in consultation with the Parks & Recreation Department, was received by the Commission at its meeting of 1988 July 06.

The Commission adopted the following recommendations:

1. THAT Council be requested to amend the Big Bend Development Plan in order to designate the Wheaton Street, Wiggins Street, Meadow Avenue and Willard Street rights-of-way adjacent to the Fraser River as street end parks with connections to the adopted park/trail system as shown on Figure 3.
2. THAT Council adopt a policy guideline requesting staff to pursue the provision of dual public and industrial access opportunities in major new developments or redevelopments abutting the Fraser River.
3. THAT all concerned industrial, government bodies and Crown Corporations and other affected parties be given a copy of this report and a request be made for them to include the Commission's objectives in their long term plans.

PAL:mdw

Attach.

c.c. Director Planning &
Building Inspection


for Dennis Gaunt
DIRECTOR RECREATION &
CULTURAL SERVICES

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DIRECTOR'S REPORT NO. 14
COMMISSION MEETING 88 07 06

INTER - OFFICE COMMUNICATION

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TO: Director Recreation & Cultural Services DATE: 1988 June 03
FROM: Director Planning & Building Inspection OUR FILE: 15.003
15.601

SUBJECT: Access, Trail Development Burnaby Foreshore Areas

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At the 1988 February 17 meeting of the Parks and Recreation Commission, a Motion was passed requesting this department's input into the use of foreshore property within Burnaby. In this regard the following information applies.

1.0 BIG BEND AREA, NORTH ARM OF THE FRASER RIVER

1.1 Background

Development in this area is governed by the Big Bend Development Plan which was adopted on 1972 March 27. This plan provides a balanced framework for the area by designating lands for public open space, industrial, agricultural, institutional, commercial and residential uses. Minor amendments have subsequently been made to the plan which is attached as Figure 1. These land use designations are also reflected in the Official Community Plan. A series of area rezonings have also been undertaken and the current zoning designations are shown on the attached Figure 2.

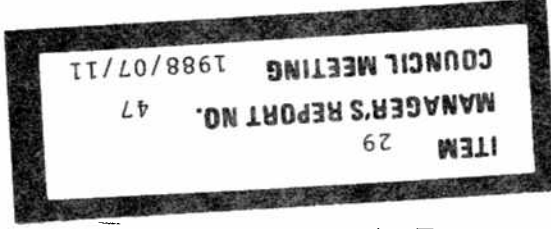
With respect to the lands abutting the North Arm of the Fraser River, it can be seen on Figure 1 that 40% are designated for industrial use and 60% are designated for park use.

1.2 Planning Principles

The overriding principle of the Big Bend Development Plan is the provision of a balanced framework for development. In designating lands adjacent to the river for park or industrial use, a balance is maintained between urban-industrial needs and the provision of public access to the river in a manner which preserves its ecological integrity. It is considered important to retain suitable water-oriented industrial lands for industries requiring water access to alleviate pressures for development on valuable wetlands and other ecologically sensitive areas within the Fraser River Estuary. These principles are embodied within the objectives of the Fraser River Estuary Management Program. The Big Bend Development Plan has been recognized by the Estuary Management Program as being in accord with its objectives.

1.3 Implementation of Waterfront Access/Trail Development Adjacent Fraser River

On the basis of the foregoing principles, it is this department's practice when rezoning and/or subdivision of lands abutting the river is involved, to require these lands to be used either for park and public use or for water-oriented industrial use. Within the Big Bend Development Plan provision is also made for major linear park connections from Burnaby's south slope residential areas. Connections are also provided to Vancouver and New Westminster as shown on the attached Figure 3.



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Within the industrial component of the easterly foreshore area, existing industrial facilities are situated in such a manner as to preclude the establishment of a continuous park system eastward along the River within Burnaby. Moreover, the waterfront lands within New Westminster east of the Municipal boundary are also heavily developed for industrial use. The regional continuity of the trail/park connections relies, therefore, on connections to the B.C. Parkway on the SkyTrain right-of-way as noted on Figure 3. This Parkway not only connects these two areas, but also provides an overview of the River.

