

**TO:** CITY MANAGER 2001 October 10

**FROM:** DIRECTOR PLANNING AND BUILDING Our File: 08.116.11

**SUBJECT:** GOVERNMENT ROAD NEIGHBOURHOOD WORKING GROUP

**PURPOSE:** To request Council authorization to host a neighbourhood workshop as part of the *Government Road Neighbourhood Working Group* process.

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**RECOMMENDATIONS:**

1. **THAT** Council authorize staff to undertake a neighbourhood workshop based on the options outlined in Section 3 and the process outlined in Section 5 of this report.
2. **THAT** Council forward copies of this report to the members of the *Government Road Neighbourhood Working Group*, TransLink (Sheri Plewes, Vice President of Contracts and Acquisitions), RTP 2000 Limited (John Eastman, President), RCMP (Staff Sargent Daryl Stone), and Burnaby School District (Greg Frank, Secretary-Treasurer).
3. **THAT** a copy of this report be forwarded to Parks, Recreation and Culture Commission for their review.

**REPORT**

**1.0 BACKGROUND**

Council, at their regular meeting of 2001 January 05, approved the terms of reference and membership of the *Government Road Neighbourhood Working Group*. The Working Group was formed in response to safety and security concerns related to the Lake City Way SkyTrain Station raised at a public open house held on 2001 May 31 at Seaforth Elementary School. At this open house the neighbourhood noted the special circumstances at this location given the proximity of the Lake City Way SkyTrain Station, Charles Rummel Park and Seaforth Elementary School. Contained within the Working Group's terms of reference was the need to solicit broader community response to the mitigative options developed by the Working Group. Through deliberations with the Working Group the consensus was that this could be best achieved by hosting a neighbourhood workshop. This report outlines the process undertaken to date by the Working Group, describes the two draft options developed by the City with the assistance of the Working Group and seeks Council authorization to host a neighbourhood workshop.

## 2.0 GOVERNMENT ROAD NEIGHBOURHOOD WORKING GROUP

The *Government Road Neighbourhood Working Group* was assembled in 2001 February to assist the City in the development of potential mitigation approaches to address neighbourhood concerns and issues related to the future development of the Lake City Way SkyTrain Station. The Working Group is comprised of the following 9 area residents representing a cross-section of the community (five of which are members of the Seaforth Parent Advisory Council and these are noted with an asterisk).

- Paul Binotto \*
- Frank Carnovale \*
- Charu Gadhia \*
- John Galbraith \*
- Ib Larsen
- Alicja Pierzynska
- Bob Sporer
- Wendy Wong \*
- Jay Yoon

Councillor Evans was appointed to serve as chair and Councillor Der sits as a member of the Working Group. Technical support for the Working Group has been provided by City staff (Planning, Engineering and Parks), as well as representatives from the RCMP and the Burnaby School District.

### 2.1 PROCESS

The Working Group's mandate, as approved by Council, requires that their recommendations be developed in the context of an operating SkyTrain Station on the north side of the Lougheed Highway at Lake City Way. The Working Group in collaboration with the Chair, the Councillor sitting as a Working Group member, and staff have been charged with preparing detailed mitigative options, involving the broader neighbourhood in a consultation process on the options developed, and submitting a report to Council. As shown in *Figure 1 (attached)* the Working Group is well into the overall process and the City has now developed two detailed mitigative plans with the assistance of the Working Group. This process is currently on schedule and should be concluded in November of 2001.

### 2.2 TIMING - LAKE CITY WAY STATION

The *Burnaby Access Agreement* is a three party legal agreement between the Province, TransLink and the City of Burnaby which defines the terms under which the Lake City Way SkyTrain Station will be constructed. The *Agreement* states that,

*"RTPO agrees that the Lake City Way Station will be constructed to a standard similar to other Millennium stations and be operational by no later than January 1, 2004."*

The construction of Lake City Way Station faces two significant physical challenges. The first is that, unlike the other stations within Burnaby, no bents were constructed by SAR Transit (the guideway contractor) for Lake City Way Station. As shown in **Figure 2** and **Figure 3** for Brentwood Station and Holdom Station respectively, SAR Transit constructed the structural supports or bents for these two stations at the same time that the guideway was constructed. This resulted in the structural support being there in advance ready to accept the station prior to the Station contractor beginning their work. However, at Lake City Way Station, although the station was protected for in the design of the guideway, no bents were constructed by SAR.



*Brentwood Station Bents*

**Figure 2**



*Holdom Station Bents*

**Figure 3**

The second significant physical challenge is that the Lake City Way Station will have to be constructed around the operating Millennium Line. As the Millennium Line is scheduled to begin operation in the summer of 2002, the testing and commissioning of the system will begin six months in advance in January of 2002. During testing and commissioning, construction can proceed continuously around the guideway, as it is now proceeding at Braid Station in New Westminster. However, once the line opens to the public, all heavy construction will then be limited to non-operating hours (12:30 p.m. to 6:30 a.m.).

