

TO: MUNICIPAL MANAGER 1991 SEPTEMBER 16

FROM: DIRECTOR ENGINEERING

SUBJECT: THE 1992 LOCAL IMPROVEMENT CONSTRUCTION PROGRAM

PURPOSE: TO PROVIDE A STATUS REPORT ON THE LOCAL IMPROVEMENT PROGRAM

RECOMMENDATION:

THAT the 1992 Local Improvements Construction Program encompassed in this report be approved, and the following implementation steps be taken:

- (a) Prepare engineering designs;
- (b) Prepare frontage tax assessment rolls;
- (c) Submit a cost report in accordance with Section 662 of the Municipal Act.

REPORT

1.0 SUMMARY

This report addresses the status of the Local Improvement Program (LIP) proposed for construction in 1992. It seeks approval to commence engineering designs and preparation of assessment rolls to facilitate start of construction in early spring. The LIP program forms a valuable and integral component of our management system required to protect the Corporation's significant investment in its infrastructure. It continues to be extremely popular with property owners as evidenced by the number of successful initiatives over the past several years. In view of the continued interest in the program, it would be appropriate to initiate for construction next year \$3.0 million in paving works and \$0.5 million for streetlighting improvements. Recent experience has indicated an approval rate by property owners of 80% of initiated projects, with the Corporation's share of total construction costs in the range 55-70%. The proposed program is similar to previous programs and as such a high approval rate is envisioned. Debt repayment of local improvements constructed in 1992 would have its first budgetary impact in 1993 and is anticipated to be in the range \$173,000 - \$220,000 based on the above acceptance rate.

2.0 THE LOCAL IMPROVEMENT PROCESS

The Municipal Act prescribes that Council may, by bylaw, direct certain types of work be undertaken as local improvements. However, within Burnaby, local improvements have been limited to the following categories:

1. Paving works (Including lanes)
2. Street lighting

The program responds largely to property owner requests for improvements, but may also include projects initiated by the Corporation where there are concerns for traffic and pedestrian safety or maintenance considerations. If a property owner wishes to have his/her street improved, current practice requires that a written request be submitted to the Engineering Department, stating the specific location and desired improvements, in order for it to be included in the LIP program.

Corporation proposed projects are compiled from Council requests and staff recommendations. These are generally collector streets which form an important component of our Transportation Network. Since no other source of funding has been identified for the widening and upgrading of collector streets, the LIP program has been invaluable in their rehabilitation.

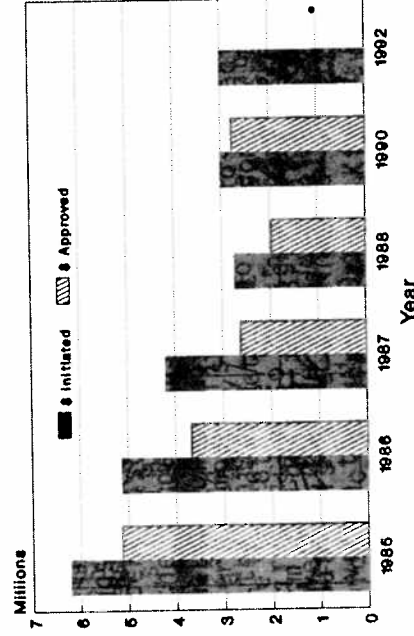
2.1 PAVING WORKS

The LIP paving works program is the primary means of upgrading "unfinished" streets in residential areas. It forms a valuable component of our overall pavement rehabilitation program. Streets which are candidates for upgrading under the LIP program could be classified as having typically an aging interim strip pavement of asphaltic concrete, gravel road shoulders, ditches and culverts for storm drainage. Construction of a project provides installation of proper storm drainage facilities, eliminates gravel shoulders, and rehabilitates the asphalt pavement. Trees are provided where necessary.

Requests for improvements must demonstrate a significant interest in the proposed project and be accompanied by a signed petition containing at least ten, or 50%, (whichever is lesser) of abutting property owners.

Figure 1 depicts the spending profile for LIP paving programs 1985 - 1992.