Given these physical constraints, coupled with the need to preserve designated water-oriented industrial lands for suitable industrial uses, alternatives to providing continual public access along the entire River need to be examined. This department recognizes the desirability of maximizing access opportunities. Towards this end, consideration could be given to designating existing street-end rights-of-way within the industrial area as proposed park areas, thereby providing strategic access points with connections to the primary park/trail system. This concept is illustrated on Figure 3.

In addition, opportunities should continue to be pursued when reviewing major new industrial projects or redevelopments to incorporate site specific measures which provide for dual use of the foreshore. Any such other accesses which could be obtained would augment the proposed street-end parks.

2.0 BURRARD INLET FORESHORE AREA

2.1 Background

Development along the foreshore of Burrard Inlet is generally guided by the Official Community Plan which designates lands for either park/conservation use or industrial use as illustrated on the attached Figure 4. As is the case with the lands abutting the Fraser River, a balance has been struck between these two uses.

The majority of the eastern portion of the Inlet comprises the Barnet Marine Park. This major marine park is under development and will provide a wide variety of land and water related outdoor recreation activities on a year round basis. The major components within the 2.5 mile long parksite are a centrally located foreshore recreation core area; a narrow shoreline parkstrip and pedestrian walkway that predominantly requires reclamation fill to be placed on the water side of the CPR right-of-way; shoreline beaches during reduced tide conditions; a marina and boat launching facility; and an upland natural park approximately 100 feet in width and 2 miles in length.

Confederation Park and the Second Narrows Park abut the foreshore within the western portion of the Inlet. The Capitol Hill Conservation Area and Stratford Park are within this area and, while they do not provide direct water access, they comprise part of the natural open space system.

The park areas are connected by a series of trail systems as shown on the attached Figures 5, 6 and 7.

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The industrial component of the Burrard Inlet Foreshore is comprised mainly of petrochemical refining, storage and terminal facilities. These industries have been established for some time and provide a significant part of the Municipality's industrial tax and employment base.

An additional factor which needs to be considered in the provision of public access to Burrard Inlet is the existence of the Canadian Pacific Railway which constitutes a physical barrier along the entire foreshore area. This impediment to accessing the water has been overcome within the Barnet Marine Park by a series of existing and proposed pedestrian overpasses linking upland and foreshore walks systems.

2.2 Planning Principles

As can be seen on Figure 4, lands abutting Burrard Inlet are designated either for industrial use or park and conservation use. With respect to land use allocation, an overall goal of the Official Community Plan is to ensure that Burnaby is provided with a balanced diversity of land uses within a framework that meets the Municipality's present and future needs.

Within this framework, a comprehensive range of park and open space resources needs to be provided and maintained. Similarly, it is of equal import to ensure an adequate supply of industrially designated lands is maintained to meet projected industrial land requirements.

The goal of providing salt water access for Burnaby citizens is being met, in large part, by the establishment of the Barnet Marine Park. Other park components are established or proposed as noted on Figure 4.

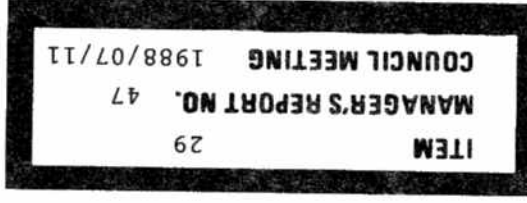
With respect to the industrial component of the Burrard Inlet foreshore lands, recognition must be given to the existence and maintenance of the historic major industrial uses which are situated on Burrard Inlet and which rely on deep water access. In the event that any new industrial development or major redevelopment is to take place within these areas, preference would be given to the establishment of industrial uses which collectively can:

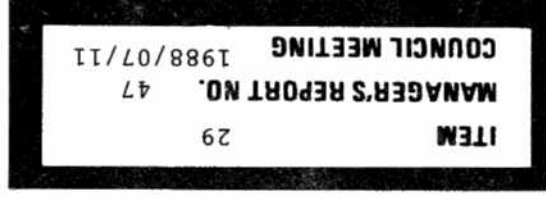
- . make efficient use of available lands
- . assist overall employment growth
- . increase the value of the industrial tax base
- . integrate with the surrounding natural and physical environments.

