

TO: CITY MANAGER 2005 April 4

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: PL 71120 – 20
Byrne Road/Marine Way - Land Use Review

**SUBJECT: WILLARD STREET AREA
NEIGHBOURHOOD CONSULTATION PROCESS**

PURPOSE: To respond to Council’s inquiry regarding issues within the Willard Street area, and to outline a proposed consultation process to develop a response to neighbourhood concerns and issues.

RECOMMENDATIONS:

1. **THAT** staff be directed to pursue the development of a program to respond to neighbourhood issues in the Willard Street area in consultation with the local property owners and residents, as outlined in this report.
2. **THAT** a copy of this report be distributed to residents and property owners in the Willard Street area as the basis for initiation of the proposed neighbourhood consultation process.

REPORT

1.0 BACKGROUND

In 2002 August, Council completed the public consultation process to establish the development plan for the Byrne Road and Marine Way Commercial Precinct. The intent of the Commercial Precinct is to provide for the development of a full range of services to meet the needs of the growing employment base in the Big Bend Development Plan area, and to provide an opportunity within the City for the accommodation of specialized retail uses within a comprehensively planned and designed setting.

During the public consultation process leading to adoption of the Commercial Precinct Development Plan, a range of issues were raised by residents of the Willard Street area. Issues related to the accommodation of the proposed commercial uses were addressed through the development guidelines incorporated into the finalized Byrne Road and Marine Way Commercial Precinct Development Plan. Implementation of the guidelines to ensure that the development is compatible with directly adjacent properties is being pursued through the rezoning and subdivision approval processes for implementation of each individual phase of planned commercial development in accordance with the adopted Plan.

In addition, through the previous public consultation process, residents of the Willard Street area also identified a range of neighbourhood specific issues. As part of previous reports prepared for Council on the public input received, staff identified the primary neighbourhood specific issues raised by residents in the Willard Street area, and advised Council of the status of each in relation to established Council policies and City development standards.

Arising under new business at its meeting of 2005 April 4, Council requested a staff report to outline the current status of City programs for the Willard Street area in relation to general neighbourhood issues. In response, this report identifies the issues raised previously by property owners and residents of the Willard Street area, and provides an update of the current status of each issue. This report also proposes that staff undertake to consult with residents of the Willard Street area to identify a priority list of local issues and to develop an overall program in response to local issues.

2.0 STATUS OF IDENTIFIED LOCAL WILLARD STREET ISSUES

The following provides a summary of the primary neighbourhood issues raised previously through comments received directly from property owners and residents, and through the "Burnaby Flatlands/Big Bend Neighbourhood Preservation Association" for the general Willard Street area, as shown in *Figure 1, attached*.

2.1 Willard Street Drainage Improvements

Issue: Residents have previously identified concerns with the adequacy of the local drainage system. Concerns were primarily related to the high water table in the area and occasional localized flooding.

The water table in the Willard Street area and much of the Big Bend is typically within 0.5 to 1.0 m below the original ground surface elevation, rising to near surface during wetter months. The average water table levels of the Willard Street area are a result of the prevailing water table in the Big Bend and reflect the current operating conditions of the man made drainage system in the area.

The City has undertaken to improve localized drainage characteristics in the area by improving the capacity of downstream culverts along the Meadow Street alignment to the Meadow Street pump station at the Fraser River. In 2002, the City undertook a drainage study for the Willard/Meadow area. The study identified a number of opportunities to improve drainage conveyance and to provide better management of any necessary future site filling in the study area. The recommended drainage improvements are included in the City's five year capital plan. Specific improvement works undertaken in 2004 included culvert upgrading at Marine Way and Willard Street and on Meadow Avenue. In 2005, ditch improvement work will be carried out on Meadow Avenue and Willard Street.

As part of the proposed consultation process, staff will review future plans for improvement of the Willard Street drainage system with property owners and residents and identify any further improvements required to better convey storm water and protect the Willard Street area properties from periodic localized flooding events.

2.2 Localized Filling within the Willard Street Area

Issue: Residents have previously identified concerns with filling of smaller properties within the Willard Street area as it relates to changes to private drainage on adjacent lots.