To address these challenges, RTP 2000 Limited has awarded a "mini-package" of structural work that will be completed in the Fall of 2001. This "mini-package" will precede the testing and commissioning phase of the Millennium Line and will also allow some of the work related to the construction of the station house to proceed prior to the Millennium Line opening in the Summer of 2002. RTP 2000 Limited

have stated that this "mini-package" of structural work would represent about 10% of the total cost of the station. Other benefits of the "mini-package" of structural work include:

- minimizing the impact to the operating Millennium Line;
- maximizing public and worker safety;
- minimizing the amount of night time work and associated noise; and
- containing the cost of the station within the existing budget.

At its regular meeting of 2001 August 13 Council acknowledged the construction of the "mini-package" of structural work scheduled for the Fall of 2001 and requested RTP 2000 Limited to develop an information brochure explaining the need for the "mini-package" for distribution to the Government Road area. RTP 2000 Limited have drafted this brochure and are in the process of issuing a draft to the City for review.

The remainder of the station would not be released for tender until November of 2001. By November, it is anticipated the findings of the *Government Road Neighbourhood Working Group* would be developed to a point that would allow the required input into the Station tender package. Although the recommendations of the Working Group were originally scheduled to be before Council in December of 2001, staff are working with the Working Group to advance their recommendations so they will be before Council in November (target dates are shown in **Figure 1 attached**). This timing will allow for the *Government Road Neighbourhood Working Group* to conclude their work, and forward these recommendations to Council for their consideration as part of the Third reading of the Lake City Way SkyTrain Station Rezoning (#99-33), currently targeted for November of 2001. However, if the recommendations of the Working Group are not approved by Council until December of 2001, TranLink and RTP 2000 Limited have noted that changes can be made after November through contract addendum, as requested, following the Third Reading of the rezoning.

### 2.3 ISSUES CONSIDERED

Seven (7) meetings have been held to date with the Working Group where the following tasks have been undertaken:

- reviewed the *terms of reference* adopted by Council for the Working Group (April 4);
- reviewed the *Lake City Business Centre Guide Plan* and *Lake City SkyTrain Station* concept (April 25);
- completed a *preliminary safety audit* and reviewed general *CPTED principles* (May 22);

- reviewed City works yard *traffic volumes, driveway option* and *two draft concepts* (June 27);
- tabled Council report on "*mini-package*" of Lake City Station structural work (August 9);
- reviewed *two refined draft options* (Sept 19); and
- discuss a *draft version of this report* and to review the *draft neighbourhood workshop display material* and *questionnaire* (October 9).

### 3.0 OPTIONS

Although a range of approaches were discussed for each mitigative option during the deliberations of the Working Group, consensus was reached on the basic principles which should be used to guide the development of each option. As required by the terms of reference for the Working Group, two distinct options have been developed. One option focuses on discouraging unwelcomed visitors and the second provides local pedestrian access between (to/from) the station and the Government Road neighbourhood.

#### 3.1 OPTION 1 - "CONTINUOUS BARRIER"

Option 1 was based on the following principles (see **Figure 4 attached**).

- Public pedestrian and vehicular access to/from the Lake City Way Station (and Lougheed Highway) is prevented by a continuous fence barrier.
- Some consolidation of the nursery is necessitated by the introduction of the barrier fence.
- The storage of materials and equipment is removed from the public park space into the nursery compound and the former storage area is reforested.
- Through traffic between Piper Avenue and Lougheed Highway is blocked by the nursery. Access to/from the nursery is maintained from both Lougheed Highway and Piper Avenue by introducing a new separate driveway to Piper Avenue.

This results in Option 1 being a complete physical separation of the Government Road neighbourhood (including Charles Rummel Park) from the south edge of the Lougheed Highway and the Lake City SkyTrain Station to the north.

During the Working Group process a number of "**Improvements to Charles Rummel Park**" were also identified which address existing conditions and issues with Charles Rummel Park. These measures were viewed by staff to be somewhat independent of the Lake City Way SkyTrain Station should the continuous physical

barrier proposed under Option 1 be implemented (see **Figure 5 attached**). However, the Working Group is of the opinion that these additional improvements in Charles Rummel Park would increase the level of safety and security in the neighbourhood by increasing resident use and their sense of ownership of the park.

### 3.2 OPTION 2 - "ACCESS"

Option 2 used Crime Prevention Through Environmental Design (CPTED) concepts to ensure that neighbourhood pedestrian access pathways to and from the Lake City Way SkyTrain station would maximize personal safety and security. This option was based on the following principles (see **Figure 6 attached**).

- Pedestrian access to/from the Lake City Way Station is provided by illuminated asphalt walkways from both Lozells Avenue and Kraft Place.
- Specific improvements within Charles Rummel Park to increase residents use and ownership of this space.
- Through traffic between Piper Avenue and Lougheed Highway is maintained during working hours only for service vehicles and nursery employees and for the general public during non-working hours.
- Storage of bulk materials and equipment is removed from the public park space and is consolidated in the nursery.
- The existing employee parking is retained.

The elements of each of the two options vary significantly, as shown in **Table 1 (attached)**, in response to the different principles put forward for each. Generally, there are equal overall costs for Option 1 - Phase "A", "Barrier" and Option 2 "Pedestrian Access".

