

FINANCE AND CIVIC DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: STILL CREEK WORKS YARD RE-DEVELOPMENT MASTER PLAN

RECOMMENDATIONS:

1. THAT Council approve, in principle, the concept design for the Re-Development Master Plan prepared by Omicron Consulting Group for the Still Creek Works Yard site.
2. THAT staff prepare Terms of Reference and issue a Request for Proposal (RFP) to undertake the detailed design for the re-development of the Still Creek Works Yard.

REPORT

The Finance and Civic Development Committee, at its meeting held on 2009 April 23, received and adopted the *attached* report seeking Council's approval, in principle, of the Concept Re-Development Master Plan for the Still Creek Works Yard and to proceed into detailed design of the facility.

Respectfully submitted,

Councillor D. Johnston
Chair

Councillor N. Volkow
Vice Chair

Councillor C. Jordan
Member

Copied to:	City Manager Deputy City Manager Director Finance Chief Building Inspector Director Planning & Building Director Engineering Director Parks, Recr. & Cult. Services
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TO: CHAIR AND MEMBERS
FINANCE AND CIVIC DEVELOPMENT
COMMITTEE

DATE: 2009 APRIL 16

FROM: MAJOR CIVIC BUILDING PROJECT
COORDINATION COMMITTEE

SUBJECT: **STILL CREEK WORKS YARD RE-DEVELOPMENT MASTER PLAN**

PURPOSE: To obtain Council approval, in principle, of the Concept Re-Development Master Plan for the Still Creek Works Yard and to proceed into detailed design of the facility.

RECOMMENDATIONS:

1. **THAT** Council approve, in principle, the concept design for the Re-Development Master Plan prepared by Omicron Consulting Group for the Still Creek Works Yard site.
2. **THAT** staff prepare Terms of Reference and issue a Request for Proposal (RFP) to undertake the detailed design for the re-development of the Still Creek Works Yard.

REPORT**1.0 BACKGROUND:**

Population growth and development in Burnaby over the past several decades have resulted in increased maintenance and service demands on the City's Engineering and Parks operations. The City's main Works Yard, located at 5780 Laurel Street, is experiencing overcrowding of both its site and building facilities and cannot accommodate all the activities associated with the functions located at the site. In addition, the existing buildings are inadequate and have reached the end of their useful life. Due to these shortfalls, both the Works Yard and Parks Nursery have had to transfer portions of their operations to other sites which, in some cases, have impacted operating costs and service delivery.

In order to determine current space shortfalls, the City in 2001 retained the team of Cornerstone Planning Group to explore options that would rectify current deficiencies and allow for future growth requirements over the next 20 years. The consulting team explored a number of options with the objective of locating all the functions on one or two sites as this would provide the greatest potential for achieving consolidation benefits.

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However, given the large area requirements, it was determined that it would be very difficult and costly to acquire or consolidate properties to achieve a 25 to 30 acre site with suitable soils and a central location that would not impact service delivery nor produce higher operating costs. As a result, it was determined that retaining and re-developing the existing City-owned sites, (i.e. Laurel Street Yard, Still Creek Depot and the Nursery), was the most economical and viable strategy.

Based on the data collected, a 2003 November Council report recommended that the implementation of the Burnaby Works Yard Re-development Master Plan would involve a multi-stage approach with a comprehensive development plan that would be executed over several stages within a multi-year timeframe. In 2005 November, the City engaged the firm of Omicron Consulting Group for the preparation of a multi-stage re-development strategy. Each stage of the Master Plan would provide specific planning details, including the relationship of various functions, on-site operations, schematic building concepts, schedules, cost estimates and the preferred sequence in which the work would be undertaken.

2.0 DEVELOPMENT OF MASTER PLAN:

Following extensive user-group consultation, Omicron has completed the schematic site layout for the Still Creek Works Yard site and a significant portion of the Master Plan regarding the proposed changes at the Laurel Street site. Preparation of the Still Creek site is key to the future re-development of the Works Yard as it will serve as the staging ground and allow the City to relocate a portion of Engineering and Parks Department's operations from the Laurel Street Yard without impacting service delivery to the community.

After taking into consideration the various components, tasks and requirements of the Engineering and Parks operations, it is recommended that the higher traffic type operations be relocated to the Still Creek site, thus reducing truck traffic movements at the Laurel Street Yard. The Still Creek site is also a logical location for the Parks Grounds Maintenance operations as it best utilizes and suited to the property, given the less desirable soil conditions in the area. The Laurel Street site is situated on good ground conditions and would retain the emergency functions, including the Emergency Operations Centre (EOC).

Although the focus of the re-development Master Plan has been to first complete the Still Creek portion in order to accommodate phasing requirements, the Laurel Street portion of the Master Plan is now also nearing completion. Consultation with the user-groups at the Laurel Street Yard continues as Omicron proceeds to refine the schematic design.

