

ITEM 14
MANAGER'S REPORT NO. 73
COUNCIL MEETING 88/11/14

RE: DESIGN OF PROPOSED MAJOR ROAD PROJECTS
I) ROYAL OAK: OAKLAND TO GILPIN
II) MOSCROP/GILPIN: WAYBURNE TO DEER LAKE PLACE

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building Inspection be adopted.

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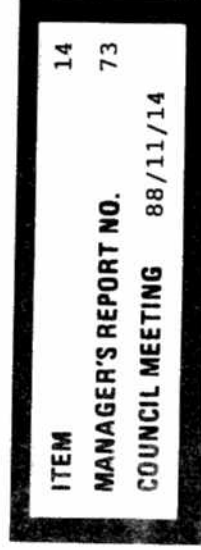
TO: MUNICIPAL MANAGER 1988 November 02
FROM: DIRECTOR PLANNING & Our File: 08.640
BUILDING INSPECTION "Royal Oak"
"Moscrop/Gilpin"

SUBJECT: DESIGN OF PROPOSED MAJOR ROAD PROJECTS
i) ROYAL OAK: OAKLAND TO GILPIN
ii) MOSCROP/GILPIN: WAYBURNE TO DEER LAKE PLACE

PURPOSE: To seek approval for a public review of the proposed alignments for Royal Oak and Moscrop/Gilpin.

RECOMMENDATIONS:

1. THAT the revised Royal Oak realignment proposal and the Moscrop/Gilpin Diversion proposal as outlined in this report be utilized as the basis for requesting comments from area residents and other interested parties at an Open House to be held in the area.
2. THAT a letter and summary of the proposed road concepts be forwarded to adjacent property owners inviting them to attend the Open House.
3. THAT Council hold a special meeting subsequent to the Open House to hear any delegations.
4. THAT this report be forwarded to the Transportation Committee and the Parks and Recreation Commission.
5. THAT upon receipt of the comments from interested parties, a further report be submitted to Council providing a summary of these comments together with specific recommendations relating to the adoption of the proposed Royal Oak realignment and the Moscrop/Gilpin Diversion.



R E P O R T

1.0 SUMMARY

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Both the Moscrop/Gilpin diversion and the improvement of the grade on Royal Oak (adjacent to Oakalla) have been in municipal plans since well before the adoption of the current Transportation Plan. Both projects are in the current 5 Year Capital Budget but a final design concept for each remains to be adopted by Council before final design and construction can proceed. The projects are related in function, as well as by proximity. A design for Royal Oak has been recommended by a consultant, taken to the public and subsequently reviewed and revised by staff. The revisions proposed are sufficiently fundamental that further public input is warranted.

The Moscrop/Gilpin diversion project has been approved by Council and referred to the Burnaby Transportation Committee which has reviewed and refined the design. This design has been discussed with the public at a recent public meeting regarding the Oakalla development but has not been the subject of a more formal public scrutiny.

This report briefly reviews the background to both projects as well as the design proposals currently recommended. The recommended public consultation process would deal with both projects jointly.

2.0 ROYAL OAK PROJECT

2.1 Background

The "Royal Oak Avenue Alignment Study" (by Associated Engineering) was based on the Council adopted transportation policies and plans that include Royal Oak as a secondary arterial and hence a truck route. A four lane roadway with a maximum grade of 10 percent was specified as a requirement to the design consultant. The consultant examined a number of alternatives (Item #11, Manager's Report No. 15, Council Meeting 1987 March 02) and recommended one project. The recommended alignment included a minor deviation eastward from the existing route. To meet the specified 10 percent maximum grade the existing steep profile of the road would have to be raised. This would require extensive fill on the hillside adjacent to the Oakalla lands and a lengthy viaduct north of Buxton where soil conditions preclude major fill embankments.

This proposal was adopted in principle by Council and was the joint subject (with the Deer Lake Plan) of an Open House at Marlborough School on 1987 June 10.