As is the case with lands abutting the Fraser River, opportunities should be pursued to incorporate site specific measures which provide strategic public accesses to the Inlet; extend foreshore and upland trail connections; and to provide for dual use of the foreshore.

2.3 Implementation of Waterfront Access/Trail Development Adjacent Burrard Inlet

As outlined previously, access to the waterfront in the easterly portion of Burrard Inlet is provided at the Barnet Marine Park. At present, access is not available in most of the westerly portion due to the existence of major water-oriented industrial uses.





One of the items which is on the Planning and Building Inspection Department's work program is the preparation of a detailed land use plan for this westerly sector based on the framework established in the Official Community Plan. While definitive conclusions cannot be established prior to the completion of this plan, the provision of satisfactory public access to the Inlet will need to be addressed in its preparation. It is conceivable that in certain areas it will be possible to integrate public access with industrial uses. The details of any such proposal would be dependent upon the type and/or intensity of the use as well as the physical site conditions which may prevail. Similarly, it may be advantageous to provide a system of upland trails inland of the railway which provide an overview of the foreshore development into Burrard Inlet with appropriate connections to the waterfront. Other opportunities may be available to incorporate additional access along the waterfront with a series of pedestrian bridges at strategic points based on an ultimate land use plan.

At this juncture, it is only possible to reinforce the desirability of providing public access to the waterfront where practical and to ensure that these areas are connected by an effective trail system.

3.0 CONCLUSIONS

3.1 Big Bend Area, North Arm of The Fraser River

It is this department's conclusion that it is not appropriate to designate the industrially zoned foreshore lands in the eastern sector of the Big Bend for continuous public access. This conclusion is mainly predicated on the need to maintain a balance between the two uses in keeping with the objectives of the adopted Development Plan and the Fraser River Estuary Management Program. An additional consideration is the fact that existing industrial facilities within this area preclude the establishment of such access within Burnaby. The waterfront lands to the east in New Westminister are also heavily developed industrially.

This review has, however, demonstrated the need to maximize opportunities where possible for providing public access to the River. Therefore, it is RECOMMENDED THAT:

- a) The Parks and Recreation Commission recommend to the Municipal Council that the Big Bend Development Plan be amended and the Wheaton Street, Wiggins Street, Meadow Avenue and Willard Street rights-of-way adjacent to the Fraser River be designated as street end parks with connections to the adopted park/trail system as shown on Figure 3.
- b) The Parks and Recreation Commission recommend to the Municipal Council that it adopt a policy guideline requesting staff to pursue the provision of dual public and industrial access opportunities in major new developments or redevelopments abutting the Fraser River.

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3.2 Burrard Inlet Foreshore Area

There are a number of factors which will come into play with respect to any proposal to provide continuous public access along Burrard Inlet. The Community Plan's overall goal is to ensure that Burnaby is provided with a balanced diversity of land uses within a framework that meets the Municipality's present and future needs. This goal will need to be reflected in the preparation of a land use plan for the western sector of Burrard Inlet.

This detailed land use plan will need to address all factors pertaining to land use options including the maintenance of an adequate industrial land base to meet projected demands, the incorporation of transportation requirements, as well as public access to Burrard Inlet. Any firm conclusions with respect to public access must, therefore await preparation of this plan.

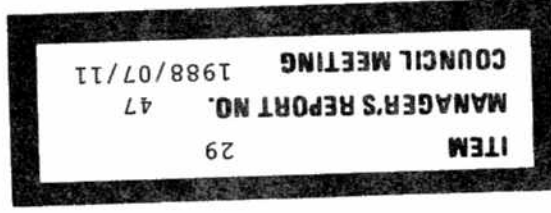
The Parks and Recreation Department and the Commission will be consulted in the preparation of this plan and afforded the opportunity to review the park proposals prior to its finalization.



