

TO: CITY MANAGER

1998 JULY 09

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: 1997/98 CYCLING NETWORK PROGRAM
LAKEFIELD BICYCLE ROUTE

PURPOSE: To update Council on the status of the Lakefield Bicycle Route and to seek authority to bring down a Capital Reserves Expenditure Bylaw.

RECOMMENDATIONS:

1. **THAT** a Capital Reserves Expenditure Bylaw in the amount of \$498,650 (inclusive of 7% G.S.T.) be brought down to fund the design and construction of the Lakefield Bicycle Route.
2. **THAT** a copy of this report be forwarded to the Bicycle Advisory Committee.

R E P O R T

1.0 BACKGROUND:

The Lakefield Bicycle Route is proposed to run for approximately 5 kilometres from the Deer Lake Civic Complex, across Canada Way and along Lakefield Drive/4th Street to New Westminster (see *attached* Figure 1). On 1997 September 27 Council received a report outlining capital cost sharing under the 1997/98 Canada/B.C. Infrastructure Works Program for four Cycling Network Program (CNP) projects which Burnaby was fortunate to obtain, with the Lakefield Bicycle Route being one of these projects. Under the CNP the route was awarded two-thirds cost sharing of \$166,666 with the City being responsible for one-third – or \$83,334 – based on an initial budget estimate of \$250,000. In order to qualify for this funding route construction must be completed by 1999 March 31.

The other three projects which were awarded funding under the 1997/98 CNP were the North/South Bicycle Route, the Willingdon Urban Trail and an extension of the Burnaby Mountain Urban Trail over Stoney Creek. These three projects are in various stages of construction and will all be completed by the fall of 1998. The total combined grants for these three projects are \$431,332, out of a combined application budget of \$647,000.

The Lakefield Bicycle Route is a very important link in the Burnaby Cycle Route network. The route will act as a link between two significant parks (Deer Lake Park and Robert Burnaby Park) and provide a significant section of a continuous greenway corridor between these two parks. It will also provide cyclists from the southeast area of Burnaby improved access to the Deer Lake area's cultural facilities by offering a safe route across Canada Way via the new signal to be installed this summer at the intersection of Canada Way and Sperling. The Lakefield Bicycle Route will also provide links for cyclists from the central and eastern portions of Burnaby into New Westminister, with the proposed route linking directly into New Westminister's Queen's Park Bikeway on 2nd Street.

Plans for a trail to run along the Trans Canada Highway between Deer Lake Park and Robert Burnaby Park have been in existence since their adoption by Council on 1980 January 14 as part of the *Burnaby Trail Study* (see *attached* Figure 2). A continuous green buffer zone is planned to run along the south side of the Trans Canada Highway, linking Deer Lake Park to Robert Burnaby Park, and will eventually connect into the Cariboo area and the Lougheed Town Centre. As well, the off-street portion of the Lakefield Bicycle Route is a designated Park Trail component of the Parkland Acquisition Program. More recently, the Burnaby Bicycle Advisory Committee recommended to Council on 1996 September 26: "That the Lakefield Bike Route be given a high priority for Burnaby's submission to the 1997/98 Cycling Network Program for cost sharing from the Province." The Lakefield Bicycle Route is also identified in the Council-adopted Burnaby Transportation Plan as an alternate cycle road, providing cyclists an alternate route to the high-volume Canada Way corridor (see *attached* Figure 3).

This report outlines the results of public consultation that has occurred in relation to the Lakefield Bicycle Route, gives the current status of the route design and financing and brings down the necessary capital expenditure bylaw to finance the final design and construction of the route.

2.0 PUBLIC CONSULTATION

2.1 Public Open House

A public meeting was held for the Lakefield Bicycle Route in the evening of 1998 April 29 at the Second Street Community School. Thirty-six residents were in attendance, as well as staff from the Planning, Engineering and Parks Departments. During the meeting staff presented materials illustrating the route alignment as well as a short presentation on the route and its character.

2.2 Issues Raised at The Public Open House

A discussion followed the presentation where residents attending the meeting generally supported the Lakefield Bicycle Route. However, some areas of concern were raised by residents; for example, Lakefield area residents cited the need for traffic calming measures. Residents stated that traffic calming should be installed before the route can become safe for cyclists. Staff informed residents that traffic calming was intended to be incorporated along the portions of

Lakefield Drive and 4th Street where the bicycle route was proposed.