2.2 Public Consultation

The Director Engineering reported as follows:

"An Open House, authorized by Council at its meeting of 1987 April 20, was held on 1987 June 10 at the Marlborough School in conjunction with an Open House which had been planned for the Deer Lake Park Plan. The Open House attracted approxi-

mately 730 attendees, all of whom were given the opportunity to complete a questionnaire. Up to (1987 October) we have had 101 completed questionnaires returned to this office. A large majority of those responding live within a 1-mile radius of the portion of Royal Oak Avenue in question. Of the 101 responses, 58 (57.4%) said "no" to question #1. ("Do you support the realignment and improvement of Royal Oak Avenue as has been presented to you?"). For those responding negatively to question #1, we expected comments under question #2 which asked for suggestions as to how the proposal could be improved. Our expectations were fully realized as each of these respondents included at least one suggestion and/or comment. This report will not attempt to reiterate each and every comment, however, we have made an attempt to categorize the comments under some basic headings. A few of the more prominent and recurring comments were:

- too expensive
- this route should not include trucks
- requires more environmental impact studies
- seems to be oriented towards Metrotown

In addition to the above, there were a number of other comments made such as the following:

- resurrect some of the previous alternatives such as Forglen and/or Wayburne/Nelson
- choose one of the other options which would take Royal Oak realignment further away from existing properties
- solicit more public input
- provide compensation for lost property values and loss of view
- reevaluate the Major Transportation Plan
- use Bond instead of Oakglen as access to the neighbourhood on the west side
- make sure that the Moscrop/Gilpin diversion is completed prior to the Royal Oak Avenue realignment
- the bridge will be unsightly

The remaining questionnaires responded affirmatively to the road improvement (question #1) and a fair percentage of these also made suggestions and/or comments (in question #2), although it was not expected. These suggestions and/or comments included:

- need for more noise attenuation studies
- give more consideration to the existing neighbourhood and park amenities
- construct a Moscrop/Gilpin diversion prior to any improvements on Royal Oak Avenue
- review the proposal to allow truck traffic on this route
- review traffic problems at Kingsway and Canada Way intersections
- stop the Royal Oak improvements at the Gilpin/Moscrop intersection".

2.3 Design Review

A technical review of the project indicates that the development of Royal Oak as a truck route does not appear to be cost-effective. If the truck route requirement were abandoned much of the voiced public opposition to the project would be obviated. Without truck traffic the controlling maximum grade of 10 percent could arguably be increased. A steeper design would have significant cost savings and further help mitigate noise and visual impacts on the adjacent fronting land uses.

A design 'byproduct' of the truck route grade requirement (10%), alignment, and soil conditions in the Deer Lake valley, was the need to construct the road on a viaduct. The viaduct solution was seen as being particularly beneficial to Deer Lake Park development. Even with pedestrian crossings it has been concluded that any at-grade roadway will effectively bisect the park, limiting continuity of the park experience. Accordingly the design now proposed (see Figure 1 attached) retains the viaduct concept to mitigate the impact of the road on park continuity. However because the grade has been made slightly steeper (11% sustained) the height of filled embankment has been considerably reduced thereby addressing a major concern of existing residents along Royal Oak. This is illustrated by the cross section shown in Figure 2 attached.

In summary the 11 percent grade design now proposed is considered more environmentally responsive than the previous one for the following reasons:

- (i) Noise levels adjacent to the roadway will be reduced because the truck route function is eliminated.
- (ii) For existing residents along Royal Oak noise levels will be further attenuated because the road grade will be lowered as well as shifted even further eastward.
- (iii) The reduction in grade will obviate the view obstruction caused by the previous high embankments.
- (iv) The road access to Oakalla and the existing neighbourhood (via Buxton) will be better because road grades better conform to the existing ground line.

3.0 MOSCROP/GILPIN

At its meeting of 1987 October 05 Council received a staff report on the "Construction of the Moscrop/Gilpin Connector" and adopted the following recommendations:

"THAT the Moscrop/Gilpin (Diversion)/Deer Lake Place Route between Willingdon and Canada Way be designated a secondary arterial, and programmed for construction in 1988.

THAT the above recommendation and this report be referred to the Transportatation Committee."

The design of the Moscrop/Gilpin route has been reviewed and refined by staff in conjunction with the Transportation Committee. The design proposed (see Figure 3 attached) addresses a number of environmental concerns as well as the fundamental design constraint imposed by an existing trunk sewer (located on piles because of soil conditions). Although existing residential development adjacent to the new roadway has been designed to accommodate its effect through set-back and buffering, the current design further attenuates impact because it is separated further than initially proposed. The separation distance has been balanced against the desire to maximize the area of parkland and preserve existing trees. Additional impact mitigation will be achieved by a landscaped berm between the road and residential properties. The nature of any additional buffering on the park side will be further reviewed in conjunction with the forthcoming Park Planning process.

In summary the design now proposed is better than the one originally envisaged in the 1970s because:

- (i) The road is now substantially buffered from the adjacent residential areas east of Wayburne by increased separation.
- (ii) Noise and visual intrusion will be further attenuated by berming and landscaping.
- (iii) The curvilinear parkway design of the alignment will improve the "quality" of the route for the user.

