



Corporate Report

NO: R249

COUNCIL DATE: December 15, 2008

REGULAR COUNCIL

TO: Mayor & Council DATE: December 15, 2008
FROM: General Manager, Planning and Development FILE: 6520-01
General Manager, Engineering 0550-20-10
SUBJECT: Bridgeview Neighbourhood Concerns

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Direct staff to proceed with the recommended actions, as documented in the Discussion section of this report, that are focused on resolving the concerns of the Bridgeview area residents; and
3. Authorize the City Clerk to forward a copy of this report and the related Council resolution to the delegation of Bridgeview residents that appeared before Council.

INTENT

The purpose of this report is to:

- Respond to issues raised at Council-In-Committee by a delegation of Bridgeview residents regarding the Bridgeview area; and
- Provide Council with a status of the lot for which a Temporary Use Permit for truck parking was denied at the November 19, 2007 Regular Council – Land Use Meeting.

BACKGROUND

Bridgeview was one of the first neighbourhoods that was developed in Surrey (see Appendix I). It originally developed as a residential area for workers in the mills located along the Fraser River.

During 2007, representatives of the Bridgeview neighbourhood met with City staff to discuss concerns in their neighbourhood. Engineering, Parks Recreation & Culture, By-laws & Licensing Services, and Planning and Development staff were involved in these meetings. During the meetings, the following concerns were raised:

- Transportation issues, including traffic calming, resident access considerations, mitigating the impacts of the Gateway Project, and the condition of sidewalks in the area;
- Drainage issues, including the need for a strategy for ditch improvement, safety and maintenance;
- Concern with regard to zoning/property use conflicts;
- By-law enforcement and resident safety concerns; and
- Green space development.

Staff has been working since that time in developing approaches to address the concerns that were raised.

On January 14, 2008, Council-in-Committee heard a delegation of representatives of the Bridgeview Community Association, together with James MacKay, Community Developer, Pacific Community Resources (PCRS), who outlined neighbourhood concerns and recommendations with respect to revitalization in the Bridgeview area. The presentation included a request that the City update the Bridgeview Local Area Plan, specifically to eliminate the I-4 Zone, improve drainage and replace the existing sewer system, implement traffic calming measures, mitigate potential impacts from the Gateway project, repair roads and sidewalks, improve green space, and implement measures to increase safety in the community. The delegates also requested information about the status of a Temporary Truck Parking application that was denied by Council at its November 19, 2007 Regular Council – Land Use Meeting.

Council referred the requests of the delegation to staff for review and for a report back to Council.

DISCUSSION

Zoning and Land Use Conflicts

The Bridgeview Local Area Land Use Plan is illustrated in Appendix II. The current uses and zoning on properties in the Bridgeview area are illustrated on the map attached as Appendix III.

Bridgeview residents have indicated that the residential portion of the neighbourhood is subjected to industrial truck traffic shortcutting along some of the residential streets. Specifically, trucks are using 124 Street to reach lots that are split-zoned for residential and industrial use. The delegation recommended that the Industrial lands zoned I-4 be rezoned for residential development.

One of the main goals of the Bridgeview Local Area Plan (1976) was to reduce conflict between the residential and industrial uses through changes to the road pattern and zoning to protect the "residential core" of the neighbourhood. Changes to the road pattern were aimed at moving industrial traffic onto Industrial Road around the residential core, and discouraging truck traffic through the core area. This was achieved by completing construction of a missing section of Industrial Road between 126A and 128 Streets, constructing a link road between King George Highway and Industrial Road and closing off some other street sections.

The Local Area Plan also proposed a transitional zone, called the I-4 Zone that would surround the residential area. Properties at the edge of the residential zones were split zoned as Single Family Residential (RF Zone) and the then newly created I-4 zone. The I-4 Zone is a very restrictive zone in terms of permitted uses as the intention was that the properties zoned I-4 would need to be rezoned as part of the redevelopment process before industrial uses could be established on the I-4 lands. The Plan envisioned that development of the I-4 zoned parcels would require lot consolidation and at the time that the industrial development occurred, the developer would be required to construct a landscape buffer between the industrial and residential uses. The industrial lots were intended to be accessed from the ring road (Industrial Road), and not through the residential areas.

Despite the intentions of the Bridgeview Plan, over the past 30 years, consolidation and development has not occurred on the I-4-zoned properties. As a result, some split-zoned properties continue to use 124 Street for access including trucks, since access from Industrial Road has not been secured through lot consolidation and redevelopment.