Control of the perimeter effects of filling can be problematic for the smaller parcels of land typical of the Willard Street area. Filling of smaller parcels can change the unrestricted surface drainage pattern that typically exists in the unfilled low lying areas of the Willard Street area. This can impact the drainage characteristics of adjacent unfilled properties if adequate surface drainage improvements are not installed to accommodate the changes made to the pre-existing surface drainage patterns.

The Engineering Department has established guidelines and requirements for the issuance of fill permits and is ensuring conformance through close inspection. Through the proposed consultation process, staff would undertake to review the guidelines with property owners and residents with a view to ensuring that they continue to properly mitigate local effects, while enabling local properties to be appropriately used for permitted residential and agricultural purposes.

2.3 Neighbourhood Traffic Management Plan

Issue: Residents of the Willard Street area have previously expressed a concern regarding existing and future potential short-cutting of traffic through the neighbourhood.

Traffic studies completed for development within the adopted Commercial Precinct area have not identified any potential through commercial traffic movements in the Willard Street area. In the adopted Plan for the area, access points for future commercial uses are taken from the major road network and are not directed through the neighbourhood. As such, general commercial, industrial and commuter traffic are expected to continue to use the Byrne Road and Marine Way routes. Nevertheless, through the proposed consultation process, staff will undertake to review this issue with area residents with a view to evaluating the desirability of developing a neighbourhood traffic management plan.

2.4 Adequacy of Local Park Lands

Issue: Residents had previously identified a concern with the adequacy of local park land provision and park facilities.

The Willard Street area currently contains two distinct park land areas. Willard Park consists of 22.5 acres of largely forested land on the east side of Willard Street. This park is largely undeveloped with public access provided from 9th, 10th and 12th Avenue rights-of-way. In addition, the lands associated with the Kenneth Gordon School provide for an additional 8 acres of City land for future public school or park purposes. In general, the existing park land in the area exceeds the established standard provision of neighbourhood park land in relation

to current and future residential population projections by about 26 acres. In 1990, in response to a resident request, a playground with a climbing structure and swing set was developed along the Twelfth Avenue frontage of the park.

Within the Big Bend Development Plan area, the City has protected over 400 acres of land for park purposes, and recently completed the further acquisition of an additional 43 acres of environmentally sensitive lands to add to the Burnaby Fraser Foreshore Park. The City now has over 175 acres of park land along the Fraser River in public ownership representing 70% (5 km) of the Burnaby foreshore along the North Arm of the Fraser River. With the most recent acquisition, Council has also initiated development of the Urban Trail system through Burnaby Fraser Foreshore Park to connect with the developing Urban Trail within Glenwood Industrial Estates. This trail system will facilitate local Willard Street access to the Big Bend park lands and Fraser River waterfront.

Through the proposed consultation process, staff would review the City's existing plans for park land in the Willard Street area and identify priority community needs for improvements to appropriately meet neighbourhood needs, and to facilitate access to the broader foreshore park and Urban Trail system.

2.5 Marine Way Noise Fence

Issue: Residents of the Willard Street area currently experience truck and vehicle noise impacts from Marine Way. At the time that Marine Way was constructed by the Province, noise attenuation measures were not incorporated into the project. Current City policy typically provides for the installation of noise attenuation measures on new or expanded arterial roads built adjacent to residential areas.

Of the noise attenuation measures available, a continuous concrete fence installed behind the shoulder of Marine Way would provide the most effective mitigation of traffic noise for the immediately adjacent residential properties. At this time, however, it is not feasible to pursue the installation of a permanent noise fence along Marine Way adjacent to the Willard Street area due to the need to retain access to the road side ditch for maintenance equipment, and the lack of sufficient road side area and right-of-way to allow the fence to be installed in its final location.