4.0 TIMING AND PUBLIC CONSULTATION

It is now proposed that the Moscrop/Gilpin connector be constructed over a two year period commencing in 1989. Thus in 1991 that project would be finished and work would commence on the Royal Oak improvement project (assuming Oakalla prison is phased out as expected).

It is proposed that public consultation will be carried out in conformance with the procedures previously used for public consultation with respect to the Oakalla development. The public consultation process will be carried out early in 1989, after the forthcoming year end holiday season. As previously, the public will be informed via the press and a selective direct mailing. The mailing will be limited to the neighbourhoods adjacent to the road proposals - approximately covering the properties mapped by Figure 1 and Figure 3.

Staff will report on the results of the consultation process and recommend a final design concept to Council.



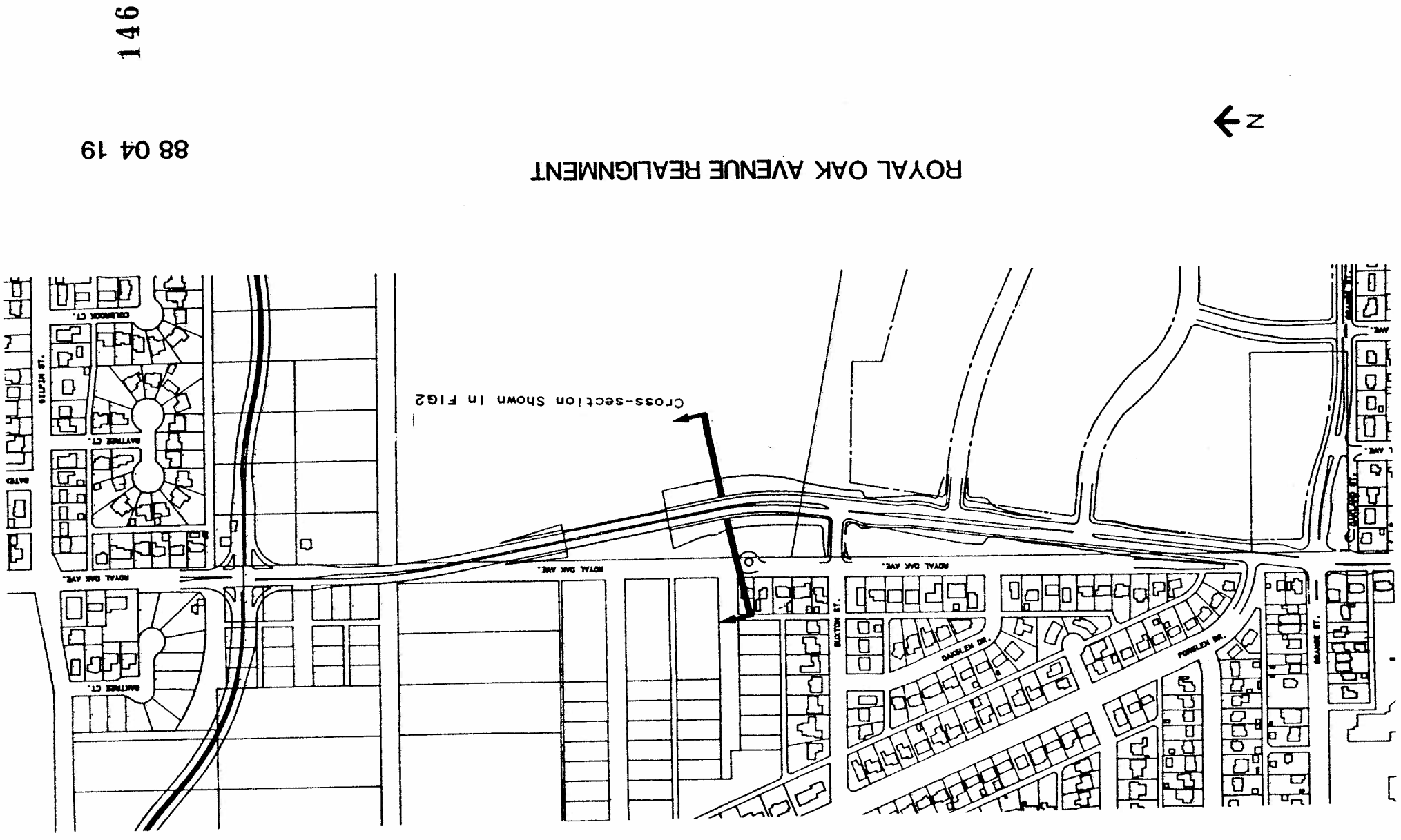
A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

