

RE: LETTER FROM MR. E. F. TURNER, CO-CHAIRMAN, OAKLAND-BURRIS RESIDENTS
AD HOC COMMITTEE, 7562 BURRIS STREET, BURNABY, B.C. V5E 1Y9
CONSTRUCTION OF OAKLAND STREET FROM ROYAL OAK AVENUE TO
SPERLING AVENUE

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Engineering be adopted.

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TO: MUNICIPAL MANAGER 84 06 08
FROM: DIRECTOR ENGINEERING
SUBJECT: CONSTRUCTION OF OAKLAND STREET FROM ROYAL OAK
AVENUE TO SPERLING AVENUE

RECOMMENDATIONS:

1. THAT Oakland Street from Royal Oak Avenue to Sperling Avenue be constructed as a 36-foot curb to curb road on the same width of grade as a 46-foot curb to curb road.
2. THAT a copy of this report be sent to those persons who have corresponded with Council.

SUMMARY:

There are very strong indications that there would be justification in constructing Oakland Street as a 46-foot road instead of a 36-foot road because of improved traffic safety aspects and a much more attractive Revenue Sharing formula. However, when viewed from the perspective of what would in all likelihood be the additional requirements resulting from a strict interpretation of the Transportation Plan concerning road standards and environmental measures, it would appear that the economic advantage accruing from a higher Revenue Sharing grant would be more than used up in providing those additional requirements.

BACKGROUND:

As soon as it became obvious in the early part of 1984 (late February/early March) that the Burlington Northern Railway Grade Separation Project would have surplus Provincial Revenue Sharing Funds, an examination was made of other possible qualifying projects to which a transfer of the surplus Revenue Sharing funds could be substantiated; the Oakland Street Project arose out of staff discussions as being the most obvious one, for the reasons that it would be a desirable road link to have completed, it appeared to be feasible to complete the work before the final deadline of 1985 March for use of the surplus Revenue Sharing funds, and because it could be accomplished within the amount of those available funds.

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In the examination of possible qualifying projects, staff-- members of both the Engineering and Planning & Building Inspection Departments discussed the possible long term advantages of building Oakland Street to a width standard of 14 m (46 feet) between curbs in recognition of its location in serving the Metrotown area, in permitting maximum flexibility in serving possible future land use changes on the Oakalla property, and in its continuity of the existing 14 m standard on Grange/Dover to which Oakland connects at Royal Oak Avenue.

Accordingly, on 1984 March 15, Mayor Lewarne wrote to The Honorable Alex V. Fraser, Minister of Transportation and Highways, and to The Honorable Bill Ritchie, Minister of Municipal Affairs, officially requesting the transfer of approximately \$1,357,000 of surplus Provincial Revenue Sharing funds from the BNR Project to the Oakland Street Project. This was followed up by a formal Revenue Sharing Application being submitted to the Ministry of Transportation and Highways by the Director Engineering on 1984 April 05. Mayor Lewarne received official approval from The Honorable Bill Ritchie by letter dated 1984 May 14 of the transfer of Provincial funds in the amount of \$1,357,000.

Three separate reports have been submitted to Council on the Oakland Street project, as follows:

<u>DATE</u>	<u>SUBJECT</u>
1984 04 02	Property Acquisitions
1984 04 09	Financing Bylaw
1984 04 30	Engineering Services

REPORT:

In addition to the apparent long term advantages of greater flexibility provided by a 46 foot curb to curb width road mentioned in the foregoing section of this report, the Director Engineering felt that this width of road provides a significantly greater measure of overall safety in terms of sight distances, comfort of turning movements, not only from connecting streets but also from lanes and private driveways, and in safer parking activities. It was also obvious that a significantly greater return would be realized from Provincial Revenue Sharing funds for the 46 foot road as opposed to the next lower width standard, namely the 36 foot width.

There is no evidence available to indicate that there would be any appreciable increase in speed of traffic on a 46-foot street as opposed to a 36-foot street, given that both would be used for the same purpose (major residential collectors), with parking being permitted.

In any event, nothing has been lost in having made an application for Provincial Revenue Sharing funds for a 46-foot road because having done so has at least preserved our options for the wider road but with Revenue Sharing still being available for a 36-foot road, albeit on a different sharing basis.

In order to present Council with all applicable information concerning estimated costs of construction of the two alternatives, we have made a special effort to be as accurate as possible but it must be borne in mind that we are still about two weeks away from having the design completed, at which time more accurate estimates will be available based on quantities of materials as determined by final design.

Total estimated costs and sharing by the Province and Burnaby are indicated to be as follows for the applicable road standards:

<u>ROAD STANDARD</u>	<u>TOTAL ESTIMATED COST</u>	<u>PROVINCIAL SHARE (\$)</u>	<u>BURNABY'S SHARE (\$)</u>
46-ft. curb to curb	2,102,000	1,051,000	1,051,000
36-ft. curb to curb on same width of grade as 46-ft. road	2,012,000	337,000	1,675,000
36-ft. curb to curb	1,835,000	337,000	1,498,000
Interim Standard (hypothetical for cost sharing determination purposes only)	940,000	337,000	603,000

It is not intended that an interim standard roadway be built on Oakland Street but it was necessary to calculate an estimated cost of such a standard in order to determine the Provincial sharing applicable to the 36-foot standard of roadway. Provincial Revenue Sharing policies call for the Province to share only in the cost of an interim standard roadway with a strip pavement, gravel shoulders, open ditches, and no storm sewers when only one traffic lane in each direction is being provided (a 36-foot road provides only one traffic lane in each direction and is therefore subject to application of this policy). A further policy calls for no sharing eligibility at all where there is already in place an existing two moving lane roadway and the road improvement being proposed still only provides two moving lanes which is the case for 40.7% of the length of Oakland Street. The application of both of these policies to a 36-foot standard for Oakland Street results in the \$337,000 Provincial share shown in the foregoing table.