Residents also expressed concern about the off-street portion of the route which runs east of Rayside Street, along the north side of the 'One Arbour Lane' townhouse development to the corner of Burriss Street and 6th Street (see attached Figure #4). Residents of Donovan Avenue, expressed opposition to use of their cul de sac street since it serves as a play area for their children.

Regarding the alignment of the route relative to the One Arbour Lane townhouse development, the route is proposed to run north of the northern property line, along the historic B.C. Electric Tramline right-of-way (part of the former Inter-Urban Rail System) which is now owned by B.C. Hydro. Residents of this development expressed concerns that the proposed pedestrian and bicycle route will reduce their privacy and bring increased crime to the area. Residents were advised they would be consulted on how to minimize the impact of the bicycle route by exploring screening and security options such as fencing and planting.

Some meeting participants supported the development of bicycle routes and urban trails in Burnaby. They supported the encouragement of cycling and walking as a transportation alternative to the automobile, and refuted comments that bicycle route development results in increased vandalism and crime. It was noted that cyclists regularly using a route take an interest in the community it passes through and act as a means of surveillance for the community. Supporters also stated that cycle routes and trails are amenities for communities which can be enjoyed by residents of the community they pass through, as well as by cyclists.

2.3 Addressing Concerns Raised at Public Open House

At the Open House, staff indicated they would again meet with a number of 'sub-groups' to discuss some detailed aspects of the route. Four sub-groups were identified at the public meeting: 1) One Arbour Lane Townhouse Development residents, 2) Donovan Avenue residents, 3) Lakefield Drive/4th Street area residents, and 4) the property owner at 7874 Rayside Street. It was proposed that possible treatments along the trail such as fencing and screening would be discussed with One Arbour Lane residents; a possible alternate alignment behind Donovan Avenue would be discussed with that cul de sac's residents; traffic calming details on Lakefield Drive/4th Street along the proposed bicycle route would be discussed with those residents; and treatments such as fencing and landscaping would be discussed with the property owner of 7874 Rayside Street which is adjacent to the off-street portion of the route. A summary of the Open House was mailed to all residents who signed in.

Staff met with residents from the One Arbour Lane townhouse development on 1998 June 25 at the One Arbour Lane Recreation Centre to discuss treatment of the route along their northern property line and look at options for fencing and screening in this area. Approximately 20 residents attended this meeting as well as staff representing the Engineering, Planning and Parks Departments. At this meeting residents did not address fencing or screening options for the trail but, rather, stated that they were strongly opposed to the route. This development has been

maintaining a large lawn adjacent to their northern property line intruding upon a substantial portion of the B.C. Hydro right-of-way. Residents felt that the proposed route would lead to an increase in crime in their development and increased loitering in the area. Concerns were also expressed about the environmental impacts of the route on the treed areas. If this alignment was pursued, residents indicated a desire for the route to be at the maximum distance possible away from their townhouses. The One Arbour Lane residents suggested an alternate alignment for the bicycle route to run south-east along Buckingham Avenue to Burris Street, then on Burris east across Canada Way. Staff have examined this alignment and consider the original alignment preferable due to concerns for cyclist safety along the Buckingham route and such a route alteration would involve an extended area for consultation with residents who have not previously been involved in the process. This would likely not permit the construction deadline to be met. Additionally, significant alterations from the alignment of the original CNP application would require re-evaluation of project funding by the CNP.

A meeting with Donovan Avenue residents was held on 1998 July 02 at City Hall. The purpose of the meeting was to inform residents of a proposal to have the route go behind their block instead of along Donovan Avenue. Although all residences along Donovan Avenue east of Rayside Street were notified, only residents of one household attended the meeting. The residents were more favourable to the bicycle route going on a trail behind their house instead of on the street in front, but still had some concerns regarding security and possible littering along the off-street path.

Staff met with eight residents of the Lakefield Drive/4th Street area on 1998 July 08 to present proposed plans for traffic calming along the portions of Lakefield Drive and 4th Street affected by the bicycle route. Residents were concerned with traffic speeds and volumes along the bicycle route, but also expressed concerns about the amount of traffic throughout their area as a whole. Staff have taken resident comments into consideration and will further consult with residents on appropriate traffic calming solutions along the bicycle route.

