

**COMMUNITY DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

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

**RECOMMENDATIONS:**

1. **THAT** Council endorse the general conclusions and directions arising from the Willard Street and Meadow Avenue Working Group consultation process, as outlined in this report.
2. **THAT** Council authorize staff to hold a Public Open House for the broader Willard Street / Meadow Avenue area as outlined in Section 3.0 of this report.
3. **THAT** Council approve the process for conclusion of the Working Group process as outlined in this report.

**REPORT**

The Community Development Committee, at its Open meeting held on 2008 February 26, received and adopted the *attached* report seeking Council endorsement on the Willard Street and Meadow Avenue area consultation process.

This report requests Council endorsement of the general conclusions and directions of the Working Group as a basis to receive public input from owners and residents in the broader Willard Street / Meadow Avenue area. As such, an Open House would be held at Kenneth Gordon School (7755 Meadow Avenue) between 5:00 p.m. and 8:00 p.m. on 2008 March 26.

Copied to:	City Manager Director Finance Director Engineering Director Parks, Recreation & Cultural Services City Clerk Director Planning & Building
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To: His Worship, the Mayor and Councillors  
From: Community Development Committee  
Re: Willard Street Area  
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At the Open House, input will be requested on the general conclusions reached through the Working Group process and the additional proposals outlined in this report.

The results from these findings would be reviewed with the Working Group with a further report submitted to Committee and Council.

Respectfully submitted,

Councillor C. Jordan  
Chair

Councillor D. Johnston  
Vice Chair

Councillor G. Evans  
Member

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**TO:** CHAIR AND MEMBERS OF THE COMMUNITY DEVELOPMENT COMMITTEE **DATE:** 2008 February 21

**FROM:** DIRECTOR PLANNING & BUILDING **FILE:** PL 71120 - 20  
*Willard/Meadow Consultation*

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

**PURPOSE:** To report on the Willard Street and Meadow Avenue area consultation process

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**RECOMMENDATIONS:**

1. **THAT** the Committee and Council endorse the general conclusions and directions arising from the Willard Street and Meadow Avenue Working Group consultation process, as outlined in this report.
2. **THAT** the Committee and Council authorize staff to hold a Public Open House for the broader Willard Street / Meadow Avenue area as outlined in Section 3.0 of this report.
3. **THAT** the Committee and Council approve the process for conclusion of the Working Group process as outlined in this report.

**REPORT****1.0 BACKGROUND**

On 2005 April 11, Council adopted a report outlining a proposed consultation process within the Willard Street / Meadow Avenue area (see *attached* Sketch). The report responded to a request from Council to review issues and concerns in the Willard Street / Meadow Avenue area with local residents to develop a common understanding of concerns, identify possible resolutions to specific issues and advance arising supportable proposals.

On 2005 June 02, staff held an Open House at Kenneth Gordon School in the Willard Street / Meadow Avenue area to obtain comments on the identified issues of local drainage, sanitary sewers, filling, neighbourhood traffic, park allocation and Marine Way noise. As a result of this open house and community feedback, a number of additional discussion topics were identified including local bus service, sidewalk provisions, street lighting, neighbourhood identity, bylaw enforcement and community policing.

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The open house also provided an opportunity for local residents and landowners to be nominated for membership to a Working Group to discuss the above noted issues, review information in relation to each discussion topic, and to develop general conclusions and proposals to address the issues. Of the nominees received, seven community members were selected to represent the broader community, with the understanding that a second public open house would be held to report back to the community and solicit input on the recommendations of the Working Group.

This report outlines the issues discussed and general conclusions reached as part of the Willard Street / Meadow Avenue Working Group process for the Committee and Council's endorsement, as a basis for review by residents, businesses and property owners in the Willard Street / Meadow Avenue area.

