

Item	2
Manager's Report No.	22
Council Meeting	98/08/24

**TO: CITY MANAGER**

**1998 AUGUST 18**

**FROM: DIRECTOR PLANNING AND BUILDING**

**SUBJECT: 1997/98 CYCLING NETWORK PROGRAM  
LAKEFIELD BICYCLE ROUTE**

**PURPOSE:** To report to Council the status of the Lakefield Bicycle Route project and address environmental concerns and alignment options raised by area residents in relation to the proposed bicycle route.

**RECOMMENDATIONS:**

1. **THAT** Council authorize staff to pursue the two alternate route options, Option B and Option C, for the proposed Lakefield Bicycle Route as discussed in section 3.0 of this report.
2. **THAT** a copy of this report be forwarded to the Parks and Recreation Commission and the Bicycle Advisory Committee for information purposes.
3. **THAT** a copy of this report be forwarded to the Lubbocks Stream and Habitat Preservation Society for information purposes c/o Harry Karmita, 5841 Mayview Circle, Burnaby, B.C., V5E 4B7 and to Ronald Bates, 5858 Baffin Place, Burnaby, B. C., V5H 3S8.

**R E P O R T**

**1.0 BACKGROUND:**

At the regular meeting of 1998 July 13 Council tabled a report outlining the proposed alignment, design and financing for the Lakefield Bicycle Route, a five kilometre route linking the Deer Lake Civic Complex with south-east Burnaby and New Westminster (see *attached* Figure 1). The alignment proposed in the July 13 report is primarily on-street with one section of off-street path proposed to pass largely through a B.C. Hydro right-of-way that is to be acquired as parkland and a small corner of Lubbock's Woods Park. The original estimated budget for this project was \$250,000. In the 1998 July 13 report this estimate was revised to \$480,000 due largely to conditions in the off-street portion of the proposed route.

At this same meeting (1998 July 13), Council received a delegation of residents from the One Arbourlane townhouse development which is adjacent to a section of the off-street path portion of the proposed bicycle route in the B.C. Hydro right-of-way. Residents indicated that they did

not object to the cycle route, but were concerned about the environmental impacts of the proposed off-street path on two creeks which would have to be crossed in the B.C. Hydro right-of-way.

There was an additional delegation received by Council at the 1998 August 10 regular meeting in relation to the proposed bicycle route which reiterated many of the environmental concerns raised by the first delegation.

The purpose of this report is to discuss alignment options which have resulted from local resident concerns and the presentations of the two delegations, and to address environmental issues related to the proposed off-street portion of the Lakefield Bicycle Route.

## 2.0 ALIGNMENT OPTIONS:

### 2.1 *Option A - Original Off-Street Alignment Through B.C. Hydro Right-Of-Way*

In the 1998 July 13 staff report, a proposed design for the creek crossings which incorporated culverting the two creeks running through the B.C. Hydro right-of-way was outlined (see *attached* Figure 2). Staff had applied to the Provincial Ministry of Environment Land and Parks (MOELP) for approval of this construction during the 1998 summer fisheries window. Both creeks are piped upstream of Lubbock's Woods Park in storm sewers and are not likely to be fish passable downstream due to their containment in 53 metre (174 foot) culverts under the Trans Canada Highway. Initial comments from MOELP indicated that the two proposed culverts associated with the bicycle path should be made fish passable, unless a stream assessment can be done to prove that fish are not present in the creeks. Staff had accommodated this request, and submitted designs for fish passable culverts to MOELP.

Since that time staff have met on site with MOELP and the Federal Department of Fisheries and Oceans (DFO) and have received further information on requirements regarding this proposed off-street alignment. MOELP/DFO have indicated that culverts across the two creeks as proposed in the original alignment would require use of open-bottomed culverts which have higher costs than the pipe culverts originally proposed. Additionally, MOELP/DFO have indicated that extensive compensation planting would be required in the area of the creek crossings as well as additional in-stream enhancements which would add additional costs to this original off-street route alignment.