**LOCAL IMPROVEMENT PAVING PROGRAM
EXPENDITURES: (1985 - 1992)**



• Proposed Initiations for construction in 1992

FIG: 1

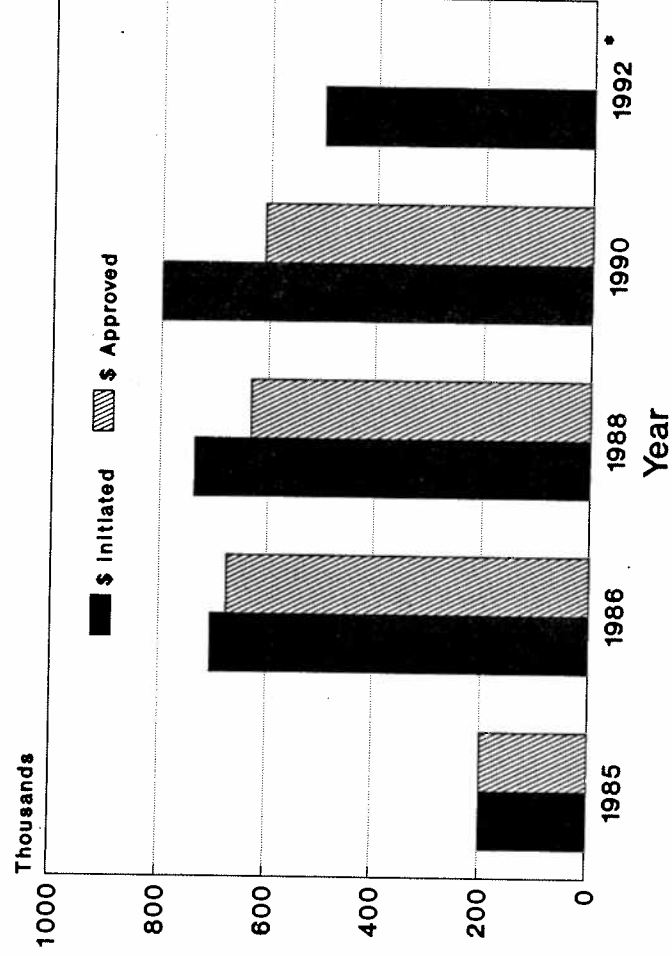
2.2 STREET LIGHTING

Many streets in Burnaby have streetlights attached to B.C. Hydro poles. These are referred to as "leased" lights and are placed generally at intersections or at a minimum distance of 700 feet apart. Some streets have no lighting at all. The LIP streetlighting program provides a more permanent form of lighting, where improved lighting levels are achieved by spacing light poles at 140 - 170 ft apart.

In order for a street to be included in the program abutting property owner(s) must submit a written request to the Engineering Department. Each proposed project is reviewed to determine its overall feasibility with regards to availability of a power source, existence of other permanent street lighting and its impact on continuity of lighting levels in the vicinity. In some instances, the limits may exceed that requested by the property owner. This is done in an effort to optimize costs by utilizing existing distribution connections and provide a finished standard of lighting, consistent with the overall objective of the street lighting program.

The spending profile for LIP streetlighting programs during the period 1985 - 1992 is shown below in Figure 2.

LOCAL IMPROVEMENT LIGHTING PROGRAM EXPENDITURES: (1985 - 1992)



* Proposed initiation for construction in 1992

FIG: 2

3.0 BENEFITS OF THE LOCAL IMPROVEMENT PROGRAM

The LIP program has many advantages which speak in its favour as a valuable and integral component of our public works infrastructure management system, as follows:

1. The improvements continue to be extremely popular with the property owners as borne out by the number of successful initiations stemming from property-owner requests.
2. The user-pay-concept is enhanced, with the benefiting property owners paying directly a portion of the total cost rather than the total burden falling on the taxpayers at large.
3. Improved community aesthetics are realized, with local improvement programs contributing to making Burnaby an up-to-date, developed, progressive, urban community.
4. Pavement rehabilitation is achieved, with the program being an integral and very real component in offsetting maintenance requirements.
5. Ditch elimination and proper long-term storm drainage management is effected coincident with the paving works.
6. Streetlighting provides a very definite element of benefit to citizens at large in improving the safety of pedestrians and vehicular traffic and in the general deterrence of crime and vandalism of private property.