A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

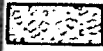
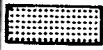






PB/mcb
Attachs:

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-  Park
-  Industrial
-  Residential
-  Market Gardens
-  Small Holdings
-  General Agriculture
-  Institutional
-  Commercial

BIG BEND DEVELOPMENT PLAN
 Adopted 1972 March 27, Amended to 1987 Nov. 23

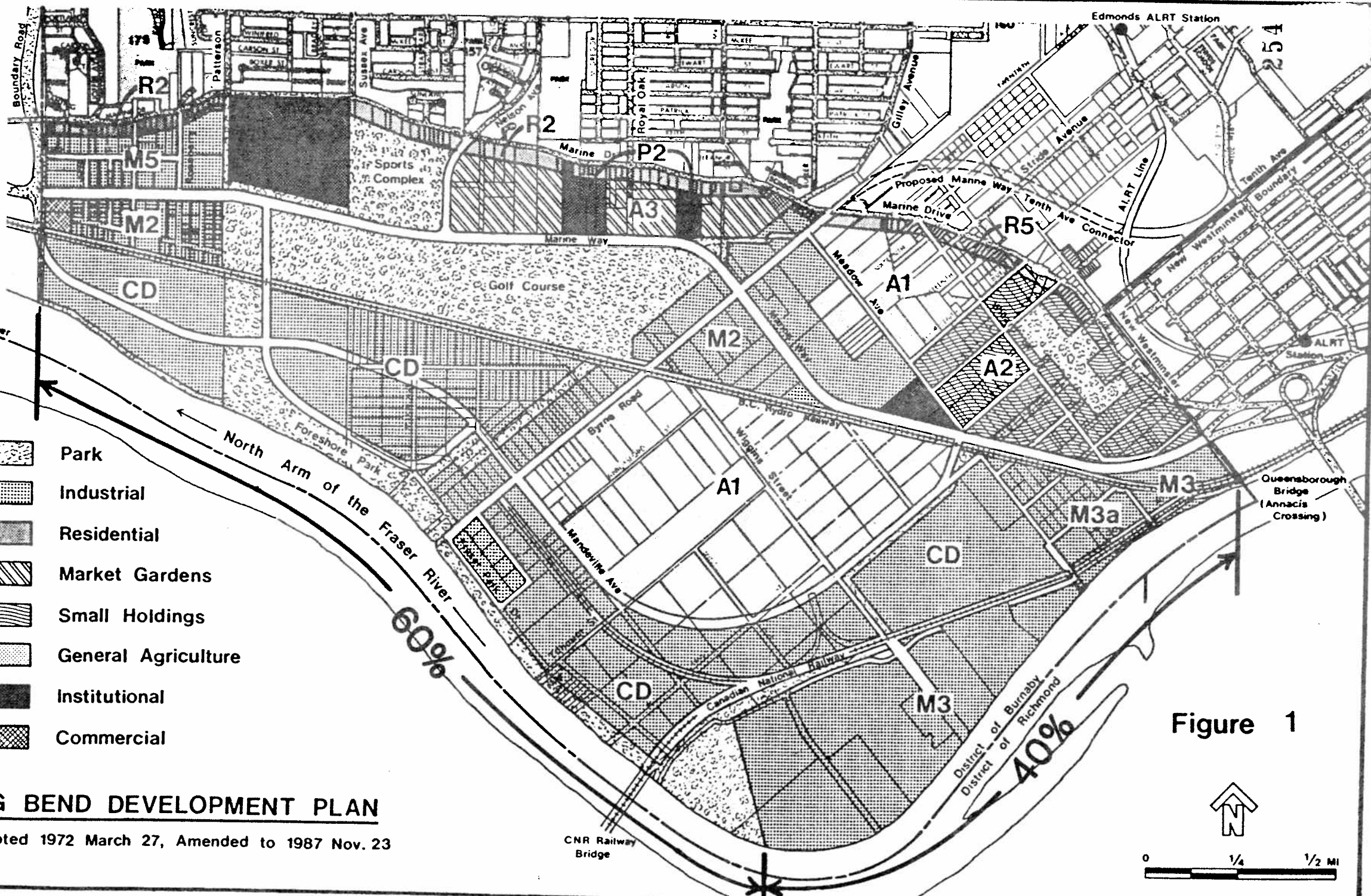
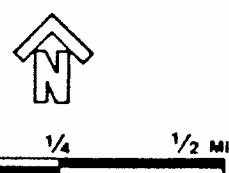


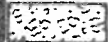


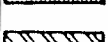
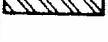






Figure 1

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-  Park
-  Industrial
-  Residential
-  Market Gardens
-  Small Holdings
-  General Agriculture
-  Institutional
-  Commercial
-  Developed Trail Links
-  Proposed Trail Links
-  Future Planned Trail Connection