Under the adopted Commercial Precinct Plan, installation of a noise fence would be pursued with the planned future improvement of the Marine Way and North Fraser Way intersection. This work is expected to follow the completion of Marine Way road works associated with the planned commercial development of the Meadowland Peat property and the Westbank development proposal at the south-east corner of Marine Way and Byrne Road. This road improvement would provide for the installation of a noise fence to protect the Willard Street area. The noise fence is proposed to extend eastward along Marine Way from the City park land which currently accommodates the Kenneth Gordon School to the end of Willard Street at Marine Way.

As part of the proposed consultation process, staff would review the planned program for the development of the noise fence in this location with the residents of the Willard Street area.

2.6 Willard Street Sanitary Sewer System

Issue: Residents have identified a need to extend the City sanitary sewer system to the area.

The Willard Street area is not currently served by a City sanitary sewer system. Existing residential properties rely on individual septic tanks and field systems for sewage disposal. The planned program to extend the sanitary sewer system to the Willard Street area would extend the existing sewer line from its current terminus at Wiggins Street and North Fraser Way. Previous estimated costs for extension of the sanitary sewer system to service the approximate 100 lots in this area was in the order of \$4.5 million (\$45,000 per lot), excluding individual on-site connection costs attributable to property owners. This project has been included in previous funding applications under the Federal/Provincial/City infrastructure program, but has yet to receive priority for funding in relation to other civic projects.

Staff would undertake to advise residents of the City progress in securing funding for this project and would seek to identify other possible funding sources to assist with the planned completion of this Capital improvement item.

3.0 PROPOSED NEIGHBOURHOOD CONSULTATION PROCESS

These issues represent the primary areas of concern within the local Willard Street area as previously identified by residents as part of the consultation process undertaken for the Byrne Road and Marine Way Commercial Precinct Development Plan. With Council endorsement, staff will consult with the Willard Street area on the issues identified in this report and to identify any other outstanding local area issues. To initiate the process, a copy of this report together with an overview of the proposed consultation process would be distributed to residents and property owners in the Willard Street area shown on **Figure 1**. Staff would undertake to develop a common understanding with the area residents on primary issues in the area and to review potential options and solutions for the neighbourhood. On completion of the proposed consultation process, staff would seek Council endorsement of a possible program for the neighbourhood to be implemented, as necessary, over the short, medium and longer term consistent with City Plans and funding availability.

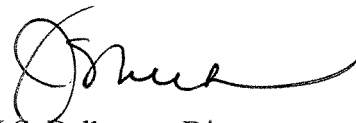
In terms of the general consultation process, staff would propose to:

- Host a workshop session in the neighbourhood at the Kenneth Gordon School Gym to review issues identified in this report, identify other areas of concern, and to create a work program outline of issues for review.

- Identify interested community representatives and establish a working group of 8 to 12 area representatives to review issues and develop mutually acceptable approaches to address local concerns.
- Involve staff from the Planning, Engineering, and the Parks, Recreation and Cultural Services Department in the neighbourhood consultation process to bring specific information and advice forward on particular issue areas.
- Prepare a report for initial consideration and review by Council on the findings and proposals arising from the neighbourhood consultation process.
- Prepare a finalized program with any proposed initiatives for the neighbourhood for endorsement by Council.

4.0 CONCLUDING COMMENTS AND NEXT STEPS

This report responds to Council's request at its meeting of 2005 April 4 for an outline of the City's plans as it relates to concerns arising from the local Willard Street neighbourhood. Staff are proposing to undertake a general consultation process with the local neighbourhood to review issues identified previously and to develop a overall program in response to the issues and interests of the local neighbourhood with the input and guidance from City staff from the Planning, Engineering and Parks departments. A report on the arising program will be prepared for the consideration of Council. Staff expect, subject to some initial discussion with Willard Street property owners and residents and representatives of the *"Burnaby Flatlands/Big Bend Neighbourhood Preservation Association"* on general process issues, that an initial workshop session could be held before the summer school break.