## 2.0 DISCUSSION ISSUES AND RECOMMENDATIONS

The Willard Street / Meadow Avenue Working Group first met on 2005 September 29, and after 14 meetings concluded the topic discussions on 2007 March 01. The Working Group is composed of seven community members including:

Mr. Michael Anderson  
Ms. Karen Flynn  
Mr. Frey Home  
Mr. Grant W. Jones  
Ms. Laura Rypdal  
Mr. Glen Sergius  
Mr. Shawn Wade

City staff from the Planning Department supported the Working Group discussions, and coordinated materials and presentations to the group from other City departments on specific topics of interest. Over the fourteen meetings, twelve issue topics were discussed including:

- Local Parkland and Park Facilities
- Local Bus Service
- Neighbourhood Traffic
- Street Lighting
- Marine Way Noise
- Local Sidewalks
- Sanitary Sewers
- Local Drainage
- Neighbourhood Identity
- Localized Filling
- Bylaw Enforcement
- Community Policing

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The discussion of each topic included a review and presentation by staff on the issue under consideration, followed by open discussion by the Working Group, leading to general conclusions supported by staff. In all topic areas, there was some diversity of opinion by Working Group members reflected in the discussion of each issue. As such, the conclusions reached are not based on consensus agreement of the Working Group, but rather represent the general findings and opinions of the Working Group in reference to established City plans, programs and policies.

The following provides a summary of the issues and general conclusions reached. Issues raised by the residents that could be addressed as part of the City's standard work program have been initiated or completed while the Working Group was in session. Other recommendations requiring Council consideration are outlined in this report.

## 2.1 Local Parkland and Park Facilities

*Issue: Provision of Parkland and Local Park Facilities*

**Discussion:** Parks, Recreation and Cultural Services staff provided an overview to the Working Group of the parkland provision and the relationship of the area to the City's hierarchy of local park facilities.

Overall park allocation in the larger Big Bend area is approximately 450 acres. The Willard / Meadow area is currently served by 31.5 acres of parkland, including Willard Park (20.5 acres), Kenneth Gordon School lands (8.3 acres) and the Byrne Creek Ravine Park Habitat Site (2.7 acres). Most of the parkland within the Willard / Meadow area has been retained in a naturalized state. A small children's play area is provided for on the 12<sup>th</sup> Avenue frontage of Willard Park. Discussion at the Working Group meetings focused on the role and purpose of this play area. At the time of the Working Group meetings, the play equipment had been removed in preparation for replacement. In the spring, the play area was re-installed, and is well used by residents in the area

**General Conclusions:** The Willard / Meadow area meets established City standards for the provision of parkland. The nature and scale of the children's play area, while modest, meets the expressed demand for children's play opportunities within the neighbourhood.

## 2.2 Local Bus Service

*Issue: Frequency of Local Bus Service and Provision of Bus Shelters and Schedules*

**Discussion:** Staff from the Planning and Engineering Departments reviewed the current provision of bus service in the area. At this time, the area is directly served by Route #100 Airport Station/22<sup>nd</sup> Street which runs, alternately, along Marine Drive and Willard Street every 30 minutes. In addition, bus service is available on Byrne Road on Route # 116 which runs every 30 minutes in each direction. With regard to a request from the Working Group for bus shelters and schedules, staff forwarded a request to TransLink to

have schedules installed on bus stop poles in the area. Staff will further review the feasibility of bus shelters on Willard Street given the interim road standard, and priorities for funding under the TransLink Transit Related Road Infrastructure Program (TRRIP).

**General Conclusions:** The Working Group generally agreed that the area has sufficient bus service. The proposal for installation of schedules has been forwarded to TransLink for follow-up.

**Additional Proposals:** At this time, the feasibility and source of funding for installation of bus shelters at select locations on Willard Street and Meadow Avenue is under review by staff and would be advanced in future as appropriate.

### 2.3 Neighbourhood Traffic

**Issue:** *Short-Cutting Commuter Traffic, Excess Vehicles Speeds, and Truck Movements*

**Discussion:** A traffic count and related analysis of vehicle movements at key intersections in the area was undertaken by Engineering staff. The results of this review indicated that traffic volumes in the area are amongst the lowest for any rural/residential neighbourhood in the City. For the most part, the traffic in the area is locally generated and related to traffic from residents and area businesses. However, there were cases of excess speed, and vibration impacts on adjacent residential properties generated from heavy vehicles, including trucks and buses, due to the nature of soft peat soil conditions in the area.