4.0 PROGRAM COMPOSITION

The LIP program has proven to be quite popular as evidenced by the high acceptance rate experienced over the past several years. Recent requests have consistently exceeded budgetary provisions.

4.1 PAVING WORKS

The last LIP roadworks program - currently under construction - was submitted for Council's approval at its regular meeting of 1990 August 29. There were twenty-three (23) requests "on the books" with a total estimated construction cost of \$6.0 million. Council directed staff to undertake an LIP program which would see projects to a total of \$3.0 million/annum initiated for construction in 1991 and 1992. Fourteen (14) projects with an estimated construction costs of \$3.0 million were subsequently initiated in February 1991, thirteen (13) of which were approved for construction. The remaining 9 requests were deferred.

Following approval of the last program, a total of twenty-eight (28) requests have accumulated "on the books", with an estimated construction cost of \$7.0 million. In order that there not be an unreasonable waiting period in the LIP process it would be appropriate to initiate a further \$3.0 million of paving works for construction in 1992.

The proposed paving program, shown in **Appendix A**, is comprised of eleven (11) projects, nine of which were deferred from the 1991 construction program. The list also includes; Brantford Avenue, Imperial to Oakland; and Sixth Street, Wesley Drive to Burriss, both of them as Corporation-initiated projects. Total estimated costs of paving improvements is \$3.0 million. Attached as Appendix B is a map showing the location of proposed projects.

3.2 STREELIGHTING

The last streetlighting program was approved by Council at its regular meeting of 1990 July 07. It is currently under construction and is scheduled for completion end of October. The proposed program, shown in **Appendix C**, is comprised of twenty five (25) projects, all of which satisfied the requirements for property owner request and includes all such requests that have been received to date. Total estimated costs of the program is \$0.5 million. Attached as Appendix D is a map showing the location of proposed projects.

4.0 BUDGETARY IMPACT OF LIP

The cost impact of an LIP program is broken into two components:

1. Property Owner Share
2. Municipal Share

At present, the annual charge per taxable foot paid by the property owners for paving works is based on 50% of the cost of constructing an average 8.5m (28ft) wide standard which is the established width for local residential streets. The Municipal share represents the remaining 50% plus construction costs for storm sewers and any construction in excess of 28ft. At present, the property owners' rate based on 50% of a basic "average" 28ft street equates to:

\$5.83 per Year/taxable ft. for 15 years for paving and curbs;
\$7.24 per Year/taxable ft. for 15 years for paving, curbs and sidewalk.

The percentage of total construction costs paid for by the Corporation is therefore dependent on the program mix as to class of works. In other words, if a program were comprised entirely of 28ft wide streets, the split in total construction costs (excluding storm sewers) would be 50/50. However, if the program were to include some collector (36ft) streets, the Corporation share would increase as a percentage of the total. Experience would indicate the Corporation's share can be expected to range between 55-70%.

The present rate for streetlighting improvements is \$1.16/taxable foot frontage. The rate represents 60% of total estimated construction costs. Current frontage tax rates for paving and streetlighting improvements were adopted by Council on 1991 February 04 and will be reviewed in an ensuing cost report to Council.

The precise level of required funding for the proposed LIP program and its impact on future Municipal budgets is not known at the outset because it is contingent on which and how many projects will be approved by the property owners. Past practice would indicate that an acceptance rate of 80% could be reasonably expected. Thus initiation of a \$3.5 million program - \$3.0 million paving plus \$0.5 million streetlighting - would translate into \$2.8 million construction costs.

The calculated range of gross additional annual cost of servicing debt for every \$1,000,000 worth of construction financed from Capital Reserves and repaid at 8% - over fifteen (15) years for paving and 10 years for streetlighting - would extend from approximately \$60,000, assuming the Corporation paid 55% of the total cost to approximately \$75,000 if the Corporation's share were as high as 70%. Debt repayment of an LIP program constructed in 1992 would have its first budgetary impact in 1993.