It is anticipated the overall Re-Development Master Plan, including schematic design, phasing strategy and preliminary cost estimates for both the Still Creek and Laurel Street Works Yard site, will be completed by mid-2009. The following table refers to the distribution of Engineering, Parks and Finance Department Divisions in accordance to the Master Plan objectives.

Proposed Still Creek Works Yard Occupants	
<p>Engineering Department</p> <ul style="list-style-type: none"> a. Sanitation (Relocated from Laurel Street) b. Traffic – Enforcement (Relocated from Laurel Street) c. Traffic – Meters (Relocated from Laurel Street) d. Recycling Depot – (Remain at Still Creek) e. Roads marking and signs (relocated from Laurel Street) 	<p>Parks Department</p> <ul style="list-style-type: none"> a. Parks Operation Centre (Relocated from Laurel Street) b. Grass Cutting (Relocated from Nursery) c. Janitorial/Park Patrol (Relocated from Nursery) d. Park Maintenance (Relocated from Nursery)

Proposed Laurel Street Works Yard Occupants	
<p>Engineering Department</p> <ul style="list-style-type: none"> a. Emergency Operation Centre (EOC) b. Design and Administration c. Roads and Drainage d. Sewers e. Waterworks f. Shops and Equipment g. Paint, Carpentry and Plumbing Shops h. Physical Plant Maintenance 	<p>Finance Department</p> <ul style="list-style-type: none"> a. Central Stores b. Shop Stores

3.0 STILL CREEK WORKS YARD:

The proposed Still Creek Works Yard site will be comprised of a 12 acre Engineering and Parks Operations facility with which its main function will be to delivery of growing environmental service needs of the City.

In line with the City’s commitment to delivering environmentally responsible infrastructure, the works yard site will be designed and constructed in accordance to best practices using sustainability initiatives such as sustainable site, storm water management, geothermal energy, “green” materials and resources and indoor environmental quality.

In terms of operational requirements, it has been determined that the Still Creek Works Yard site will play a major role in a multi-stage phased re-development strategy. It was recommended that the Still Creek site be used as construction staging areas so as to minimize disruption to daily operations at the existing Laurel Street facility.

This approach would also phase the capital expenditures over a longer period of time and allow for future design and planning adjustments, should the service delivery requirement change over time.

Through extensive consultation with each user-group and examining the constraints limiting the use of the development site, there is general consensus that the Still Creek Works Yard has sufficient capacity to accommodate the operational requirements for several divisions of the Engineering and Parks Departments.

4.0 PROPOSED STILL CREEK YARD LAYOUT:

The Still Creek Works Yard (see *attached* Appendix “A”) will comprise of two sites adjacent to the proposed Still Creek Avenue Connector, serving both public and City functions. The new green waste & recycling depot and the recyclable materials transfer station will occupy the north site whilst the south site will be shared by the Engineering and Parks Departments

A shared operations building is proposed for the south site. The main operations centre building, with a total floor area of 2,700m² over two levels, will include crew work stations, mustering areas, shop spaces (e.g. welding and sign making) offices and communal amenities, serving both the Engineering and Parks Department. A 1250m² storage facility is proposed for winter equipment storage of mowers and other equipment. Contingency vacant space has been allowed for in the main building plan, should there be further expansion needs in the future.

Aside from the main building, the south site will comprise predominantly of open surfaced areas for City equipment and vehicles parking, staff parking as well as open storage spaces. The site will also include two dedicated vehicle wash-down areas and a re-fuelling station, serving both Engineering and Parks operations.

The combined recycling, green waste depot and transfer station situated on the north site, will consist of a public recycling area for recyclables, green waste, as well as dedicated space for the City’s curbside recycling operations. The new depot will provide an improved service to residents and achieve better efficiency for City operations in accommodating the City’s growing recycling needs.

5.0 ZONING AND SUBDIVISION:

The Still Creek Works Yard site is zoned CD Comprehensive Development District, utilizing the M2 and M3a Districts reflecting its current interim use, with the abutting area to the east, north and south zoned M2 General Industrial District. An amended rezoning application to reflect the proposed development has been initiated through the City’s Planning Department.

Developments to the west along Still Creek Avenue include the Costco Wholesale and Willingdon Business Park. To the north is the Burlington Northern Santa Fe rail line and to the east are existing industrial developments.

The environmental amenity value of Still Creek and other watercourses in the area and the proposed nature and urban trails will require consideration in pursuing the Still Creek Works Yard. While the area is intended to remain industrial for the long term, it is likely that the quality of the area will improve over time.

An application for subdivision (SD#07-68) is currently in process with the Planning Department. Consistent with standards set for adjacent developments in the Still Creek area, the frontage to the new Works Yard will include boulevard treatments and landscaping setbacks that will provide adequate screening of the site from what will be a highly travelled Still Creek Avenue connector.