In an effort to reduce speeds and to address the related vibration impacts, particularly on Willard Street, two additional stop signs at the intersection of Willard Street and Twelfth Avenue are proposed to be installed to create a four way stop. In addition, 30km speed signs are proposed to be installed adjacent to Kenneth Gordon School on Meadow Avenue and adjacent to Willard Park on Twelfth Avenue. The option of speed bumps on Willard was also explored. However, due to the bus routing, area soil conditions and expected additional vibration impacts, this option was not pursued.

Residents were also concerned that new development in the Big Bend area may lead to increased short-cutting through the neighbourhood. At the time of the traffic counts, there was no indication of this. However, staff have committed to monitor traffic counts in the area, and should concerns arise with short-cutting traffic, to pursue local traffic management improvements as necessary.

**General Conclusion:** The Working Group has developed an appreciation of the nature and volume of local traffic in the area, and anticipates that the additional stop and speed signs will assist in addressing concerns with speed. With Council's concurrence, stop signs will be installed at the intersection of Twelfth Avenue and Willard Street and 30km signs will be installed adjacent to Kenneth Gordon School. Staff will continue to monitor

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the speed and volume of traffic in the area as a basis to determine the need for additional traffic calming measures.

## 2.4 Street Lighting

### *Issue: Adequacy of Existing Street Lighting*

**Discussion:** The Engineering Department undertook to review the current provision of “Lease Lighting” in the area. This form of lighting is provided by mounting streetlights to existing BC Hydro poles. The review determined that the lighting in the Willard Street / Meadow Avenue area generally meets the City’s current standard for maximum spacing of one light per 700 ft. (213 m) between lease lights. However, four locations were found to be deficient, including adjacent to 7589 Meadow Avenue, 6320 - 14<sup>th</sup> Avenue, 7647 and 7941 Willard Street. A request was forwarded to BC Hydro for the installation of additional lease lighting at these locations.

**General Conclusion:** The review of existing street lights identified four locations where additional lighting was warranted. These additional lights have now been installed by BC Hydro.

## 2.5 Marine Way Noise

### *Issue: Marine Way Noise Mitigation*

**Discussion:** A request was made for the installation of noise fencing to reduce truck and traffic noise along Marine Way adjacent to residences in the Willard / Meadow area. Noise fencing on Marine Way was not installed at the time the road was constructed by the Province. Marine Way was transferred to the City by the Province in 1998 and forms part of the TransLink Major Road Network. Under City guidelines, noise mitigation is provided for on major arterial roads located adjacent to residential land uses as part of new road construction or major expansion of existing facilities. As such, at the time that Marine Way, from its intersection with North Fraser Way through to approximately Fenwick Street, is upgraded to its final standard, the project will address requirements for noise mitigation. At this time, there is not sufficient space on the filled shoulder of Marine Way to install the required noise fence in its final location given needs for road pre-loading and the available road right-of-way.

**General Conclusion:** The issue of the installation of noise fencing along Marine Way adjacent to residential properties in the Willard / Meadow area would be addressed as part of a future City Capital Works program at the time Marine Way is widened to its final standard from the Kenneth Gordon School/Park Property to Burnaby’s border with New Westminster.

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## 2.6 Local Sidewalks

### *Issue: Provision of Sidewalks and Pedestrian Facilities*

**Discussion:** Residents raised the issue of upgrading of local streets in the area to an urban standard to provide for finished pavement, curb and gutter, sidewalks, street lighting, and boulevard improvements. Currently, the area is improved to a rural standard consistent with its agricultural and rural residential development. A review of the feasibility of providing urban improvements was completed by staff in discussion with the Working Group. Overall, it was determined that this level of upgrade is not feasible for the area given the existing road side storm ditches, the available road right-of-way, the necessity for preloading of the soft soils in the area, the established smaller lot development pattern, and the significant capital cost that would be associated with such works. Preliminary estimates indicate that the cost would exceed \$20 million for installing concrete curbs and gutters, finished road surface, sidewalks, street lights, street trees, and the associated underground services. Funding for these types of local improvements, should they be feasible, is typically accommodated through the City's Local Area Service Program (LASP) on a cost shared basis with benefiting properties. However, given the available right-of-way, preloading requirements, required road closures, impacts on surface drainage systems, and costs, upgrade of the area to a finished urban standard is not readily feasible from a technical, nor community impact perspective.