Given that the Provincial MOELP, in conjunction with the Federal DFO, are the regulatory bodies controlling development near watercourses, satisfying requirements for approval of the proposed culverts by these agencies would ensure that watercourse and riparian zone habitat concerns are addressed in a manner consistent with legislated environmental standards.

In the B.C. Hydro right-of-way and the short portion of the path through a corner of Lubbock's Woods Park the proposed bicycle path would follow an alignment such that none of the existing significant trees, most of which are cedar, would be removed. There is a likelihood that a few cottonwood trees in the area where the path would join up with the corner of Burris Street and Sixth Street and other alders which have grown on the old railbed in the vicinity of the creeks would be removed. If the off-street alignment option is pursued it would also provide local residents with access to a natural green corridor which has been inaccessible in the past and could be utilized by pedestrians as well as cyclists.

Concern expressed for tree removal by the delegations, comments received from other residents of the area and comments from MOELP have also caused staff to reevaluate the bicycle route alignment in the Donovan Avenue area. As a result, if Option A were to be pursued, staff would propose to return to the original proposed alignment which would have the route rejoin existing streets through an existing 10 foot wide panhandle off of a City Park property which connects into the cul-de-sac at the south-east end of Donovan Avenue (see *attached* Figure 2). By re-aligning the route in this manner, two large poplar trees and one medium-sized fir tree between the Trans Canada Highway and the backyards of Donovan Avenue residents would not be removed. The alignment had formerly been altered in this section to run between the Trans Canada Highway and Donovan Avenue due to resident concerns raised at the Public Open House about safety of their children who use the cul-de-sac as a play area. Given that an off-street path behind Donovan Avenue would have required removal of several large trees and would not be favourably considered by MOELP, staff are recommending an alignment with the route running through the Donovan Avenue cul-de-sac. In this area signage would be utilized to raise awareness of potential conflicts to cyclists and children.

A revised budget estimate for a route utilizing this off-street option has been calculated. The current estimate for construction of this option, including utilizing open-bottom culverts, is estimated to be \$352,000 not inclusive of G.S.T. Staff were unable to project further cost reductions beyond this point due to indications from MOELP/DFO of requirements for increased compensatory planting and use of open-bottom culverts.

## 2.2 *Option B - Off-Street Route Alternative*

There is one possible alternative route alignment through the off-street area that has been brought to the attention of staff by local residents. This option would still take the route off-street at Burris and Sixth and run along the B.C. Hydro right-of-way, but would then turn further north before crossing the creeks to the edge of the Trans Canada Highway property line and run west along this edge (see *attached* Figure 3). This alignment would allow the path to cross the creeks utilizing an existing box culvert at a point downstream from where the two creeks join into one before entering a culvert under the Highway. West of the existing culvert this alignment would

generally follow the highway property line to the Hazzard Street road right-of-way and west to a point where it would be appropriate to connect into Donovan Avenue.

Initial discussions with MOELP/DFO regarding this alternative have indicated that it would be the preferred route through the off-street area because it would not require construction of new creek crossings, would require considerably less compensatory planting and would have a lower impact on riparian zones relative to the original proposed route. Additionally, this route option would not require in-stream work and, therefore, would not require construction to occur during the fisheries window. An alignment to minimize impact on trees in this area would be chosen. Surveillance concerns in treed areas (which would apply to both Option A and B) and the proximity of Option B to the Trans Canada Highway needs to be taken into consideration as well.

By following this alternate alignment the off-street path would pass through two privately owned parcels of land between the B.C. Hydro right-of-way and the Trans Canada Highway. Therefore, utilizing this alignment for the off-street path would require, at a minimum, the City to seek public access easements from these property owners. Access to these private lands associated with Option B will need to be further investigated.

In terms of cost for this option, a detailed budget estimate has not been completed. From a preliminary site survey staff have determined that costs associated with this alternate option would likely be similar to those associated with the original proposed off-street alignment (\$352,000). Even though this option would not require construction of creek crossings, it is slightly longer, could possibly require more clearing and more sub-grade preparation which would not result in significant cost savings from the original proposed alignment.