Staff have also met with the property owner of 7874 Rayside Street whose property is adjacent to the off-street section of the route. Construction in this portion will require relocation of a fence and berm along the above-noted property. Staff are working with the property owner to ensure minimal impact of the off-street path on the adjacent property in this section.

3.0 ROUTE DESIGN

3.1 General Route Character

The Lakefield Bicycle Route is primarily an on-street route which will be marked with signage where appropriate. Improvements along the on-street portions include installation of a traffic signal at the intersection of Canada Way and Sperling and a cyclist/pedestrian signal at 4th Street and 16th Avenue. As well, traffic calming will be installed along 4th Street/Lakefield Drive and improvements will be made to the existing traffic circles in this area.

3.2 Off-street Section

The off-street section of approximately 475 metres runs from the north end of Rayside Street through to the corner of Burriss Street and 6th Street (see *attached* Figure 4). It is proposed that the alignment be altered to avoid having the route run along Donovan Avenue, and as a result, the off-street portion is an additional 175 metres longer than initially planned.

A majority of the off-street section is proposed to run along the historic B.C. Electric Tramline which is currently a right-of-way owned by B.C. Hydro. B.C. Hydro is of the view that the City should acquire this right-of-way property if the bicycle route is to follow this alignment. Staff are pursuing a report to the Parks and Recreation Commission to pursue the acquisition by the City of this property which is in the City's Parkland Acquisition Program. Construction of the path along this historic route offers an opportunity for an historic interpretation feature to be incorporated into the route design. It is planned that the path will run over the old railroad bed as much as possible. Utilizing the old railroad bed itself for the path, as originally intended, would place the path 20.8 metres (68.4 feet) from the nearest residences of One Arbour Lane (see *attached* Figure 5). Moving the alignment as far north as possible in the approximately 96 metre long stretch of the path fronting the One Arbour Lane property will place the path up to 32.1 metres (105.4 feet) from the nearest townhouses (see *attached* Figure 5). This option would further mitigate impacts of the path on One Arbour Lane and, therefore, staff are proposing that this option be pursued. Fencing and screening could be added to this portion of the route to further buffer One Arbour Lane from the path. Two creek crossings must also be constructed in this area of the route, and staff have applied to the Provincial Ministry of Environment, Land, and Parks (and the Federal Department of Fisheries and Oceans) for approval of this construction. Approval from the Ministry is expected shortly in order to permit commencement of construction within the fisheries window this summer.

4.0 FINANCING

When the Lakefield Bicycle Route was originally proposed in 1996 the preliminary budget for the project was estimated at \$250,000. Due to various changes in the design and new issues arising as staff have pursued the design of this bicycle route, the revised budget estimate for route design and construction is \$480,000 net of G.S.T. rebate. A large part of the budget increase is due to many of the conditions in the off-street portion of the route being altered from the initial design. Costs are affected by the addition of a 175 metre off-street portion (from the end of Rayside Street to the B.C. Hydro right-of-way), the re-alignment of the path as far north as possible in the B.C. Hydro right-of-way and screening adjacent to One Arbour Lane. As well, requirements for the creek crossings are now clearer and more significant. The revised budget estimate also includes a 25% contingency of \$96,375 which could possibly be reduced once the project has been fully designed and all necessary costs have been accounted for.

Construction of the off-street section including the creek crossings needs to be pursued as soon as possible if the scheduled completion date of 1999 March 31 is to be met in order to receive the

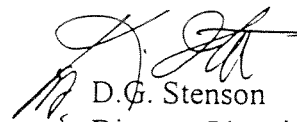
\$166,666 in funding grants.

The Lakefield Bicycle Route remains a high priority cycling network linkage. Proper provision of this route in future would still require the issues mentioned in this report to be addressed together with any new concerns that might arise. If the route were to be pursued at a future time the real costs would still remain, with no guarantee of cost sharing grants through the CNP. Most notably, costs for the off-street portion of this route are in line with costs of other off-street paths which have been recently constructed in Burnaby.

Sufficient Capital Reserves are available to finance this project which is included under the 1998 Bicycle Program component of the 1998-2002 Annual Capital Program in the amount of \$250,000, however costs exceed the 1998 budgetary provision by \$230,000. It is therefore recommended that \$230,000 be brought forward from the 1999 Bicycle Program component of the 1998-2002 Capital Program and that a Capital Reserves Expenditure Bylaw in the amount of \$498,650 (inclusive of 7% G.S.T.) be brought down to finance this project. It is acknowledged that this project will exceed the 1998 Capital Spending Limit. Capital Reserves will be reimbursed upon receipt of the \$166,666 Federal/Provincial grant.