However, in order to better accommodate pedestrians on the narrow road shoulder, the Working Group put forward a proposal to repair and re-grade the gravel shoulder on one side of Willard Street and one side of Meadow Avenue to create walking linkages through the neighbourhood to Byrne Road and Marine Drive.

**General Conclusion:** The Working Group reviewed issues related to upgrading of local streets in the area to an urban standard. However, given the available right-of-way, preloading requirements, required road closures, impacts on surface drainage systems, and the costs, upgrading the area road system to a finished urban standard is not readily feasible from a technical, community impact and financial perspective.

**Additional Proposals:** Proposals advanced by the Working Group include the repair and re-grading of the existing gravel shoulders on one side of Willard Street and Meadow Avenue to provide adequate space for pedestrians to create a local walking route to connect to pedestrian facilities on Byrne Road and Marine Drive. In addition, it was suggested that the City pursue painted crosswalks on Willard Street near existing bus stop locations. With Council concurrence of these initiatives, the Engineering Department would confirm the feasibility of these projects to be advanced under the City's local roads program.



## 2.7 Sanitary Sewer

### *Issue: Provision for City Sanitary Sewer System*

**Discussion:** The Willard / Meadow area is currently serviced by private residential septic field systems installed on individual lots. Area residents raised the issue of the provision of a City sanitary system for the area.

The City had undertaken a preliminary assessment of costs to service the Willard / Meadow area in 1993. As part of this work and more recent cost estimate review, an assessment was completed by the Engineering Department as to the potential cost of installing a City sanitary sewer system for the area. It was also noted, that as part of this work, considerable expenditures would be involved to re-establish the road surface in the area, as well, individual property owners would be responsible for costs associated with connecting each private lot to any future City sanitary system. The cost estimate for the overall project is approximately \$7,000,000, exclusive of road reconstruction costs or individual connection costs. Necessary road rehabilitation costs would be in the range of an additional \$3,000,000 to \$6,000,000 and individual property connection costs would be in the order of \$30,000 for each residential property. After installation, each property would be assessed a cost share under the Local Area Service Program as well annual sewer utility charges. In light of the proposed costs to individual property owners, the Working Group generally concluded that the current use of private individual on-site sewerage systems, as approved by the Fraser Health Authority, provided for a more efficient and cost effective approach to service this area.

**General Conclusion:** At this time, the current private on-site sewerage system provides for the most cost effective means to meet the sanitary sewer needs of the area.

## 2.8 Local Drainage

### *Issue: Capacity of the Area Surface Drainage System*

**General Discussion:** General concerns were raised as to the capacity of the local surface drainage system in the area. City staff from the Engineering Department reviewed the current provision for drainage in the area. The drainage system for the Willard Street and Meadow Avenue area is composed primarily of on-site and off-site open storm channels (ditches) that convey water from properties and roadways to the Meadow Avenue pump station at the Fraser River. Given the naturally flat grades and high water table in the Big Bend area, during extreme weather events, minor flooding of property and streets in the area does occur. The City undertakes a regular storm channel maintenance program for the ditches adjacent to City streets, and has planned upgrades to the conveyance system in the area to improve the capacity of the current stormwater drainage system. However, for the most part, the area is expected to experience the continued traditional effects of the low elevation, flat grades and high water table in the area. The Engineering Department is continuing to monitor issues in the area, and has installed water level

monitors at the outflows at 10<sup>th</sup> Avenue and Thorne Avenue. The results of this further monitoring will be used to identify future upgrade opportunities to the local drainage system.

**General Conclusion:** The City is continuing to monitor, maintain and make general improvements to the surface drainage system in the Willard / Meadow area. Given the natural flat grades and high water table, the area is expected to experience continued localized flooding events during heavy storm events in future. However, continuing enhancements will be made as identified and determined through the ongoing monitoring of the existing system.