### 2.3 *Option C - Buckingham On-Street Alternative*

A further route option suggested by the delegation at the 1998 July 13 meeting was an on-street alignment utilizing Burris Street and Buckingham Avenue. This route option would have cyclists turning west from Sixth Street onto Burris Street and continuing west on Burris to the intersection of Canada Way. Cyclists would cross Canada Way at this point and continue west on Burris to the Buckingham Avenue intersection where they would turn north. Cyclists would then follow Buckingham to Sperling Avenue to link up with Deer Lake Avenue (see *attached* Figure 4).

The Buckingham option was previously considered by staff and was found to be an inferior alignment for several reasons. Firstly, this route has many cyclist safety concerns associated with it. Burris Street between Canada Way and Sixth Street is heavily traveled at peak rush periods and does not presently have sufficient width to accommodate cyclists on-street, although it could be widened slightly. The intersection of Canada Way and Burris Street also has high volumes and, most notably, a large volume of left and right turns which creates a large potential for cyclist-

vehicle conflicts. The crossing of Canada Way at Sperling Avenue, which is currently having a signal installed and would be utilized with either of the off-street route options, is projected to have a lower volume of traffic, and, as a result would be considered safer for cyclists. Additionally, Burris between Canada Way and Buckingham Avenue also has high vehicle volumes at peak periods. On the Buckingham Avenue section of this on-street option there are also grade concerns for cyclists, with this route having much steeper grades than the off-street options. This on-street option would also entail a public consultation process for residents in the Buckingham community that would be affected by the bicycle route.

A preliminary cost estimate for the on-street Buckingham option has been completed and would be in the range of the original estimated budget for this project of \$250,000. Costs associated with this option include road widening along Burris east of Canada Way and intersection improvements at Burris and Canada Way and at Burris and Buckingham. Additionally, Ministry of Transportation and Highways (MOTH) approval would be required for improvements to the intersection of Burris and Canada Way.

### **3.0 SCHEDULING:**

Due to the various concerns which have been raised in relation to the proposed Lakefield Bicycle Route as outlined above, there are a number of issues that still need to be addressed. As well, staff are expecting a written response from MOELP/DFO regarding a preferred off-street route option and Ministry requirements related to both off-street options. Given the complexity of the issues involved, staff will be submitting a request to the Provincial CNP program for an extension of funding for one additional year. Such an extension would require completion of the project by 2000 March 31. The CNP have indicated that once a formal application for extension has been received it will be considered based on the circumstances specific to this project.

Approval by the CNP for an additional extension to 2000 March 31 would allow staff the opportunity to properly address the various issues related to development of the Lakefield Bicycle Route. Upon confirmation of an extension, unless otherwise directed by Council, staff will continue to pursue detailed information on the Option B, alternate off-street route along the Trans Canada Highway property line, and Option C, the alternate on-street Buckingham route. A future staff report to Council will be prepared once adequate information has been obtained regarding the design, budget and construction of these two route options to allow Council the opportunity to decide on a final route alignment.

If an extension of funding from the CNP to 2000 March 31 is not granted the Provincial/Federal grant would be lost and it would not be possible for the project to proceed at this time.

If this were to occur, it may be appropriate to continue with possible acquisition of the B.C. Hydro right-of-way given the informal discussions which have occurred between staff and B.C. Hydro up to this point. Apart from being included in the Parkland Acquisition Program, the property contained in the B.C. Hydro right-of-way has been designated for cyclist and pedestrian park trail use through a Council-adopted report since 1980.

4.0 SUMMARY:

As a result of environmental concerns of area residents and discussions with MOELP/DFO it would be advantageous to consider an adjusted version of Option A, namely Option B for the off-street route portion utilizing an existing box culvert adjacent to the Trans Canada Highway to cross the creek. This Option B alternative would not require new creek crossings and would have a lower impact on riparian zones in the area.