5.0 PROGRAM SCHEDULE

Our customary practice has been to initiate a paving program to the property owners in the fall/winter in order to achieve construction in the following summer. Streetlighting improvements follow a similar initiative process, however, the installation of these projects is less susceptible than paving to the vagaries of weather and thus affords more flexibility in scheduling. A tentative planning schedule is shown in Figure 3.

LOCAL IMPROVEMENT PROCESS
Planning Schedule (1992 Proposed Program)

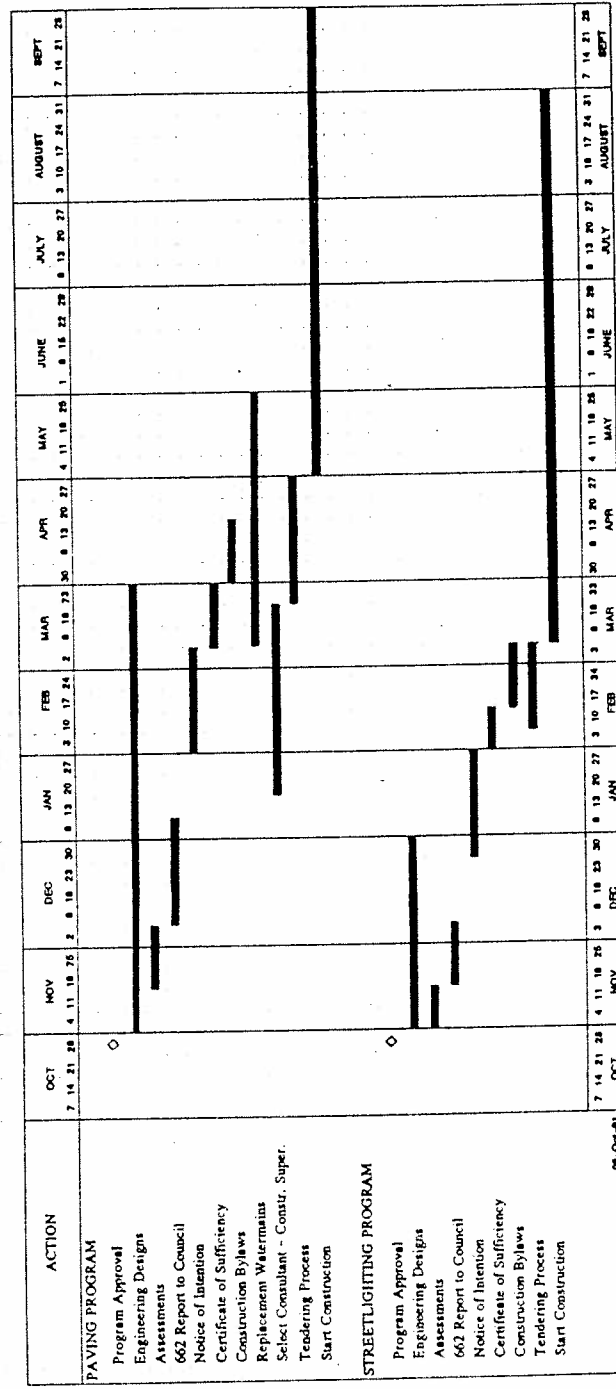


Fig. 3

The LIP process is such that considerable lead time is necessary in order to construct the works in early summer and to take advantage of more competitive prices in the early part of the construction season. In order to facilitate optimum planning, it is recommended that the requisite engineering design work be commenced in the Fall. There are distinct advantages in having the program fully designed ahead of time in the form of identifying special construction problems, in taking off quantities, and in preparing contract packages ready to take early advantage of available capacity in the construction market. Additional financial benefit may be gained in having designs prepared throughout the winter months rather than next summer when engineering consultants would have less resources to deploy on the assignment. Costs of engineering design services are estimated not to exceed \$90,000 and funds are specifically provided, on a revolving basis, in the 1991-1995 Capital Budget.

Council's approval of the recommendation would permit commencement of engineering designs and preparatory work necessary for initiative notices to be sent to the property owners for their approval during the fall of this year. The program will be subsequently returned to Council through the Municipal Clerk's Certificate of Sufficiency for approval to bring forward the necessary Construction Bylaws in sufficient time for Spring tender calls, which will enable us to take make optimum use of the summer construction season.