## 2.9 Neighbourhood Identity

**Issue:** Issues were raised regarding the uniqueness the Willard community and its identity within Burnaby.

**General Discussion:** Through a presentation by the City's Heritage Planner it was discussed that the neighbourhood has special character-defining elements that contribute to its unique 'sense of place' or identity. These elements include, but are not limited to: its rural road standard, its rural and agricultural uses, the history and presence of Jerry Rogers Creek, its significant Willow trees and its large properties. Willard Park and the city-owned Allotment Gardens are also important features of the area that contribute to the neighbourhood's character. The history of the neighbourhood, although not widely known, has a strong connection to the pioneer development of the City of Burnaby. It has been suggested that their neighbourhood would benefit from localized projects that reinforce its unique character and sense of community. Projects include:

- The adoption of a common name for the area, the use of this name to demarcate the neighbourhood on specialized street signs,
- To amend the historical inaccuracy of Willard and have the name of the park changed to Woolard Park to represent pioneer and landowner John Woolard,
- To install interpretive signage and commemorative benches at Woolard Park and the Burnaby Allotment Gardens, and
- To initiate a walking/driving tour of market gardens in the Big Bend area including those in the Willard Street / Meadow Avenue area.
- It has also been raised by the Working Group that the A2 Zoning District description be amended to remove a portion of the subtext that identifies the A2 District as providing for "the maintenance of larger parcels of land for possible future development," given the areas OCP and Community Plan designations for continued agricultural and residential uses.

**General Conclusions:** The Willard Street / Meadow Avenue area is unique in Burnaby as it provides both rural residential, as well as smaller market agricultural and nursery uses. As identified in the Big Bend Development plan, the Willard Street / Meadow Avenue area is to remain agricultural and small holdings with no intention to rezone or subdivide

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existing lots for future more intensive development. The intent of improving the neighbourhood's identity is to highlight the Willard / Meadow area unique elements in the context of an urbanizing City and to help build community amongst the residential and agricultural users of the area.

**Additional Proposals:** Proposals identified by the Working Group would be brought forward through the established City approval processes for implementation consistent with established budgets and City work program priorities as follows:

- The historical inaccuracy of the Willard Street and Park name and the potential to correct, in part, the inaccuracy through a proposed change in the park's name will be considered by the neighbourhood as part of the open house process. If the name change is supported, a future report would be submitted to the Parks, Recreation and Culture Commission to request it consider the change of the park name to "Woolard Park".
- The concepts of the commemorative entry and street signs and commemorative benches will be presented at the Public Open House for the community review and comment. With community support for these features, implementation would be undertaken through the Engineering and Planning Department operating budgets in relation to other priorities.
- The concept of creating a market garden driving tour guide will also be presented at the Public Open House for community review and comment. If supported, this project would be advanced in cooperation with market garden operators in the Willard / Meadow area and the broader Big Bend area.
- In regards to the A2 Text Amendment it is considered appropriate to remove the reference to "future development", as under the Big Bend Development Plan, the areas identified as A2 Small Holdings is designated for rural residential and agricultural uses and have not specifically been set aside for future more intense urban development. This change would be implemented as part of a future Zoning Bylaw text amendment report to be submitted for Council approval.

## 2.10 Localized Filling

**Issue:** Issues were raised regarding the placement of fill material on properties in the area in relation to its impact on agricultural lands, off-site drainage, landscaping and other localized impacts.

**Discussion:** The Working Group reviewed the City approach to management of fill activities as regulated through the City adopted Soil Removal and Deposit Bylaws. A fill permit is required to place and remove organic and inorganic (structural) fill on private properties in Burnaby. In the Willard / Meadow area, filling of private properties has been undertaken to support both more intensive agricultural uses as well as residential use of the property. Placement of fill material over the naturally lowland peat soil is undertaken to improve foundation conditions and site drainage for permitted uses. Properties within the Agricultural Land Reserve portions of the Willard Meadow area

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must also receive approval from the Agricultural Land Commission to place fill or removal of soil from the ALR. Fill and soil removal activities are regulated by the City, and the applicant is to adhere to the requirements of issued permits. The Working Group identified concerns with the specific provision of permits, the monitoring of authorized works, and with illegal fill activities.