5.0 SUMMARY

The Lakefield Bicycle Route is a very desirable route in an area where other viable options do not exist. It will be an important link in Burnaby's cycle network, providing cyclists with a connection from the Deer Lake Civic Complex to the south-eastern sector of the City and provide cyclists an alternative to the busy Canada Way corridor. Additionally, the route follows a Council and Parks and Recreation Commission adopted plan to provide a greenway corridor connection between Deer Lake Park and Robert Burnaby Park. Acquisition of the B.C. Hydro right-of-way for the route will also be a significant amenity for the surrounding community which is somewhat park deficient. Timing is a very important factor in completion of this project, with a current deadline of 1999 March 31 in order to receive the Federal/Provincial grant.



D.G. Stenson
Director Planning and Building

PSF/ds
Attach.

cc: Director Engineering
Director Finance
Director Parks, Recreation and Cultural Services

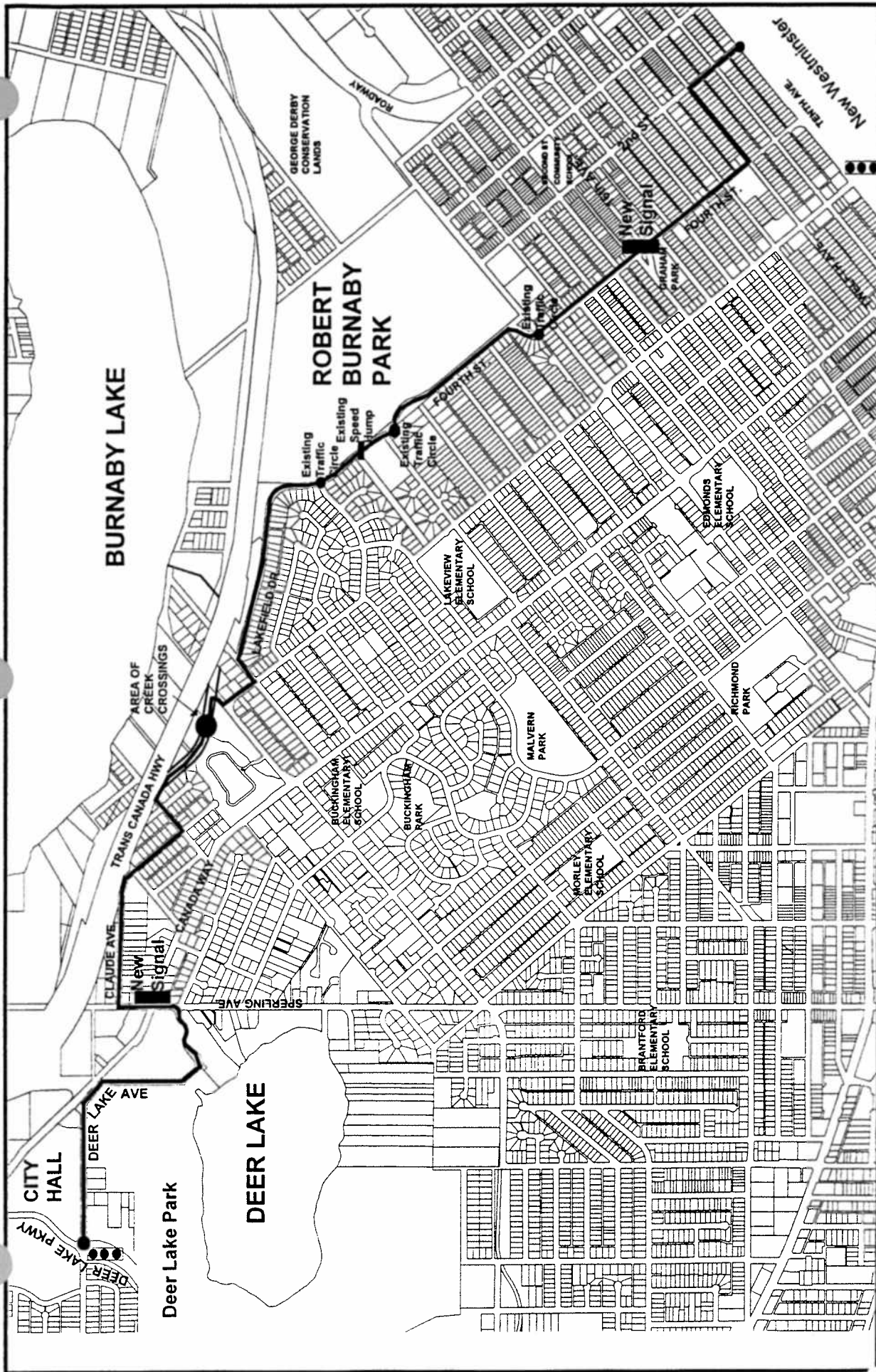


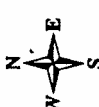
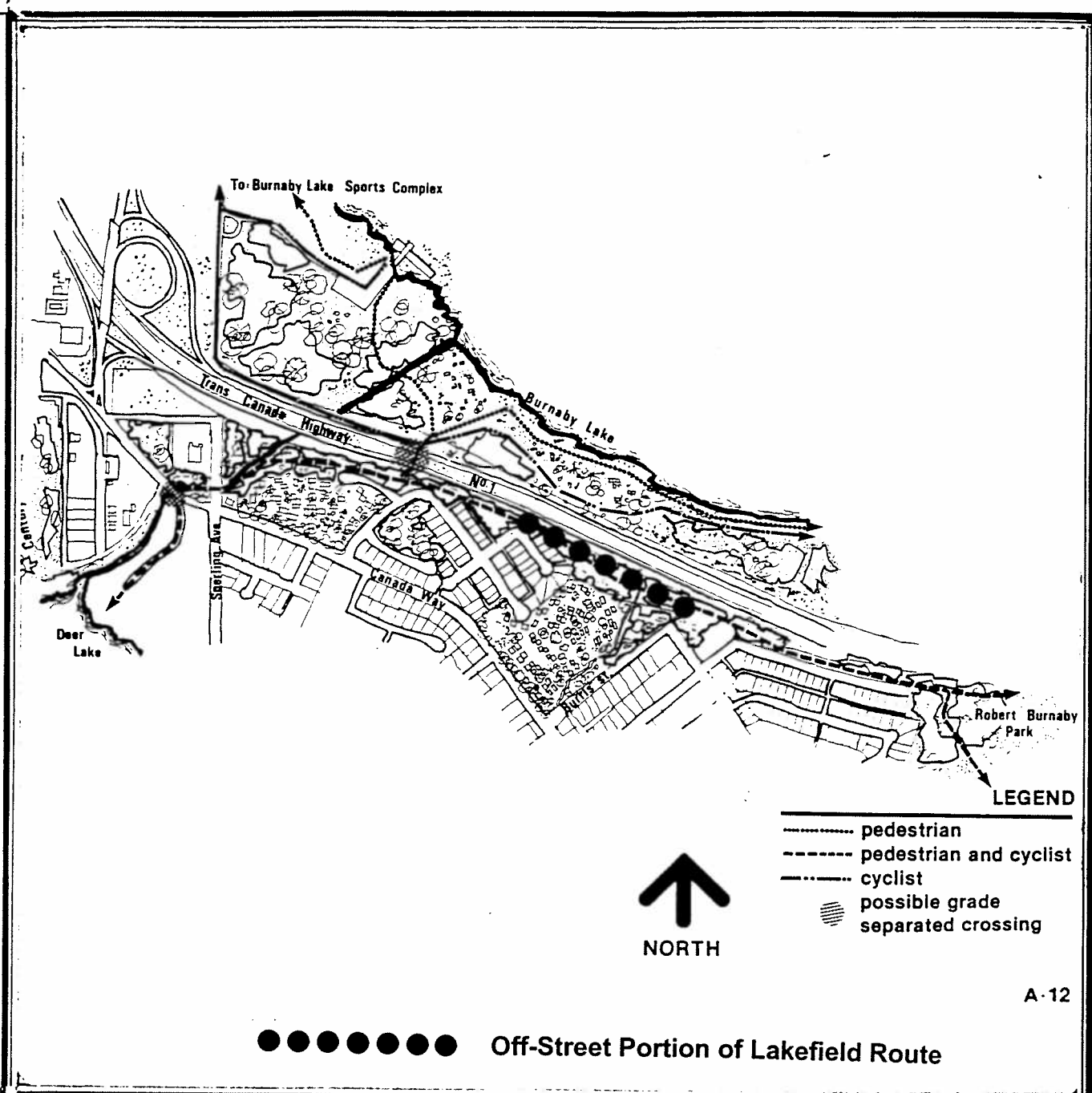