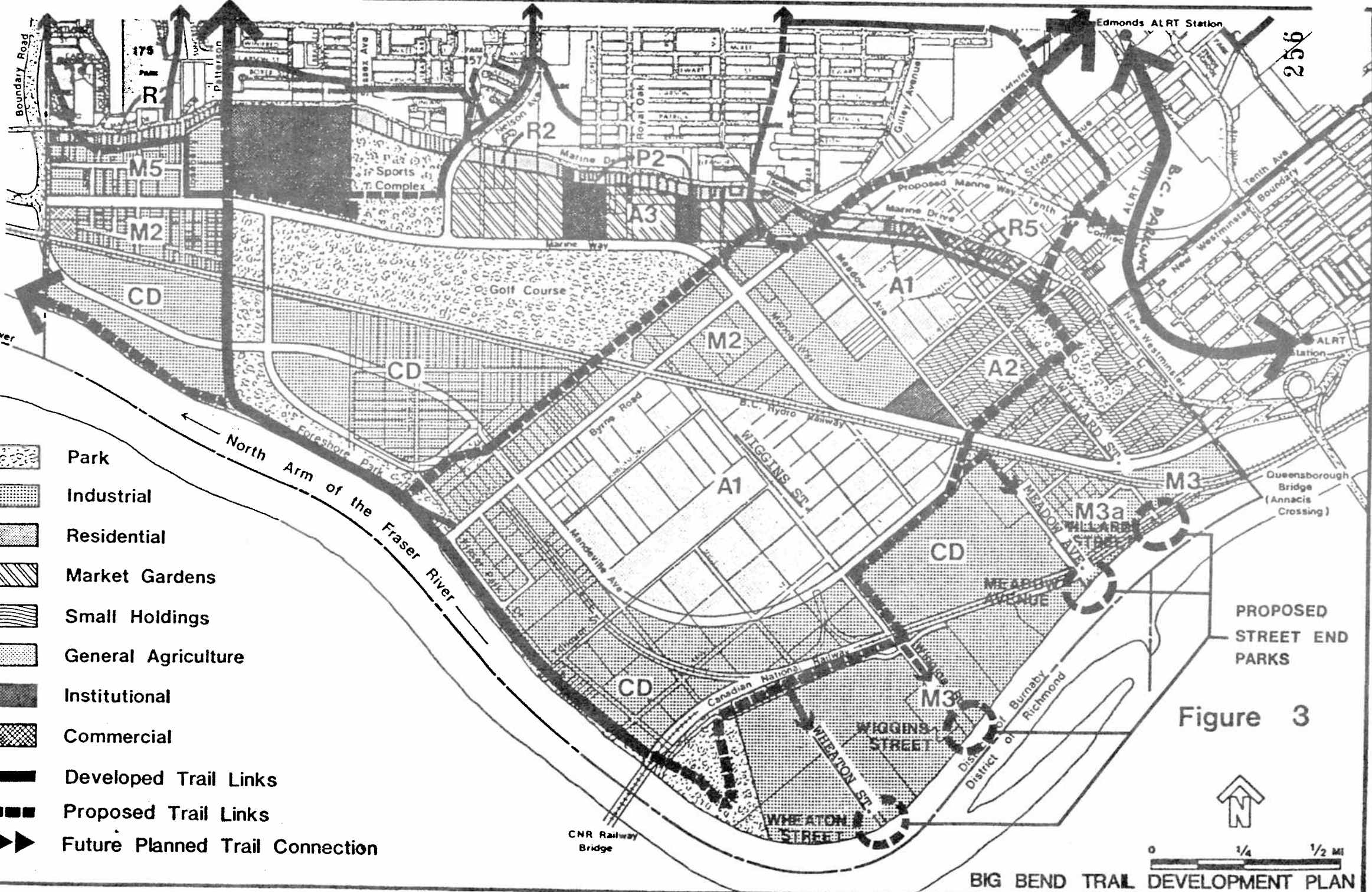