Staff have undertaken to more rigorously apply established practices and guidelines for the issuance of requested fill permits in the area to ensure that localized impacts are appropriately managed and that the amount and quality of fill placed is consistent with the intended use of the property and protects adjacent lands from anticipated impacts. In addition, staff have approached property owners who have placed fill on their properties without a fill permit and are undertaking enforcement of the Soil Removal and Deposit Bylaws. Through the Working Group discussion, a request was advanced to produce best management practices (BMP) guidelines to assist applicants, and that notices regarding the fill permits are posted visibly on the subject site for the community reference. This is intended to assist the community in identifying illegal fill activities and to monitor activities associated with approved permits.

**General Conclusion:** Engineering Department has undertaken to ensure that fill permit requirements are based on best practices and to prepare Best Management Practices guidelines for fill applications to allow for permitted use of property in the area while protecting adjacent lands from anticipated impacts. As well, the department has undertaken to initiate a requirement for posting of fill permit application information on the subject properties.

## 2.11 Bylaw Enforcement

**Issue:** Issues were raised regarding unsightly premises within the neighbourhood and properties illegally operating construction contracting businesses.

**Discussion:** Discussion with the Working Group identified that there are certain uses on properties within the Willard Street / Meadow Avenue area that do not conform to the prevailing A1 Agricultural and A2 Small Holdings zoning districts, and there are some properties kept in an unsightly condition. Through its bylaw enforcement process, the City is working with residents and owners of problem properties to bring the properties into conformance. The Work Group was advised that the City does follow-up on specific complaints received, and is actively pursuing currently identified issues in the area. It was also advised that a majority of problem properties are brought into conformance through the City's voluntary compliance process.

**General Conclusion:** The City will continue to work with residents and property owners to bring problem properties into conformance with the zoning bylaw and unsightly premises bylaw, and the Licence Office will investigate problem properties reported by residents.

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## 2.12 Community Policing

**Issue:** Issues were raised regarding a lack of police presence and impact of property crime and illicit activities within the neighbourhood.

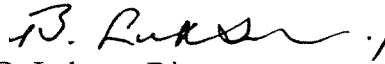
**Discussion:** RCMP Constable Brian Maughan from the Southwest Community Police Office attended a Working Group meeting to present the City's approach to Community Policing and to answer questions. The Constable advised that the community is relatively safe with few service calls and few reported incidents as compared to other residential neighbourhoods in Burnaby. The RCMP undertakes random patrols of the area, and will pay particular attention to any areas of concern identified by residents. The Constable also provided advice on the importance of personal security systems and property lighting to deter theft from property. The Working Group was advised to contact the Southwest Community Police office for further information on establishing a neighbourhood watch program, or should they wish to participate directly in the Community Policing Program.

**General Conclusions:** Residents are encouraged to report any illegal activity in the neighbourhood and to contact the Southwest Community Police Office for further information on establishing a Community Block Watch Program.

## 3.0 PUBLIC CONSULTATION

This report requests Council endorsement of the general conclusions and directions of the Working Group as a basis to receive public input from owners and residents in the broader Willard Street / Meadow Avenue area. As such, an Open House would be held at Kenneth Gordon School (7755 Meadow Avenue) between 5:00 p.m. and 8:00 p.m. on the anticipated date of 2008 March 26. At the Open House, input will be requested on the general conclusions reached through the Working Group process and the additional proposals outlined in this report.










The results of this process would be reviewed with the Working Group with a further report submitted to Committee and Council, as required.