Negotiations are ongoing between the City and BC Hydro / BC Transmission Corp. (BCTC) on the dedication for the proposed Still Creek Avenue connector, as well as proposed road closure of Beta Avenue. There are several transmission power lines that are located within the BC Hydro statutory Right-of-Way located in the Works Yard property. Where possible, the high voltage power lines will be consolidated on a single line of poles in order to maximize land use of the site and improve operations.

6.0 STILL CREEK AVENUE CONNECTOR:

The proposed Still Creek Avenue Connector, which is a designated major primary collector, will eventually provide a major east-west road link from Boundary Road to Douglas Road and beyond via Norland Avenue to Sprott Street. The Engineering Department is proceeding with the detailed design for Still Creek Avenue at the proposed alignment shown in the redevelopment Master Plan layout. The design process is expected to be completed by mid-2009, with construction to follow in the later part of the year, contingent upon resolution of geotechnical constraints.

The Still Creek Works Yard will “front” on to this major collector and will include sidewalks, boulevards, street trees and an urban trail. To meet City standards and design objectives, the soft landscaping within the Works Yard front yard landscape setback, in combination with the landscaping within the road Right-of-Way, will further add to the amenities of the collector road.

7.0 SITE CHALLENGES:

Geotechnical

Based on an initial geotechnical assessment report of the Still Creek Works Yard, the site was deemed to require pre-loading for improved soils consolidation. Subsequent to the initial geotechnical report and upon more detailed investigation, the City’s geotechnical consultant has determined that the extent of preloading required at the site to improve consolidation is not as extensive as initially thought.

However, due to soil conditions, particular towards the southern and western portion of site, it was recommended that site grades be maintained at or near existing ground elevations as the general grading criteria to minimize the potential of significant short-term soil settlement.

Flood Plain

The Still Creek Works yard site is located within the Still Creek Flood Plain area and is subjected to periodic inundation.

It is intended that the majority of the Still Creek site will be at or above the 1 in 200 year flood elevation which, in the Works Yard site, corresponds to 14.56m geodetic datum. In accordance with GVRD recommendations, the minimum floor level of the main operations building will be at least 300mm above the 1 in 200 year flood elevation.

Due to the geotechnical issues regarding the limitation to filling and combined with the natural flatness of the site, the effects of storm water run-off in non-critical storm periods has been noted as a design constraint. The project's civil engineer is currently undertaking analysis to determine the extent of site drainage issues. The result of this analysis will be used to determine the final site grades and potential impact on the site.

Environmental and DFO

The Still Creek Works Yard is situated within the riparian affected areas of Still Creek and the Beta Avenue tributary which is regulated by the Department of Fisheries and Ocean (DFO). The City has received approval for the temporary enclosure of Beta Avenue tributary within the development site, subject to requirements specified by the DFO. These requirements include riparian setback requirements to Still Creek and the Beta Avenue tributary, a stormwater management plan and both fisheries and environmental compensation works.

8.0 BUDGET:

Based on the Master Plan design concept, the preliminary order of magnitude budget provided by Omicron Consulting Group for the construction of buildings, siteworks, surface paving, on-site services, design fees and other fees and charges is estimated to be in the range of \$24 million. The project will be phased over a three year period and is identified in the Service Centre component of the Provisional 2009 - 2013 Capital Program. Once the detailed design program is complete, appropriate adjustments will be made to the capital program for Council's approval.

9.0 CONCLUSIONS AND RECOMMENDATIONS:

The existing City Works Yard at Laurel Street is undersized for its intended functions and its space limitations have limited the delivery of the required services to the community as well as impacted the operational efficiency of the City's work force. The Works Yard is integral to the City's Engineering and Parks Departments to deliver operating and maintenance services for the City's capital assets including roads, water, sewers equipment and buildings. The increasing levels of legislated environmental and emergency response services have also created a greater demand on the City's capacity and readiness to deliver the services required.

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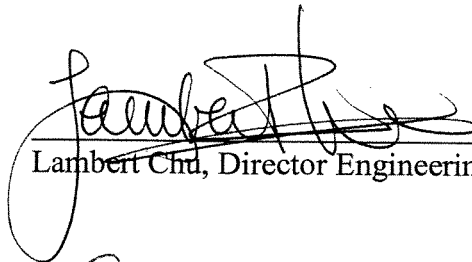
The need of providing an appropriately sized Operations Centre for the City has been recognized and the proposed re-development plan has been prepared to meet the current and projected needs.

This report is intended to obtain approval, in principle, from the Finance and Civic Development Committee and Council on the Concept Re-Development Plan prepared by Omicron Consulting Group for the Still Creek Works Yard and to seek Council's authority to prepare Terms of Reference for the issuance of a Request for Proposal (RFP) to engage a consultant to undertake the detailed design of the Still Creek Works Yard. Funds are available within a Council approved internal order for the estimated design costs.