Due to the complexity of unresolved issues related to the proposed Lakefield Bicycle Route staff will proceed to request an extension of funding from the Provincial CNP for one additional year for a construction deadline of 2000 March 31. Upon confirmation of this extension from the CNP staff will continue to work towards complete assessment of the Option B, alternate off-street alignment and Option C, the on-street Buckingham alternative. Once these assessments have been completed staff will prepare a report for Council outlining detailed budget, design and construction considerations for both of these options to allow Council to decide on final route alignment.

The Lakefield Bicycle Route remains a very desirable five kilometre cycling route which will serve residents of Burnaby by creating a needed connection between the south-eastern quadrant of the City and the Deer Lake Civic Complex.



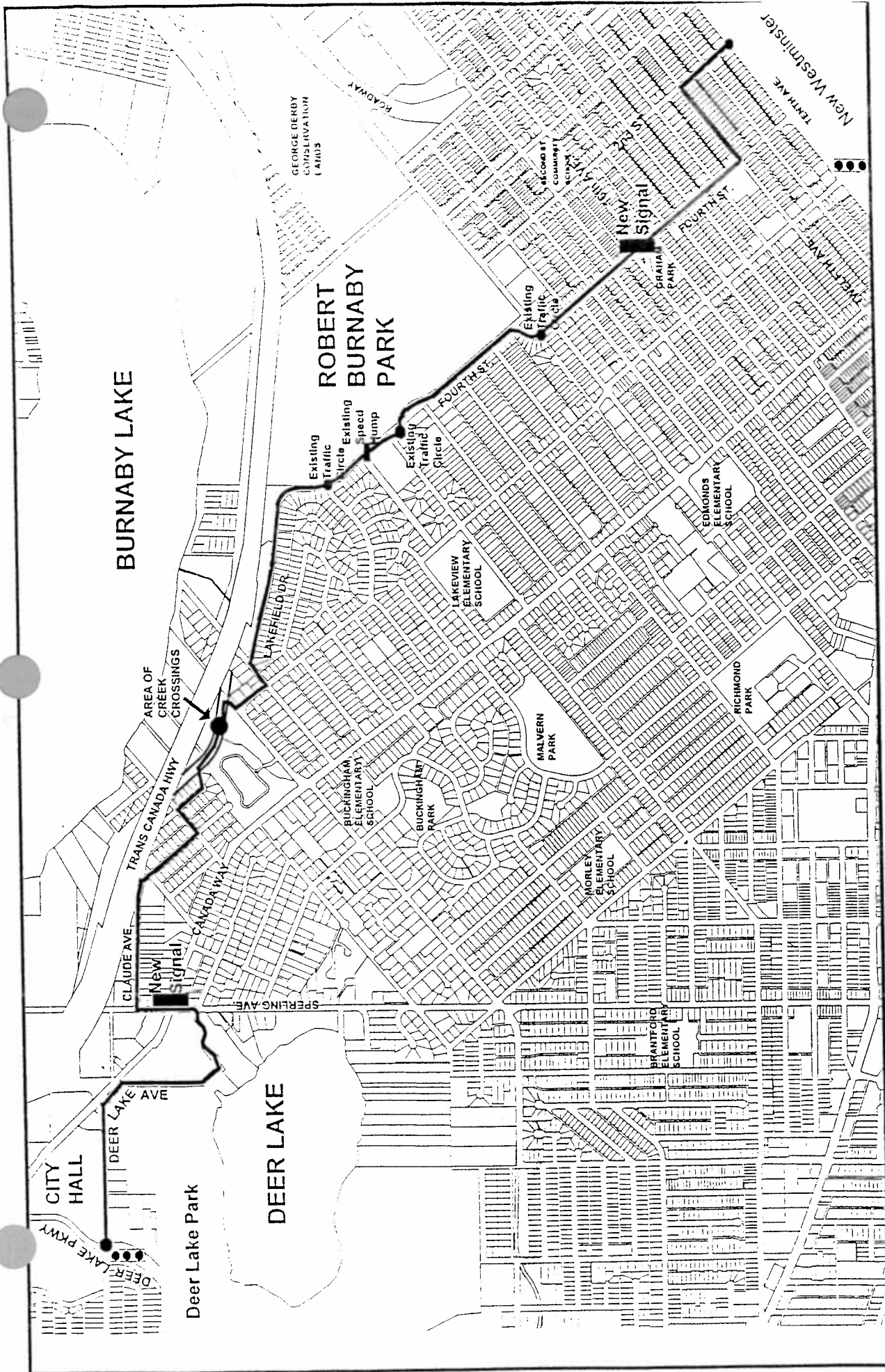
D.G. Stenson

Director Planning and Building

PSF/ds

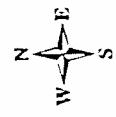
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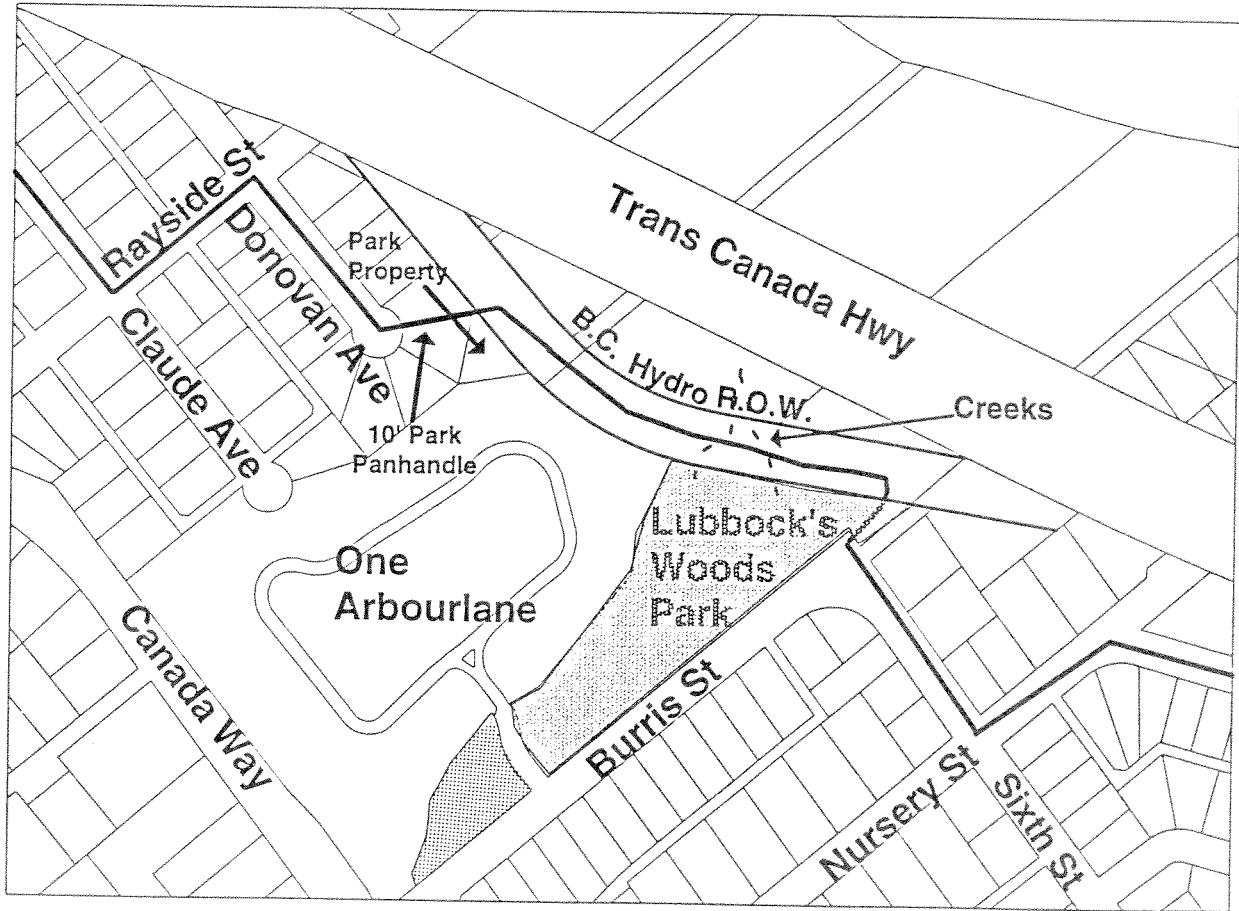
cc: Director Engineering  
Director Finance  
Director Parks, Recreation and Cultural Services