FIGURE 1
Lakefield Bicycle Route
1998 July


Proposed Route Alignment


City of Burnaby





Date:	July 1998
Scale:	N.T.S.
Drawn By:	PSF


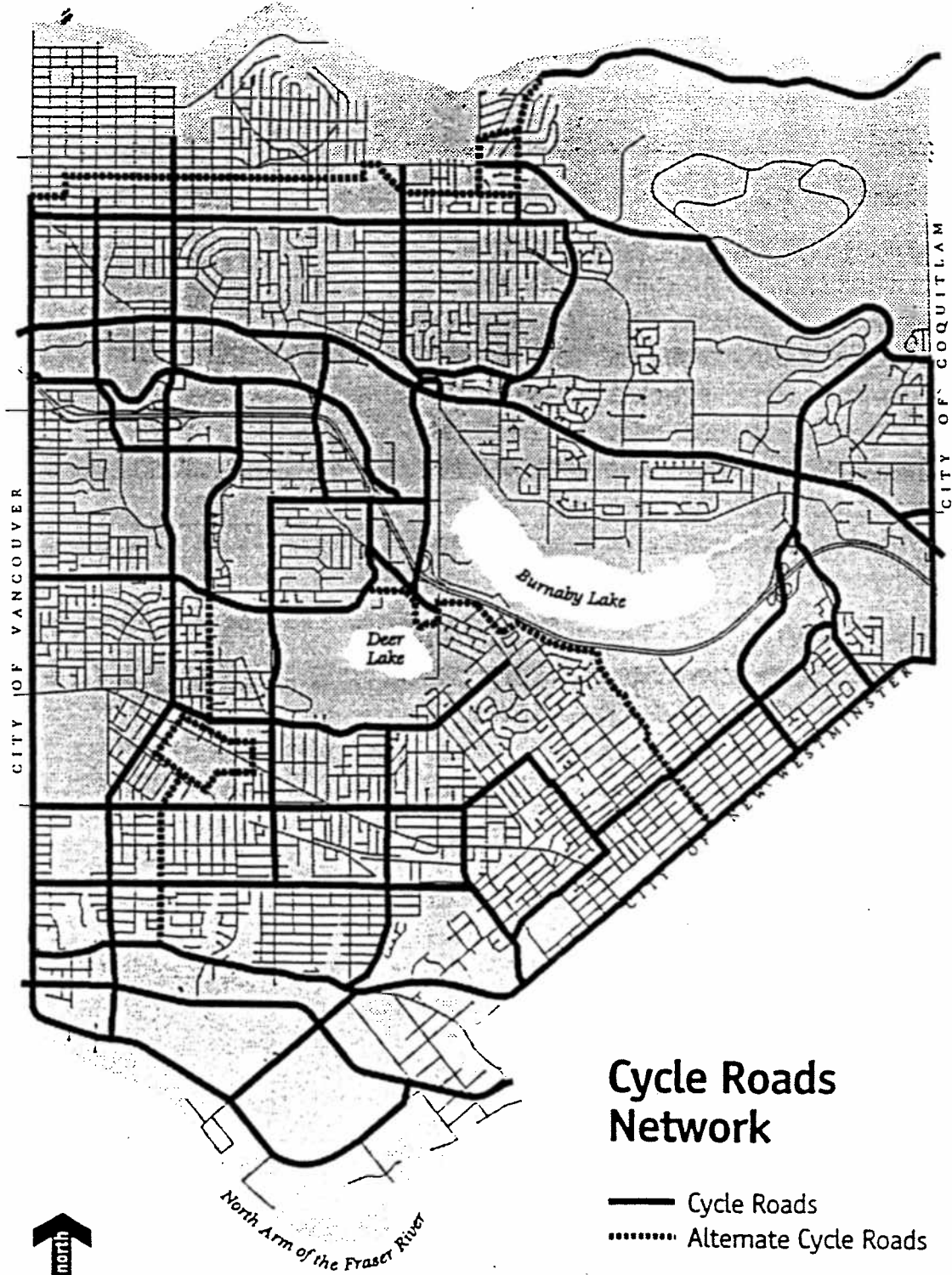

City of Burnaby
 Planning & Building Dept

FIGURE 2

Burnaby Trail Study, Map A-12
Adopted 1980 January

BURRARD INLET