Transportation Issues

Road Network

The Province established the Gateway Program in 2003 in response to the impact of growing regional congestion and to improve the movement of vehicles and goods through the Region. This Program includes the proposed South Fraser Perimeter Road (SFPR), a four lane, 80-kilometre route from Delta Port Way in Delta through to 176 Street and the Golden Ears Bridge Connector Road in Surrey. In Bridgeview, the SFPR is aligned along the south side of Industrial Road and 116 Avenue, as shown in the map attached as Appendix IV.

There are industrial properties south of the SFPR and west of 124 Street which will need access to the SFPR. To avoid the associated truck traffic travelling through the community to reach the major connection to the SFPR via Bridgeview Drive, the City worked with the Gateway Program officials to obtain a right-in/right-out connection to the SFPR at 124 Street. Even with this connection, residences along 124 Street will continue to be impacted by truck traffic from the industrial area to the south and west.

The Pattullo Bridge Corridor Study has recently been adopted by the Translink Board, with a general conclusion that a replacement bridge be constructed close to the existing bridge. Translink has further approved a detailed alignment study that will progress over the next year. This study will consider the road network and connectivity to the new bridge. Decisions resulting from this study, with regard to Scott Road, King George Highway and the SFPR will have a direct affect on Bridgeview.

Sidewalks

The Bridgeview area is underlain with very soft peaty soils that are not conducive to the construction and maintenance of the typical concrete sidewalks. The weight of the concrete causes compression of the soils, which results in severe sidewalk heaving and faulting. As a result, asphalt sidewalks have been constructed in Bridgeview since they are more flexible and can be repaired more easily when settlement causes faulting. The streets in Bridgeview are in majority constructed with a rural cross-section; that is, there are no curbs and gutters and there are ditches in lieu of storm sewers to convey storm water. The asphalt sidewalks are located in the narrow boulevard space between the back slope of the ditch and the edge of the road allowance (i.e., the front property line of the fronting lots). Not all streets have adequate space for sidewalks due to the varying depth of the ditches. The community has taken issue with the use of asphalt sidewalks and with the sidewalks being located adjacent to ditches that often contain water. The Bridgeview area is in floodplain and as such the ditch grades are relatively flat.

The Bridgeview sidewalks were in majority constructed in the 1970s and 1980s. Most of these sidewalks suffer from deterioration. The Engineering Department invests disproportionately large amounts of its sidewalk maintenance budget to maintain Bridgeview sidewalks, relative to other areas; however, this is not fully apparent to the neighbourhood due to the rate of sidewalk deterioration inherent in the area. The Engineering Operations Division will continue to maintain sidewalks in the Bridgeview area within resource capabilities. Due to the soft underlying soils, the continued use of asphalt sidewalks in the area is necessary so that repairs can be undertaken in a cost effective manner.

Traffic Calming

The City has a Traffic Calming Policy, which contains criteria that are used to establish where traffic calming will be implemented and the type of calming measures that are implemented. Factors such as traffic volume, speed and shortcutting traffic are considered in the evaluation process when traffic-calming requests are received. A traffic calming strategy will be developed as part of a transportation management plan for the area that is being recommended later in this report.

Truck Traffic

The South Fraser Perimeter Road (SFPR) will result in the closure of several road connection points from the Bridgeview Community to the surrounding road network. The mix of industrial and residential land uses within the community, results in truck traffic on some residential streets. There are no specified truck routes in the area. Truck traffic in the Bridgeview area could be managed more effectively through the implementation of additional regulatory measures.

Land Use and Transportation Recommendations:

- That following confirmation of the Pattullo Bridge Alignment and SFPR details, the Engineering Department develop a transportation management plan for the area which will include consideration of traffic calming measures;
- In conjunction with developing a transportation management plan, that the Engineering Department and Planning and Development Department consider land use related changes to the Bridgeview Local Area Plan to resolve industrial/residential use conflicts;
- That as part of the overall City Truck Route Network Update the Engineering Department review truck route needs in the Bridgeview area and the possibility of establishing truck traffic prohibitions on some roads within the community; and
- That following the update to the City Pedestrian Plan, a City-wide review of all asphalt sidewalks be undertaken. This will establish a comprehensive strategy for replacement and repair of sidewalks including a prioritization system.

Drainage

The Bridgeview area lies completely within the floodplain of the Fraser River with a flat topography and with a high water table. The delegation before Council noted that there is frequent flooding of properties and recommended that the drainage system be improved and the existing sewer system be replaced.