Proposed Route Alignment

Lakefield Bicycle Route  
 1998 June  
 Figure 1

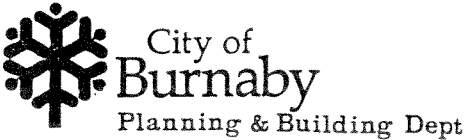




————— Original Proposed Off-Street  
Lakefield Bicycle Route Alignment



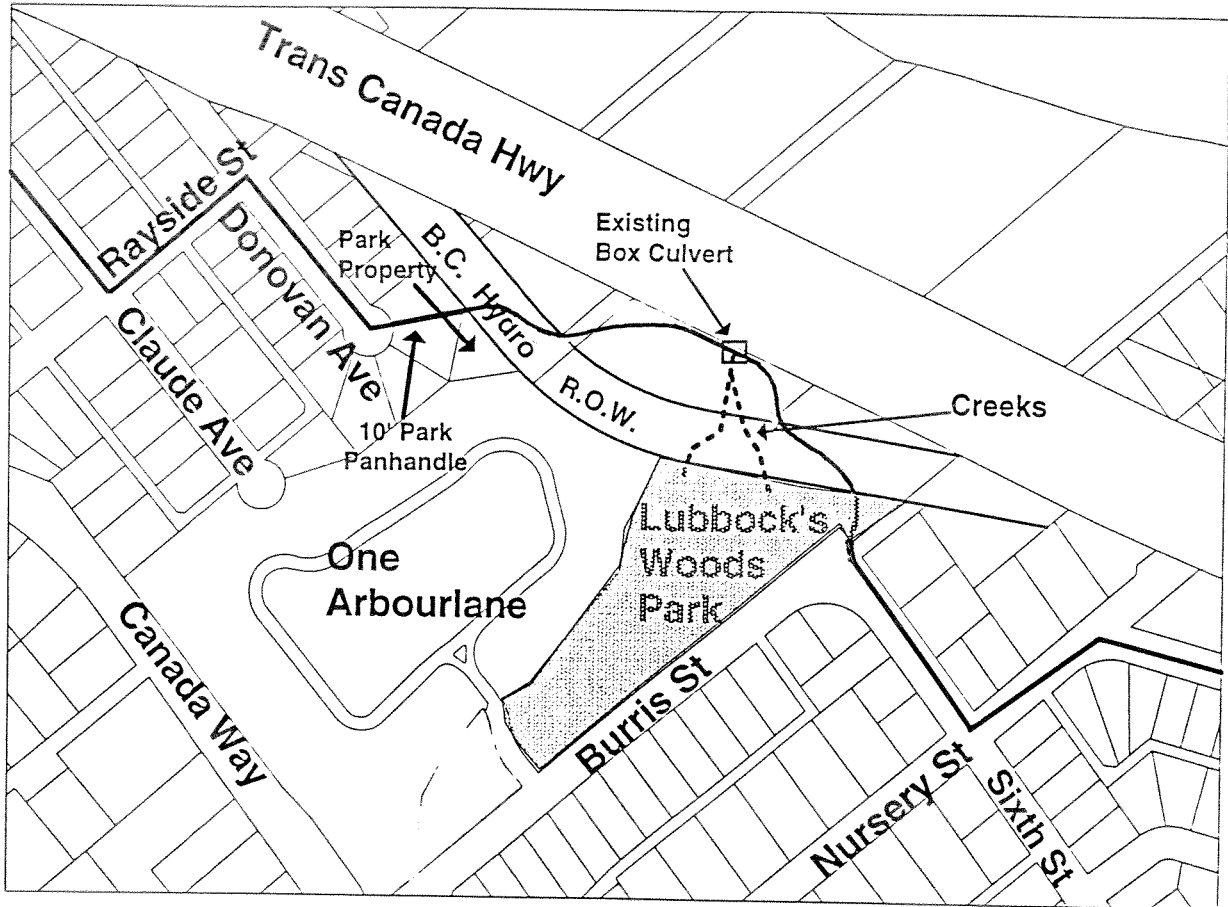
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Lakefield Bicycle Route