6.0 CONCLUSIONS

Staff have received property owner requests for local improvements with a total estimated construction cost of \$7.5 million. However, in recognition of budgetary limitations, a program reduced in scope to \$3.0 million for paving works and \$0.5 million for street lighting improvements is proposed for initiation and construction in 1992. It is anticipated that a \$3.5 million initiative with an 80% approval rate would result in approximately \$2.8 million construction expenditures.

It is desirable that the disposition of the LIP program be determined at this time so that the pertinent property owners may be advised. The requests have accumulated over the past two years and at present these property owners are anticipating that construction would be scheduled for 1992.

AAS/
Attach(4)
cc: Director Finance
Director Administrative & Community Services
Municipal Clerk
Municipal Solicitor


DIRECTOR ENGINEERING

APPENDIX "A"

LOCAL IMPROVEMENT PAVING WORKS Proposed 1992 Construction Program

ITEM	16
MANAGER'S REPORT NO.	62
COUNCIL MEETING	91/10/28

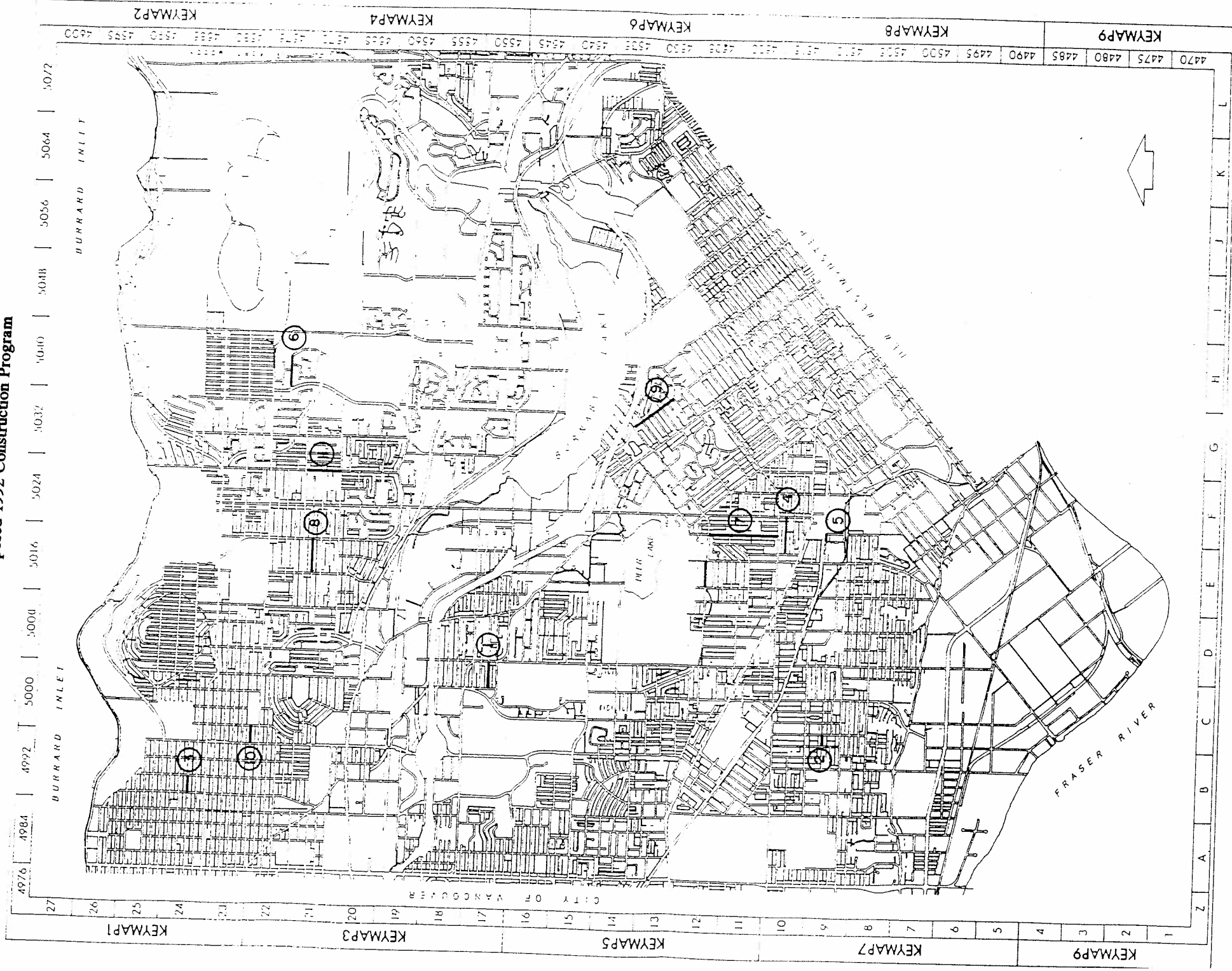
STREETS	LIMITS	DESCRIPTION
Hardwick St	Westminster Ave to Canada Way 4900-5100 Block	8.5m pavement, curbs and walks both sides and trees as req. Street light ducts