Since 1995, the City has spent over \$4.5 million to improve drainage within the Bridgeview area. Since the area is low lying, storm water must be pumped into the Fraser River during high tides. To manage peak flows during periods of pumping, a series of storage canals has been developed throughout the area. Pipe systems are not effective in the area due to the extreme settlement that occurs, which distorts the grades of the pipes and reduces their effectiveness. The flooding frequency of the area has been greatly reduced through the construction of the drainage canals and upgrades to key ditches within the neighbourhood. The current system of canals and ditches is working far more effectively than a piped system in the area.

Engineering Operations is careful to maintain the ditch system in Bridgeview through cleaning and mowing the ditches more often than any other area in Surrey. The high water table, Fraser River water levels and local ground conditions make it impractical to keep the ditches free of water all the time. Altering the groundwater levels in the area

would also have a potentially detrimental effect on structures, as many foundations actually "float" due to the water table, and settlement issues, due to the peat soils, could be significant if the water table were drawn down.

Drainage Recommendation:

- That the Engineering Department review the existing maintenance schedule for the ditch and canal drainage infrastructure in the Bridgeview area with a view to ensuring that vegetation and debris are removed from the ditches in a timely manner to ensure the effective conveyance of storm water in the ditches in the area.

Sanitary Sewers

The Bridgeview Local Area Plan that was adopted in 1976 formed the basis for the installation of a vacuum sewer system in Bridgeview. This type of sewer system was considered the most practical for the area given the soft soil conditions, which made it impossible to maintain pipe grades for gravity service. However, since its installation the vacuum system has proved to have significant operational and maintenance problems and is therefore not particularly reliable and is expensive to maintain.

City staff has been looking at a strategy for converting the existing vacuum sewer system to a Hybrid Low Pressure System (LPS) combined with a Steep Grade Gravity Sewer System (SGGS). The LPS would service the industrial/commercial-zoned areas while the SGGS would service the residential areas. With more sanitary lift stations throughout the area, the problems with settlement of the system could be managed. The new system would be less costly from a life cycle perspective and would operate more effectively under the groundwater conditions in the area.

The costs for replacing the existing vacuum system with a new LPS/SGGS system is in the order of \$30,000,000. The City has been applying to various federal and provincial grant programs to assist with the costs of the conversion. The City has not received any grants or other funding to date. Without assistance from other levels of government, the conversion would take quite a few years, given the City sanitary sewer budget.

Sanitary Sewer Recommendation:

- That the City continue to pursue funding from other levels of government for the replacement of the existing vacuum sewer system in Bridgeview and that the Engineering Department develop a more detailed strategy including cost implications for the replacement of the sewer system if external financial assistance is not available.

By-law Enforcement

The delegation to Council advised of various sites where illegal dumping has occurred and unauthorized businesses are operating. The residents requested information on the status of the Temporary Truck Parking lot, for which a Permit was denied by Council at the November 19, 2007 Regular Council – Land Use Meeting.

Staff has advised the Bridgeview area residents of the process that the City follows in dealing with by-law infractions on private properties, including an explanation of the complaint filing and follow-up process. By-law Enforcement staff are taking action to have unsightly properties and unauthorized uses in Bridgeview properly addressed including sites where unauthorized filling has occurred.

The City has hired a truck parking coordinator whose primary responsibility is to address truck parking issues throughout the City. Bridgeview will be one of the key areas, where the Coordinator will be focussing his efforts with the assistance of the staff of the By-law Enforcement & Licensing Services Section.

With regard to the truck parking lot at 12310 – 114 Avenue, an application for a Temporary Use Permit for this parking lot was denied by Council in November 2007; however, the owners have continued to operate the truck park facility without a business license and contrary to the zoning on the site. The City has commenced legal proceedings to eliminate this unauthorized use. However, the owners have submitted a new application for a Temporary Use Permit to permit truck parking on the site. A report on this second application will be forwarded to a Regular Council Land Use Meeting early in the New Year.

Recommendations related to By-law Enforcement:

- That By-law Enforcement and Licensing staff continue to take action to address unauthorized uses and unauthorized soil-filling operations in the Bridgeview area.

Green Space Improvement

The delegation requested that the City take action to improve green spaces in the Bridgeview area.

In 2006, the Bridgeview Community Association was able to secure \$18,300 as a federal government grant for pathway construction through the Federal Program called "Action for Neighbourhood Change". The first phase of this project, which was completed in the summer of 2008, involved the construction of a 1.5 metre wide gravel pathway system at Bridgeview Park, to a design and alignment that was reviewed and accepted by the Bridgeview Community Association. At the same time, the City redeveloped the sport fields on the west side of the park including the refurbishment of two ball diamonds and the construction of a new play field. Staff consulted with the Bridgeview area residents regarding the re-development of the sport fields at Bridgeview Park in advance of proceeding with the work.