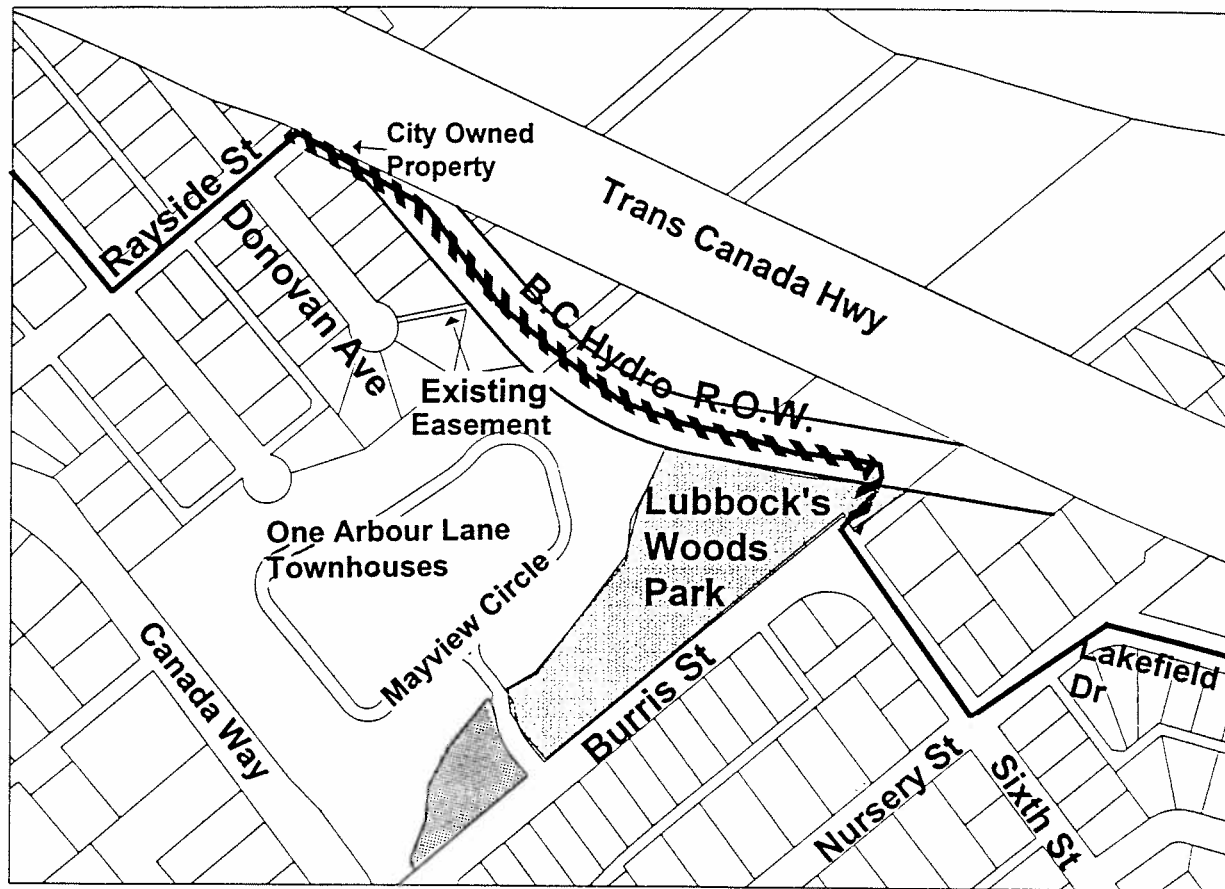


Cycle Roads Network

- Cycle Roads
- Alternate Cycle Roads

Burnaby Transportation Plan
Adopted 1995 March

FIGURE 3



————— Proposed Lakefield Bicycle Route Alignment

▨▨▨▨▨▨ Off-Street Portion



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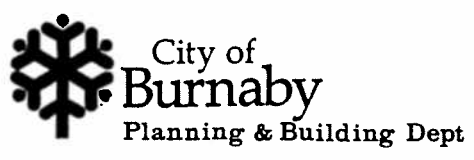