It will also be observed from the above table that to construct a 36-foot road to the same base grading width out of suitable native material as a 46-foot road would cost Burnaby only \$177,000 more than building the base only to the width normally required for a 36-foot road. If it ever became necessary to widen the road in the future, it would cost many times that amount because of difficulties of adding incremental amounts of material on to a fill section and in widening out the base in cut sections of the roadway, not to mention harmful disruptions of public improvements which would have been installed in the meantime (e.g. trees, boulevard improvements). The Director Engineering feels that it is prudent to provide the wider base grading width now rather than later.

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Both the 36-foot and the 46-foot standards call for completed roadways with curb and gutter both sides, sidewalk on the south side, street lighting, storm sewers, and a bridge in the Kisbey ravine in order to effect continuity of Deer Lake and Kisbey Parks. The bridge, which would be built to the 46-foot standard, provides not only the aesthetic aspects and pleasing appearance inherent in preserving an open ravine and permitting a safe walking trail, but also avoids the disruption and possible necessity of complete acquisition of a private property in the ravine which would be brought on by a culverting and filling standard of construction.

Some other possible road standard options were examined with a view to possibly gaining eligibility for the 46-foot standard but really only "opening-up" 36 feet of the roadway at the present time. These possible options took the form of various constrictions such as a median or special pull-off areas or parking bays. It has been determined that this type of constricted standard would not be eligible for Revenue Sharing funds on the basis of a 46-foot road because the standard of road on which Revenue Sharing is based must be fully in place currently, and not be subject to some future action to bring it about.

In the submission to Council of the brief from the Oakland/Burris Area Residents Ad Hoc Committee, the last paragraph on Page 8 states:

"Another concern of the Committee flows from the Provincial eligibility guidelines which state that the Province must give written permission to allow either parking on any roadway funded under their program or to prohibit the restrictions of the use of the road for any given type of vehicle."

The Director Engineering has received approval from the Ministry of Transportation and Highways to allow parking on a 46-foot road. In fact, Ministry staff themselves suggested that this be done in order to effect the use of a 46-foot road in the same way as a 36-foot road; in this connection, the Director Engineering is of the opinion that there is a very high likelihood that the additional two traffic lanes will not be required for at least the next 15 years. With respect to truck routes, by having been a party to the adoption of the Comprehensive Transportation Plan for Burnaby, the Ministry of Transportation and Highways has inherently agreed that Oakland will not be a truck route. The Ministry has re-affirmed this agreement during the past week.

The Director Engineering concludes that there are really only two viable choices and those are the 36-foot and the 46-foot standards of roadway. From our operational and cost-sharing perspectives, the 46-foot standard is preferred.

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In further discussing this subject at some length with the Municipal Manager and with the Director Planning & Building Inspection, there is agreement that the integrity of the Transportation Plan must be maintained as a general policy framework for the implementation of major roads, public transit and other related transportation matters.

The Transportation Plan calls for a "typical" pavement width of 36 feet curb to curb for a major Residential Collector such as Oakland Street. To have recommended a 46-foot standard for Oakland for the operational and cost-sharing reasons outlined in this report appears to the Director Engineering to have been fully justified as a special case in and of itself for those very reasons. However, to have done so would have lent authenticity to an inherent change from a classification of major residential collector to secondary arterial, simply because there is no provision in the Transportation Plan for a major residential collector to have a designation of a "typical" pavement width of 46 feet curb to curb. If, then, we are facing such an inherent change in road classification, we must consider the following statement which appears on Page 40 of the Plan:

"...where proposed arterials will abut residential development, appropriate actions (e.g.: berming, fencing, cuts, extra rights-of-way, etc.) will be taken to help minimize disrupting effects of the road in the flanking residential dwellings."

To have been required to provide the appropriate environmental measures simply by having changed the width from 36 feet to 46 feet, even though both roads would serve the same purpose of providing one traffic lane and one parking lane in each direction, would have in turn brought on extremely disruptive property acquisition requirements and would have completely nullified the economic advantages of the more attractive Provincial Revenue Sharing formula associated with the 46-foot road. If such is the case, the Engineering Department is still left with its concerns about the traffic operational safety aspects brought out in this report. It is considered that some, but not all, of those concerns can be at least alleviated by providing appropriate widening at intersections and pull-off areas in the vicinity of Deer Lake Park. These measures can be taken within the framework of the "typical" pavement width of 36 feet curb to curb.

In view of the foregoing remarks, the Director Engineering, with considerable reluctance, recommends that Oakland Street be constructed as a 36-foot curb to curb road on the same width of grade as a 46-foot curb to curb road.

EEO:JB:sp


DIRECTOR ENGINEERING

cc: () Director Planning & Building Inspection
() Director Finance