Watling St	Frederick Ave to Gray Ave 4500 Block	8.5m pavement curb and walks both sides, storm sewer and trees as required
Pandora St	Carleton Ave to Madison Ave 4200 Block	8.5m pavement curb both sides separated walk s/side, replacement separated walk n/side, trees as required
Elwell St	Colborne Ave to Sperling Ave 6400-6600 Blocks	8.5m pavement curb and walks both sides and trees as req. Street light ducts
Beresford St	Hedley Ave to Conway Ave 6500 Block south side	14m pavement curb and walk, Storm sewer, street lights and trees as required
Aubrey St	Burnwood Dr to Pinehurst Dr 7400-7600 Blocks	8.5m pavement curb south side, walk north side, storm sewer and trees as required
Brantford Ave **	Imperial St to Oakland St	8.5m pavement, curb and sidewalks both sides and trees as required
Grant St	Fell Ave to Kensington Ave 6100-6500 Blocks	8.5m pavement curb and walks both sides, storm sewer and trees as required Street light ducts
Sixth St **	PL 7878 Burris to Welsley Dr 5900-6200 Blocks	8.5m pavement, curb and walk on the S/W side, curb only on the N/E side and trees as required.
Venables St	Willingdon Ave to Alpha Ave 4500 Block	8.5m pavement, curb and walk both sides, storm sewer and
Cliff Ave	Kitchener St to Halifax St 1400-1700 Blocks	8.5m pavement, curb and replacement walk on the west side, curb only on the east side, storm sewer and trees as required