Further reports on the various elements of the design and costs for the re-development of the Still Creek Works Yard will be provided to the Committee and Council as the project moves forward. In concurrence with the Still Creek Works Yard design program, the preparation of schematic design, phasing strategy and cost estimates for the Laurel Street site will be completed within the next few months and will be the subject of a further report to the Committee and Council.



Basil Luksun, Chair Major Civic Building Project
Coordination Committee



Lambert Chu, Director Engineering



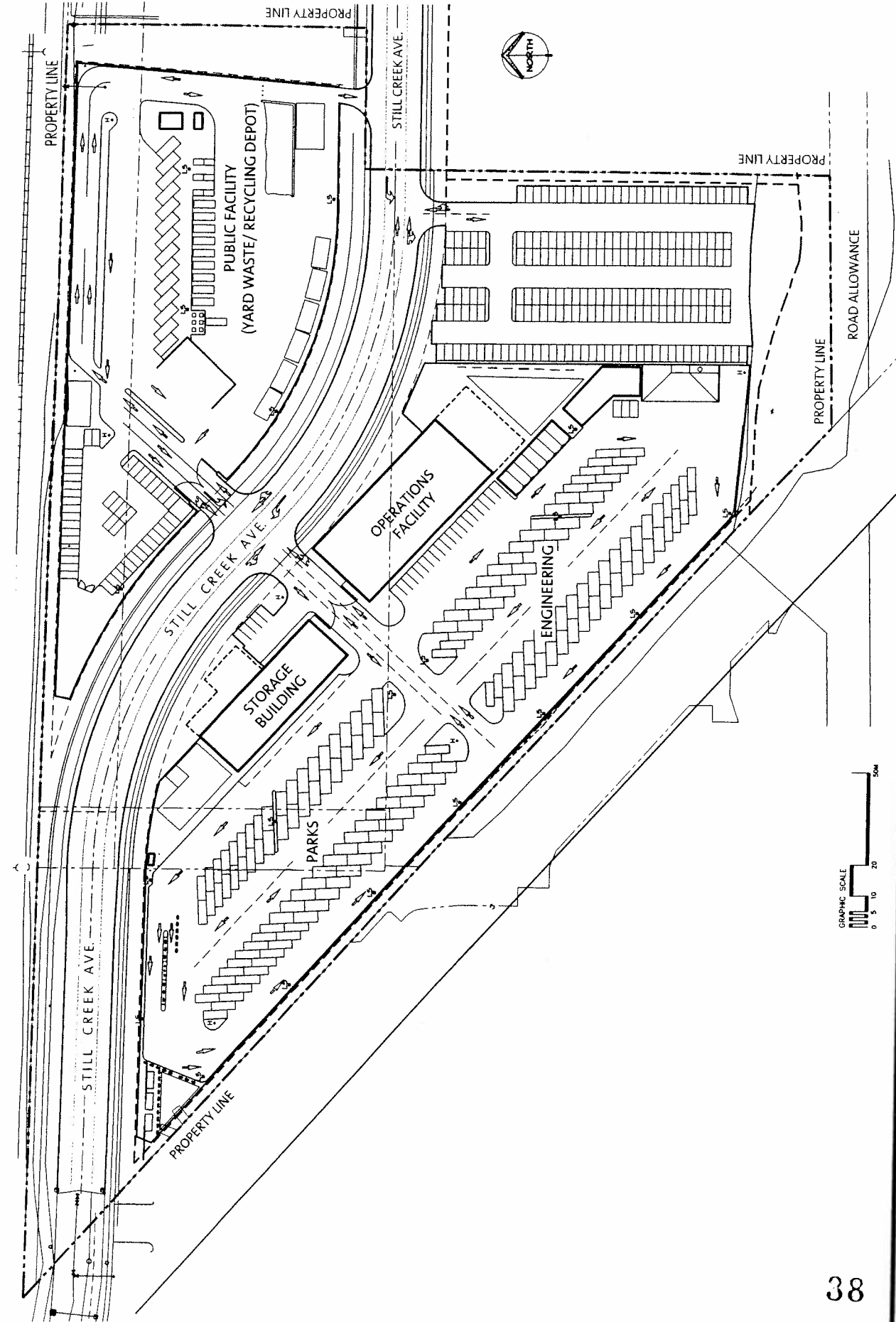
Dave Ellenwood, Director Parks, Recreation &
Cultural Services

JC/JT:ap

Attach.

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Deputy City Manager
Director Finance
Chief Building Inspector



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City of Burnaby
 STILL CREEK WORKS YARD

CONCEPTUAL SITE PLAN

DATE: 10.05.275
 DRAWN BY: [Name]
 CHECKED BY: [Name]

APPENDIX A