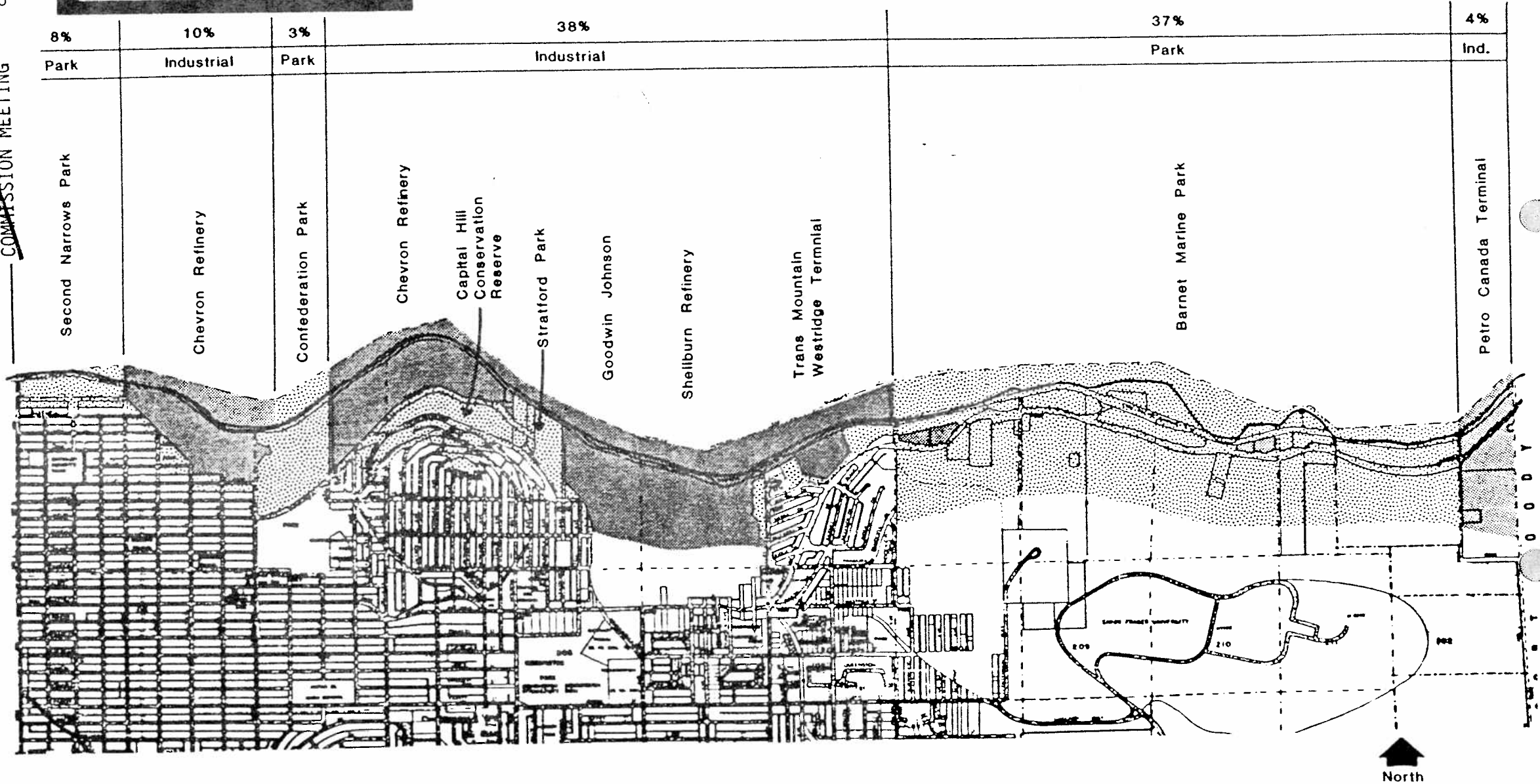