Figure #2

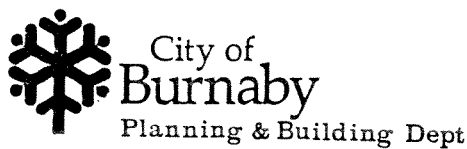




————— Alternative Off-Street Lakefield Bicycle Route Alignment

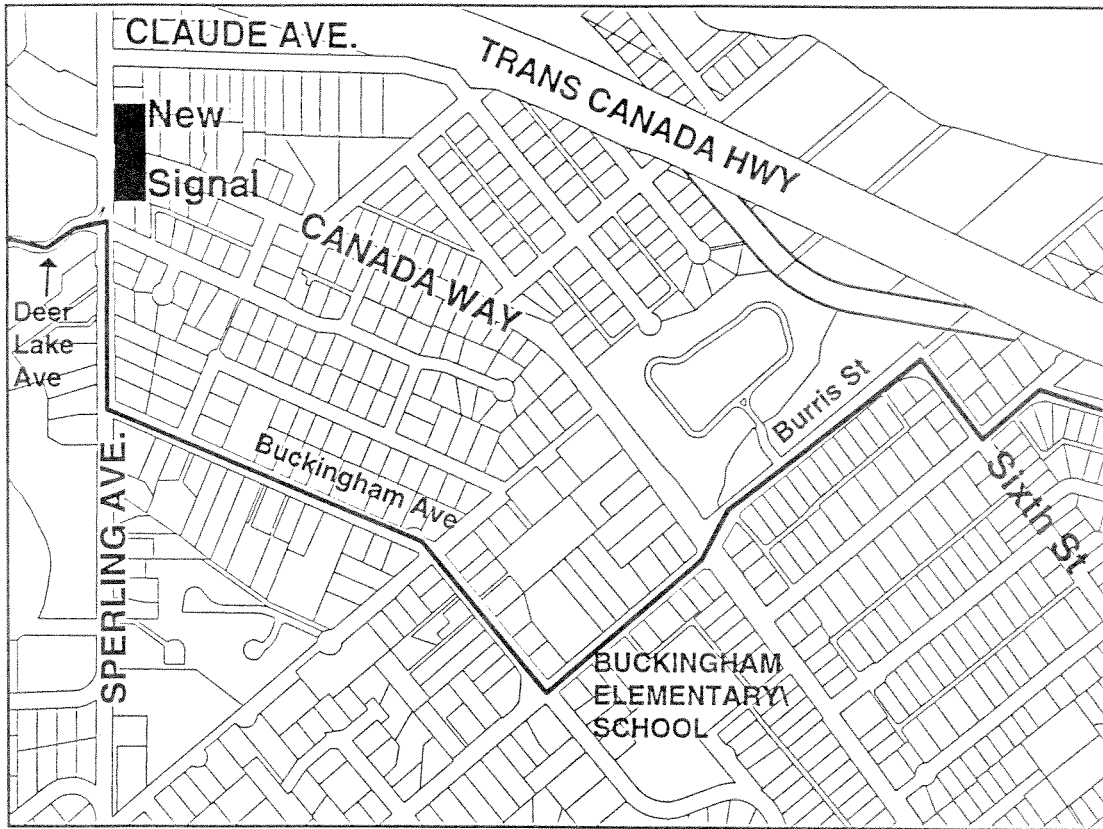


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Lakefield Bicycle Route

Figure #3



**On-Street Buckingham  
Route Alternative**



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Scale:	NTS
Drawn By:	PSF



City of  
**Burnaby**  
Planning & Building Dept

**Lakefield Bicycle Route**

**Figure #4**