The City is now in a position to proceed with phase 2 of the pathway system, which extends the path circuit at the east end of the park. The plan includes the hard surfacing of both phases of the pathway system and installing benches at various locations along the path.

Parks Recreation and Culture staff is currently commencing a consultation process with Bridgeview residents regarding the development of a community garden in the Oasis Parkway (127A Street).

Green Space Improvement Recommendation:

- That Parks, Recreation and Culture staff continue to work with the Bridgeview area residents in implementing upgrades to Bridgeview Park including Phase 2 of the pathway system.

CONCLUSION

The concerns raised by the delegation to Council-in-Committee cover a wide range of issues. Staff from Engineering, Parks, Recreation & Culture, Planning and Development and By-laws & Licensing Services have met to discuss the issues and have developed a series of recommendations to address the majority of the concerns as documented in the Discussion Section of this report. It is recommended that a copy of this report and the related Council resolution be forwarded to the individuals from Bridgeview who appeared before Council in Committee.

Jean Lamontagne
General Manager
Planning and Development

Vincent Lalonde, P.Eng.
General Manager, Engineering

PH:saw/kms

Attachments:

Appendix I Bridgeview Area Map

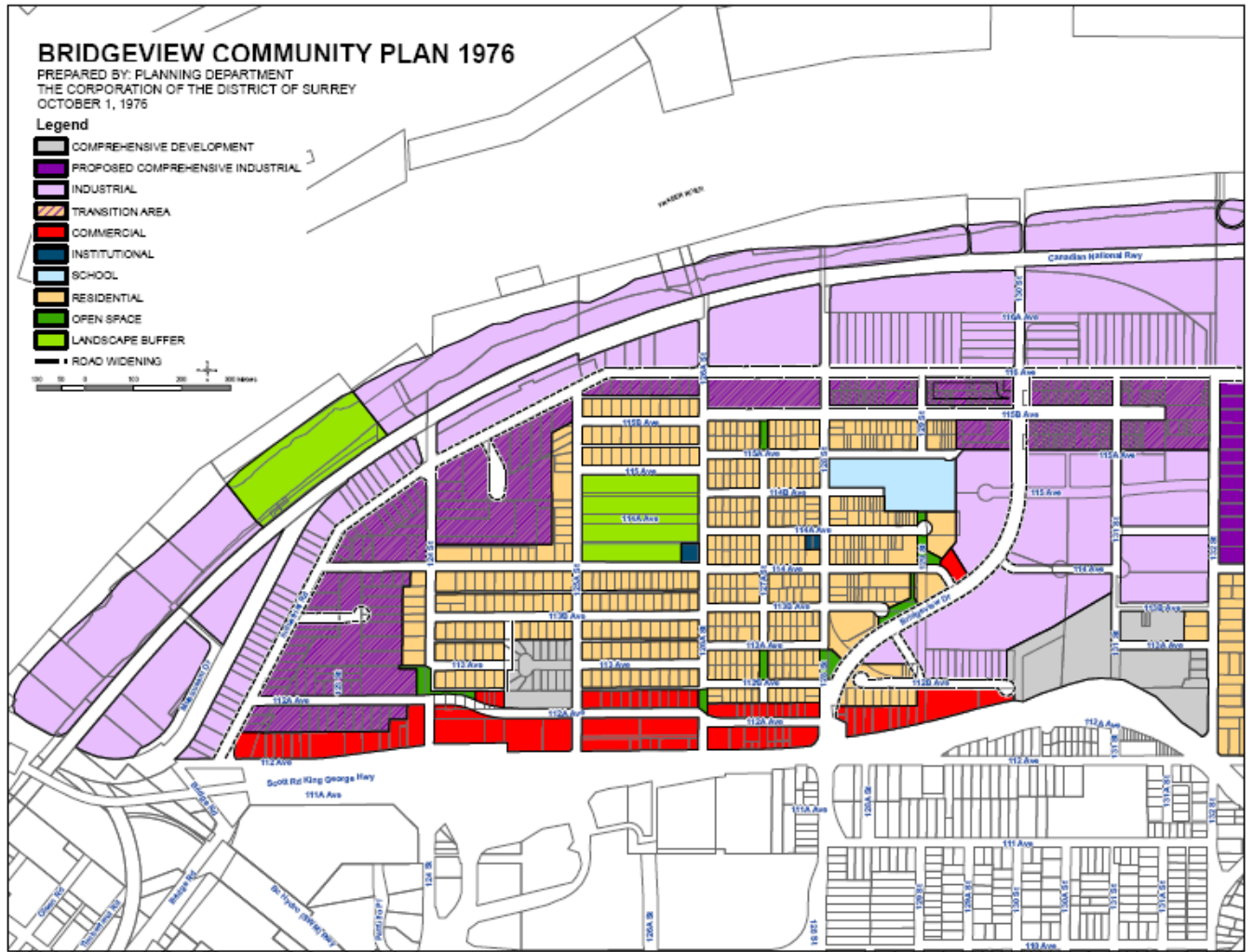
Appendix II Bridgeview Community Plan (1976)