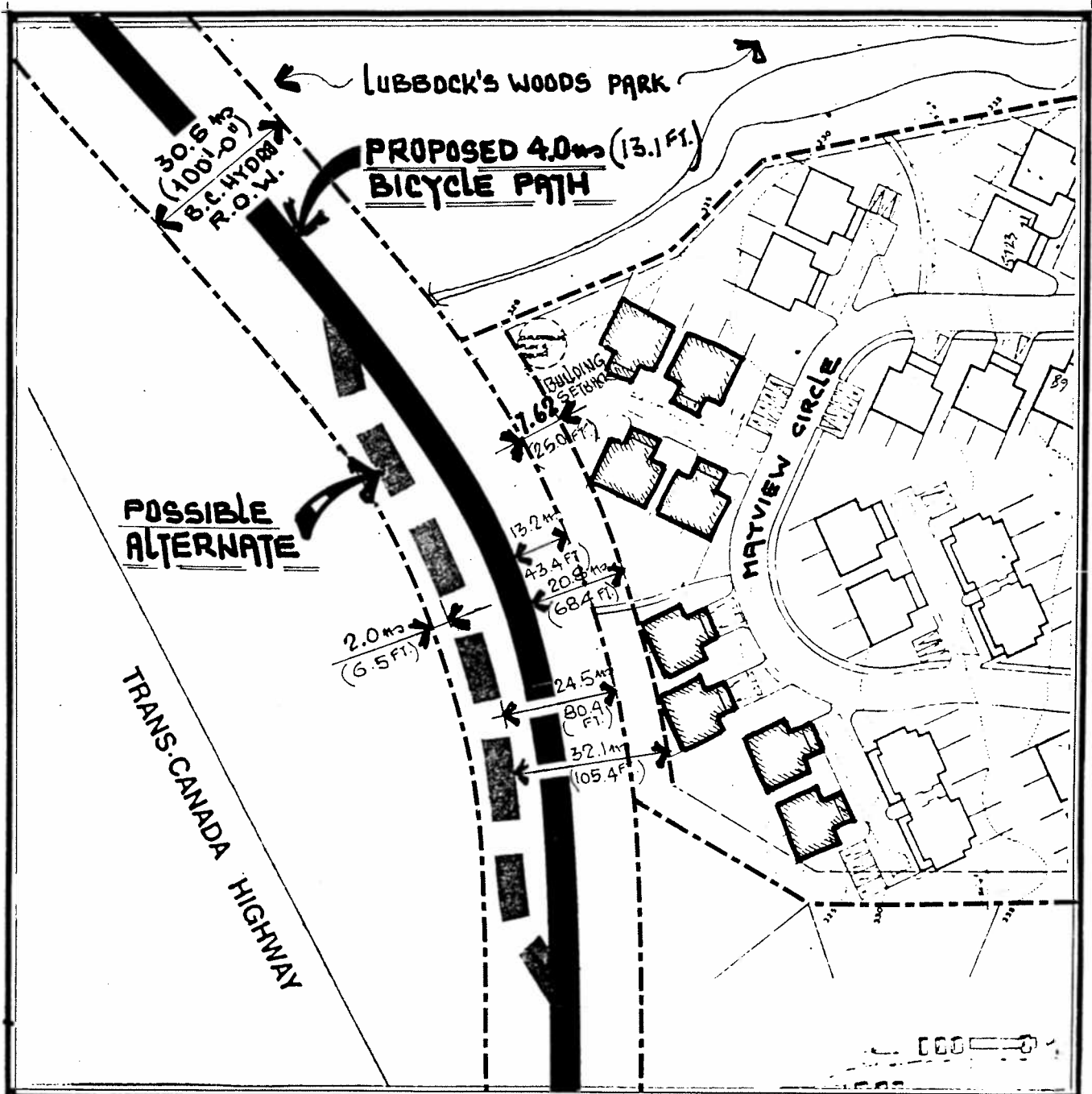


FIGURE 4

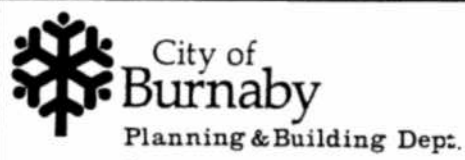
Lakefield Bicycle Route - Off-Street Section



Date:
July 1998

Scale:
N.T.S.

Drawn By:
J.P.C.



**DETAIL OF BIKE ROUTE ALIGNMENT
BY "1 ARBOUR LAKE SUBDIVISION**

FIGURE 5