J.S. Belhouse, Director
PLANNING AND BUILDING

LP/jc
Attachment (1)

cc: Director Engineering
Director Finance
Director Parks, Recreation and Cultural Services
City Clerk

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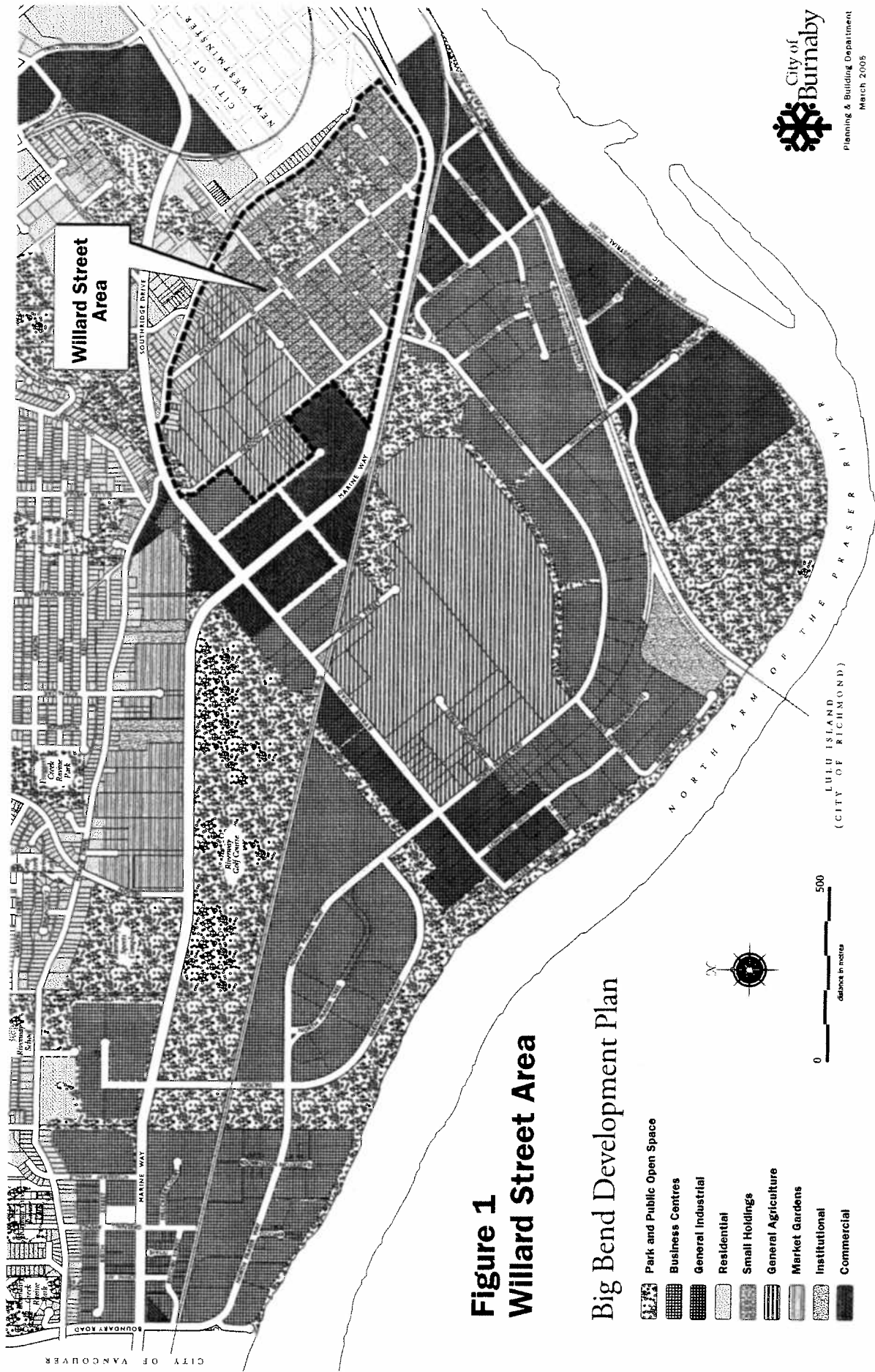


Figure 1
Willard Street Area
Big Bend Development Plan

- Park and Public Open Space
 - Business Centres
 - General Industrial
 - Residential
 - Small Holdings
 - General Agriculture
 - Market Gardens
 - Institutional
 - Commercial
- 0 500
 distance in metres