** - Denotes Corporation initiative

APPENDIX B

ITEM 16
 MANAGER'S REPORT NO. 62
 COUNCIL MEETING 91/10/28

LOCAL IMPROVEMENT PAVING PROGRAM Proposed 1992 Construction Program



B U R N A B Y

APPENDIX C

LOCAL IMPROVEMENT STREETLIGHTING

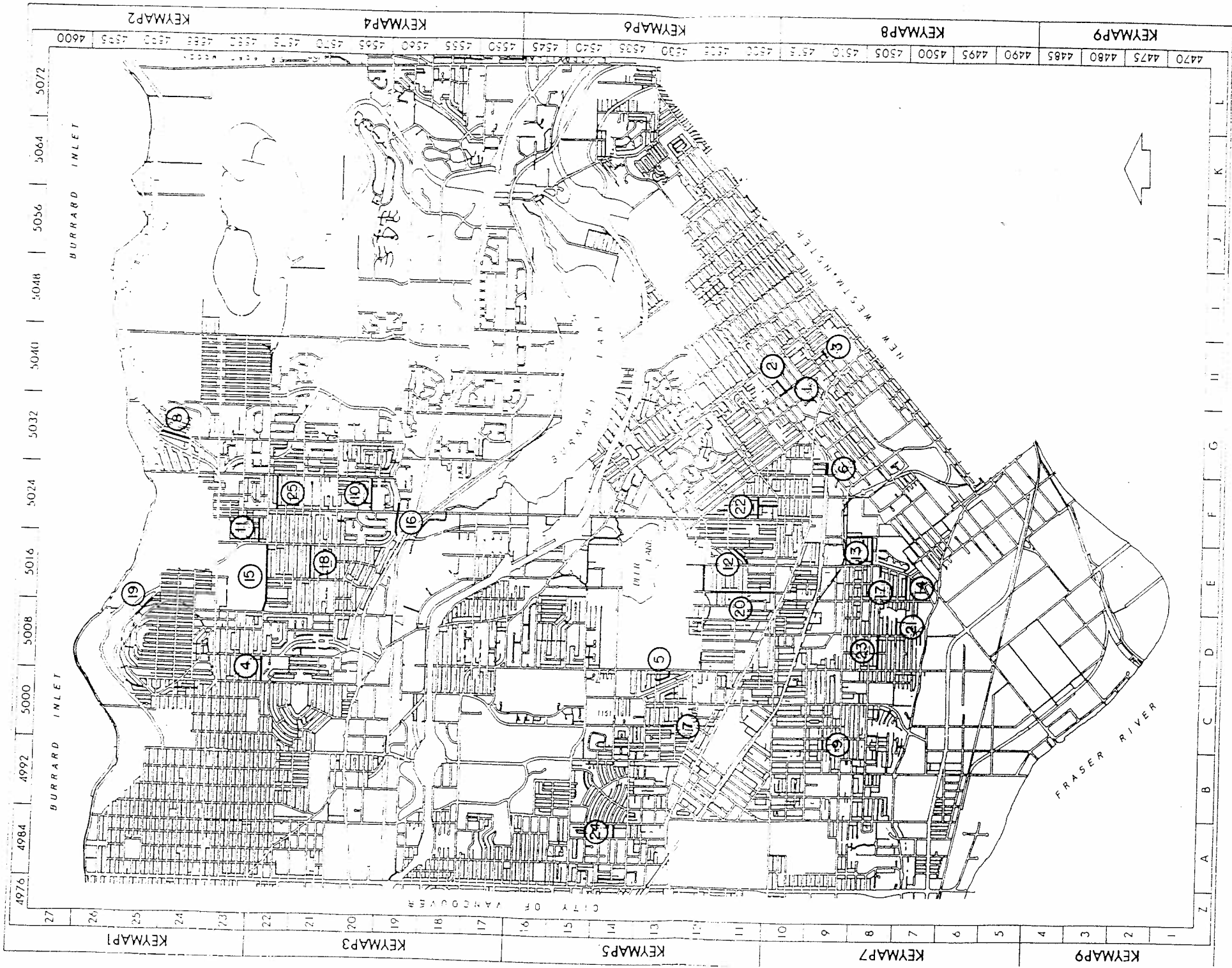
Proposed 1992 Construction Program

No:	STREET	LOCATION
1	Mary Ave	Eighteenth Ave to Edmonds
2	Nineteenth Ave	Mary to Edmonds School
3	Thirteenth Ave	Davies St to 100m west of Mary Ave
4	Venables St	Delta to Springer
5	Oaklen Dr	Buxton to Royal Oak
6	Beresford St	Acorn to Salisbury
7	Sussex Ave	Sardis to Grafton
8	Barnet Rd	Bayview to Ridge
9	Watling St	Frederick to Gray
10	Adair St	Sperling Avenue to Cliff Avenue
11	Dunedin St	Kensington to Grove
12	Bryant St	Gilley to Lakeview
13	Portland St & Hedley Ave	Gilley to Hedley Portland to Neville
14	Patrick St	Buller to Gilley
15	Curtis St	Holdom to Kensington Avenue
16	Broadway	Sperling to Bainbridge
17	McKee St	East side of ravine to Gilley
18	Grant St	Fell to Kensington
19	Highfield Dr	Warwick to WPL 5751 Highfield
20	Waltham Ave	Imperial to Service
21	Carson St	McPherson east to ravine
22	Ashworth Ave & Burford St	Imperial to Burford Griffiths to Sperling
23	McKee St	Royal Oak to McPherson
24	Brandon St	Inman to Patterson
25	Napier St	Sperling to Cliff

APPENDIX D

ITEM 16
MANAGER'S REPORT NO. 62
COUNCIL MEETING 91/10/28

LOCAL IMPROVEMENT STREETLIGHTING Proposed 1992 Construction Program



MAP116/001

B U R R A D I N L E T