PL/mcb
Attachs:

cc: Director Engineering
Director Parks & Recreation

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FIGURE 1: ROYAL OAK PROJECT - PROPOSED DESIGN IN PLAN VIEW



ROYAL OAK AVENUE REALIGNMENT

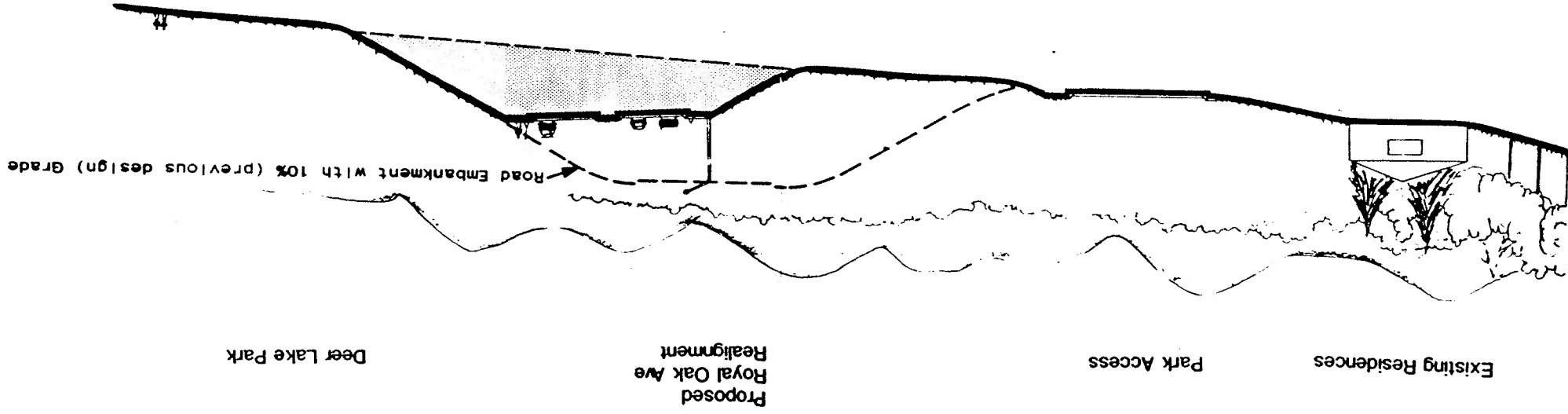
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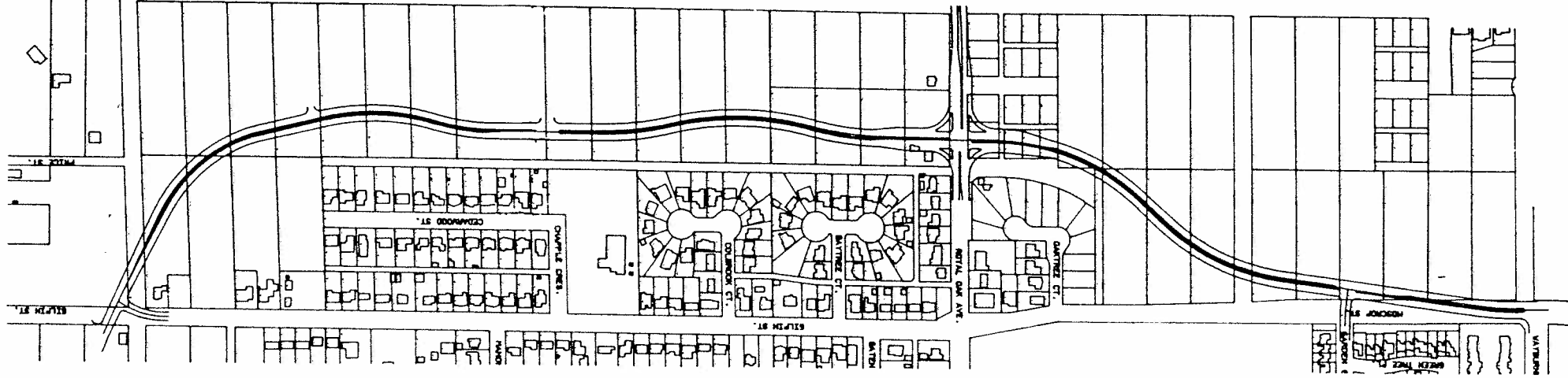
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FIGURE 2 : ROYAL OAK PROJECT - PROPOSED DESIGN IN CROSS-SECTION



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FIGURE 3: MOSCROP/GILPIN PROJECT - PROPOSED DESIGN IN PLAN VIEW



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MOSCROP - GILPIN DIVERSION