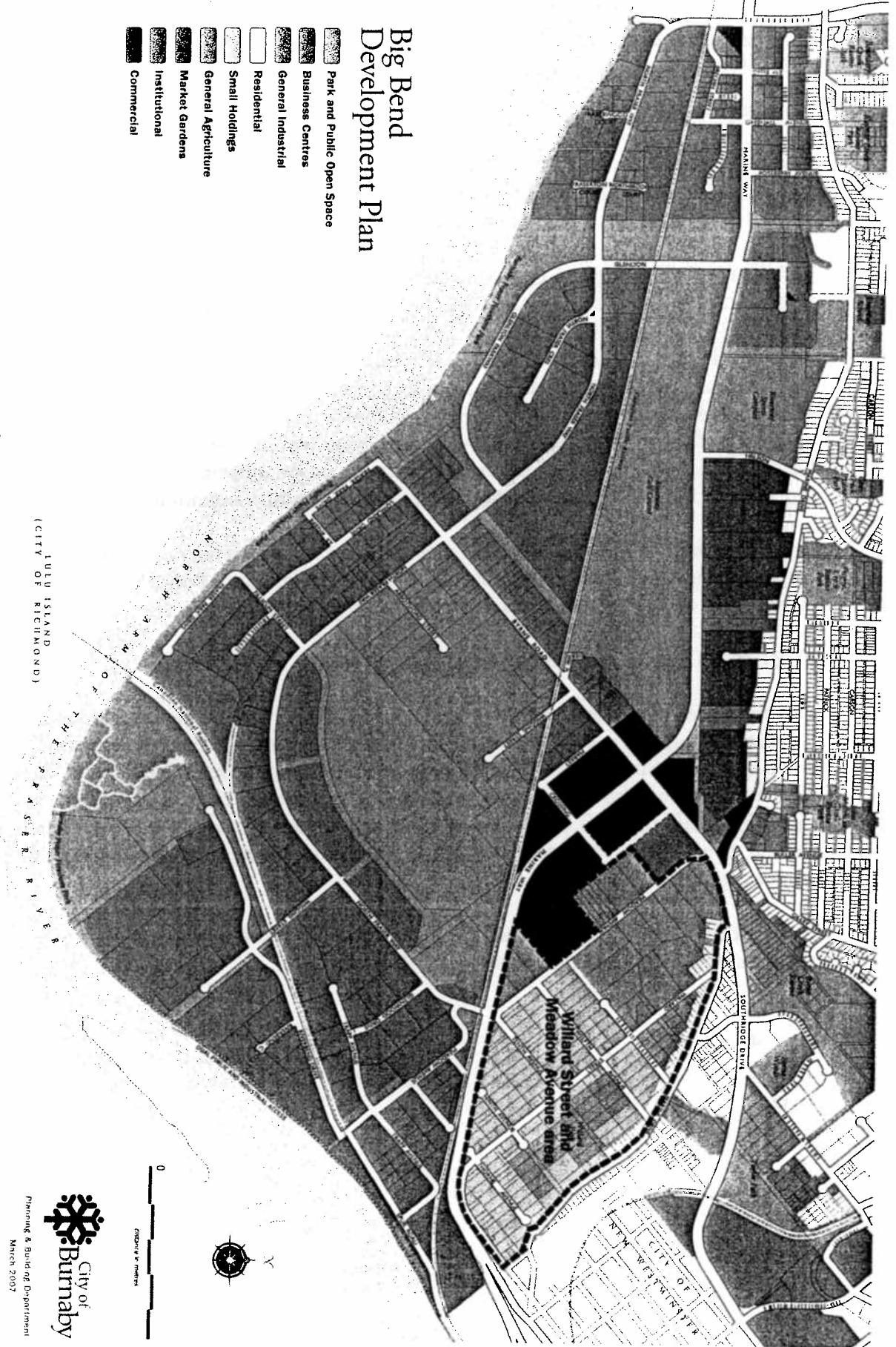
  
B. Luksun, Director  
PLANNING & BUILDING

JBS:jc  
Attachments

Copied to: City Manager  
Director Finance  
City Clerk  
Director Parks, Recreation and Cultural Services  
Director Engineering

# Big Bend Development Plan

-  Park and Public Open Space
-  Business Centres
-  General Industrial
-  Residential
-  Small Holdings
-  General Agriculture
-  Market Gardens
-  Institutional
-  Commercial

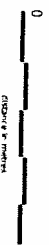


(LULU ISLAND  
CITY OF RICHMOND)

THE FRASER RIVER

Willard Street and  
Meadow Avenue area

CITY OF VANCOUVER



City of  
**Burnaby**  
Planning & Building Department  
March 2007