Figure 3



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Land Use Designations
Burrard Inlet Foreshore

Industrial 52%
 Park/Marine 48%

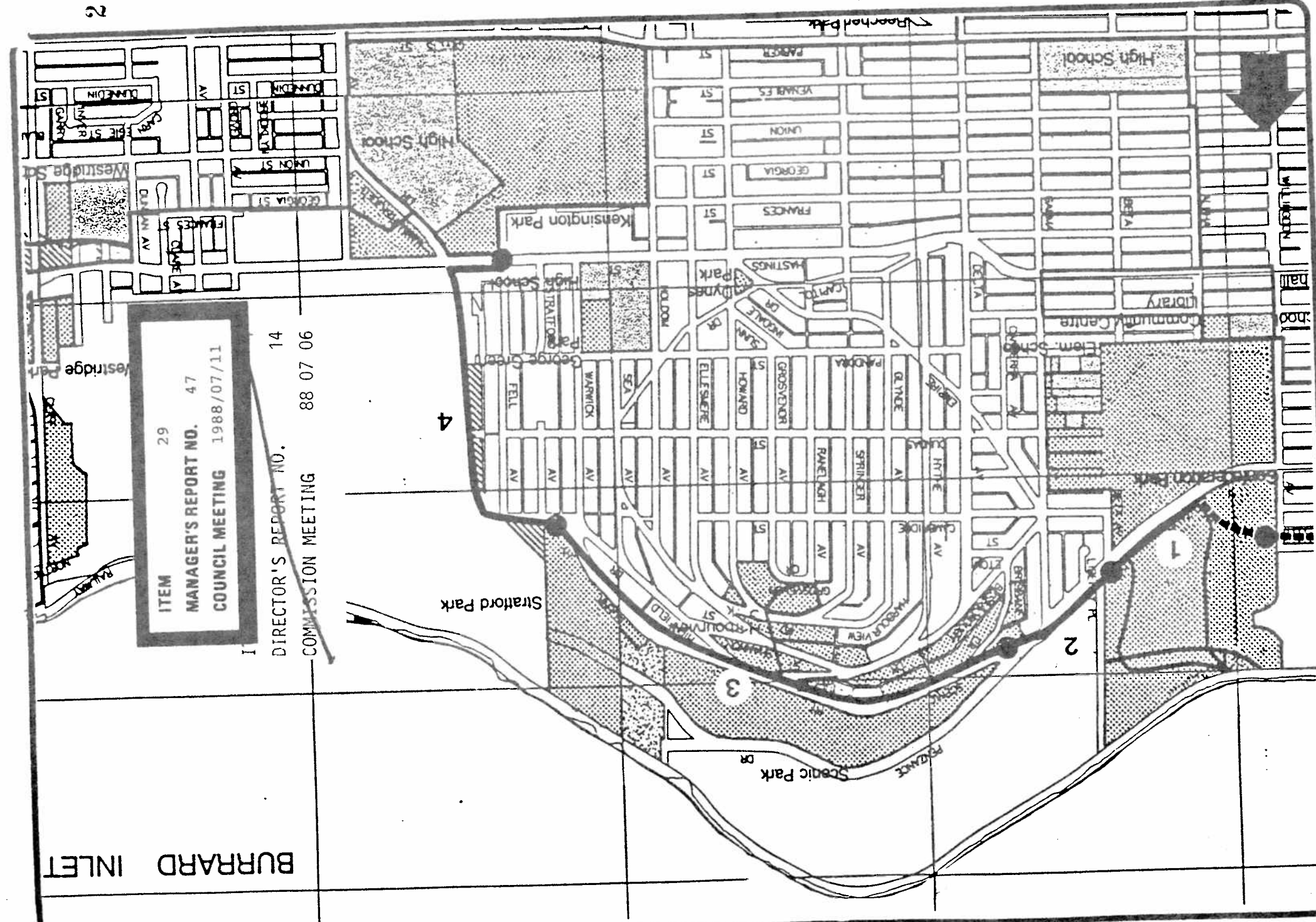
Figure 4

1988 May 06






BURRARD INLET


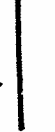



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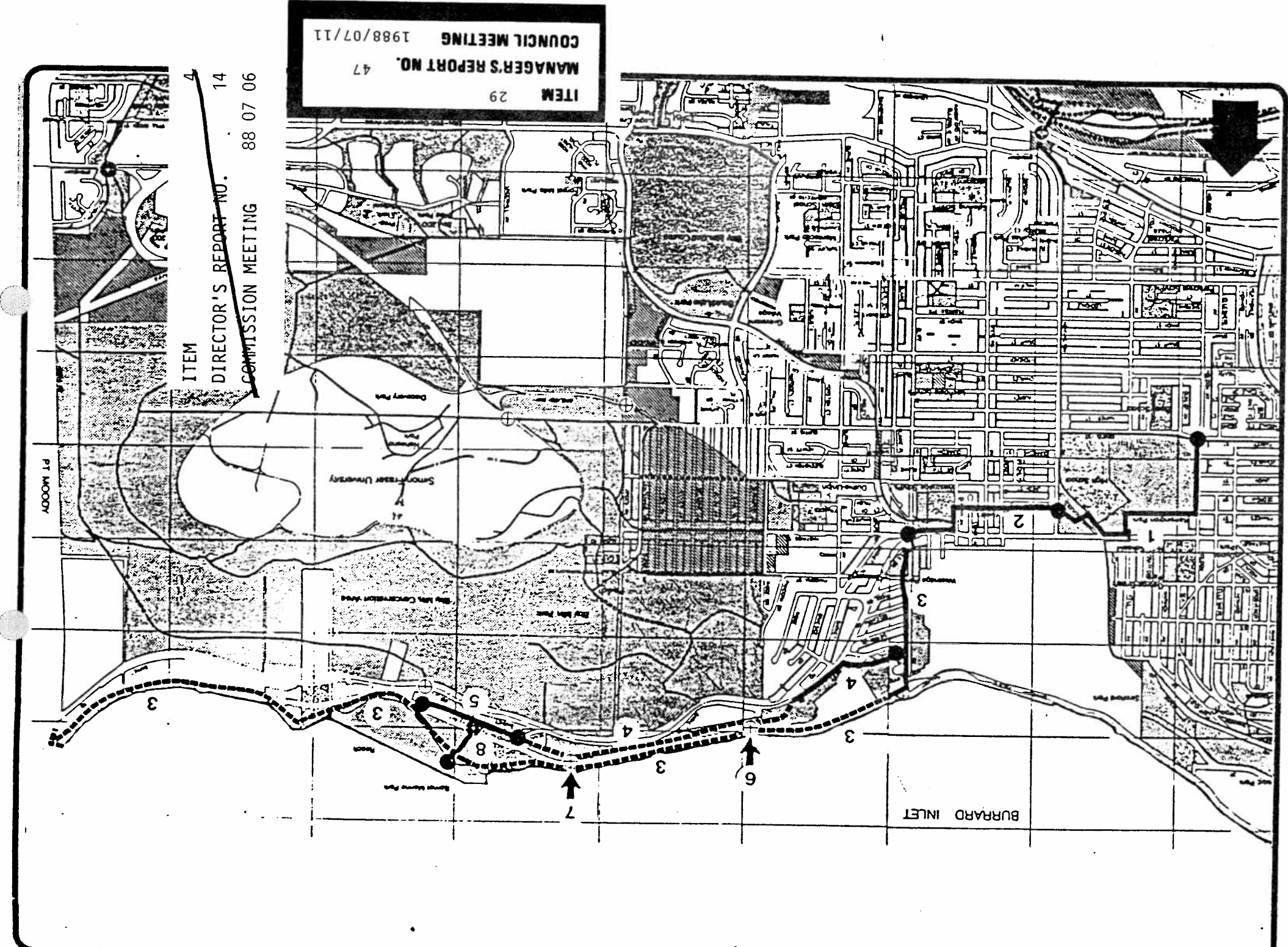


LEGEND

-  Municipal Property
-  Park Property
-  Proposed Park Acquisition
-  School Property
-  GVRD Jurisdiction Bdry.

-  A2 Trail Units
-  Existing Routes
-  Proposed Routes
-  Exist. Gr. Sep. Crossing
-  Prop. Gr. Sep. Crossing





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LEGEND






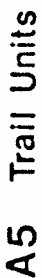
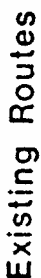



-  Municipal Property
-  Park Property
-  Proposed Park Acquisition
-  School Property
-  GVRD Jurisdiction Bdry.
-  A5 Trail Units
-  Existing Routes
-  Proposed Routes
-  Exist. Gr. Sep. Crossing
-  Prop. Gr. Sep. Crossing

Figure 7