Appendix III Bridgeview – Current OCP Designation and Zoning

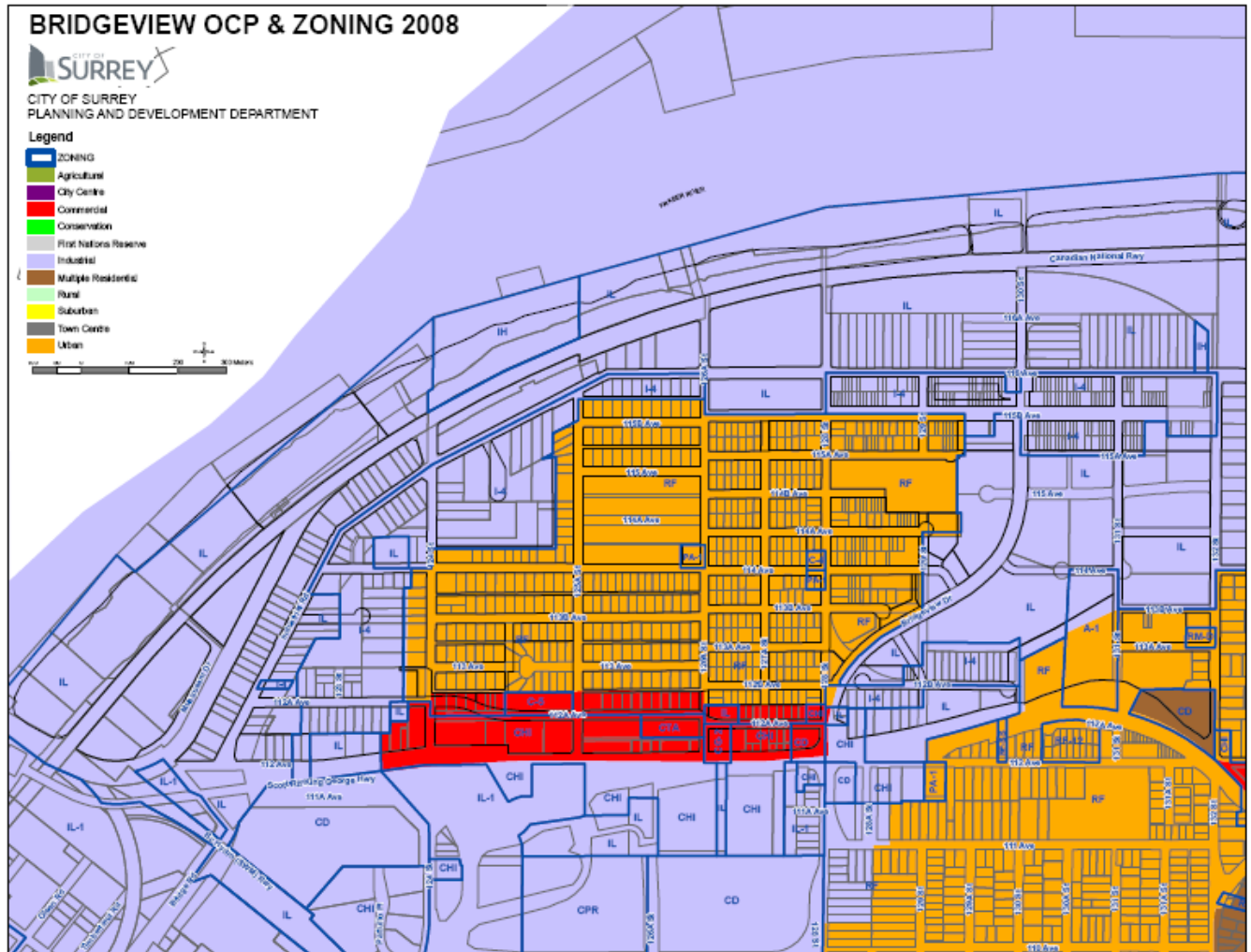
Appendix IV South Fraser Perimeter Road Alignment Through Bridgeview Area

Bridgeview Area





Bridgeview – Current OCP Designation and Zoning



South Fraser Perimeter Road Alignment Through Bridgeview Area