It should be noted that retention of the nursery is common to both of these options. Although the City has recently initiated an overall review of works yard related operations it is anticipated that the nursery will be retained over the medium term (5-10 years). However, should the conclusions of the operational review suggest a different direction, the required adjustments would be made to the recommended mitigative option.

**Table 1**  
**Key Features of Mitigative Options**

<b>Option 1 - Phase "A"</b> <b>"Barrier"</b>	<b>Option 2</b> <b>"Pedestrian Access"</b>
<ul style="list-style-type: none"> <li>• New 8' wrought iron fence <sup>1</sup></li> <li>• New service Road gate at Loughheed Highway</li> <li>• New nursery driveway to Piper</li> <li>• Reclaim and reseed Service Road in front of Nursery</li> <li>• New storage area fence (chain link)</li> <li>• New east parking lot fence (chain link)</li> <li>• New cedar hedge on south and east sides of east parking lot</li> <li>• Reforest upper meadow (previously storage area)</li> <li>• New Charles Rummel park signs</li> </ul>	<ul style="list-style-type: none"> <li>• Seed and sod lower meadow</li> <li>• Seed and sod upper meadow</li> <li>• Selective thinning</li> <li>• New asphalt trails (3.0 m)</li> <li>• New trail lighting</li> <li>• New limestone meadow trails (1.5 m)</li> <li>• New Charles Rummel Park signs (5)</li> <li>• Gateway features for Charles Rummel Park (4)</li> <li>• Storage area fence (chain link)</li> </ul>
<p><b>Capital Cost</b> <span style="float: right;"><b>\$266,000</b></span>  <i>Annual Maintenance Cost</i> <span style="float: right;"><i>\$1,000</i></span></p>	<p><b>Capital Cost</b> <span style="float: right;"><b>\$253,000</b></span>  <i>Annual Maintenance Cost</i> <span style="float: right;"><i>\$8,500</i></span></p>
<p><b>Option 1 - Phase "B"</b>  <b>"Additional Park Development"</b></p>	
<ul style="list-style-type: none"> <li>• Grade and seed lower meadow</li> <li>• Seed and sod upper meadow</li> <li>• Selective thinning of under storey</li> <li>• New limestone meadow trails (1.5 m)</li> </ul>	
<p><b>Capital Cost</b> <span style="float: right;"><b>\$74,000</b></span>  <i>Annual Maintenance Cost</i> <span style="float: right;"><i>\$4,000</i></span></p>	

<sup>1</sup> from Lozells to Nursery and from Nursery to east side of Piper (about 510 m in total)

### **3.3 WORKING GROUP CONCLUSIONS**

Although the Working Group worked diligently on both options, the Working Group members strongly favour Option 1, the "barrier" option. Moreover, at the September 19 meeting the Working Group members unanimously supported a consolidated Option 1 (including the items listed under Option 1 *plus*). In recognizing the financial constraints and budget responsibilities outlined below, the Working Group is requesting that Council support their request to the *Parks, Recreation and Culture Commission* and that the elements of Option 1 outlined as Phase "B" be completed coincident with the opening of the Lake City Way Station. While staff see the advantages of Option 1 - Phase "B" the Working Group has been informed that Phase "B" is contingent on the *Parks, Recreation and Culture Commission* annual capital budget review process.

### **4.0 COST AND BUDGETS**

The capital cost of both Option 1 - Phase "A" and Option 2 are estimated to be about \$265,000 each with an associated annual maintenance budget of \$1,000 and \$8,500 respectively. Currently there is no provision for either mitigative option (Option 1 or Option 2) within the City's Annual Capital Program. As such, once approved by Council, this capital funding request would have to compete against other City-wide capital funding requirements and if approved would likely have to be spread over two years (2002 and 2003).

Option 1 - Phase "B" has an estimated capital cost of about \$85,000 and an associated annual maintenance budget of \$4,000. Funding for Option 1 - Phase "B" would also have to compete for capital funding against other Parks related capital funding priorities, but in this case the capital funds are under the guidance of the *Burnaby Parks, Recreation and Culture Commission*.

### **5.0 PROPOSED NEIGHBOURHOOD WORKSHOP**

With Council endorsement of the two draft mitigative options for the Government Road area, as presented in Section 3, staff would initiate the neighbourhood workshop to solicit response to the two options by:

- coordinating with members of the Working Group to include a notice of the upcoming neighbourhood workshop in the next issue of their community newsletter;
- distributing a leaflet to every household in the Government Road neighbourhood (bounded by Lougheed Highway, Phillips, Winston and Brighton) summarizing the options and advertising the neighbourhood workshop;



- advertising the neighbourhood workshop, and the availability of this report in the local newspapers;
- hosting a neighbourhood workshop at Seaforth Elementary School including the opportunity to provide comment on the display panels, fill in a brief questionnaire; or participate in a roundtable session with a member of the Working Group/staff; and
- summarizing the public response received at the neighbourhood workshop.

Community feedback on the potential options developed would contribute to the formulation of a final plan or preferred option to be submitted to Council for their consideration. The Council report which would bring forward this recommendation is currently targeted for the end of 2001 November.

## 6.0 CONCLUSIONS

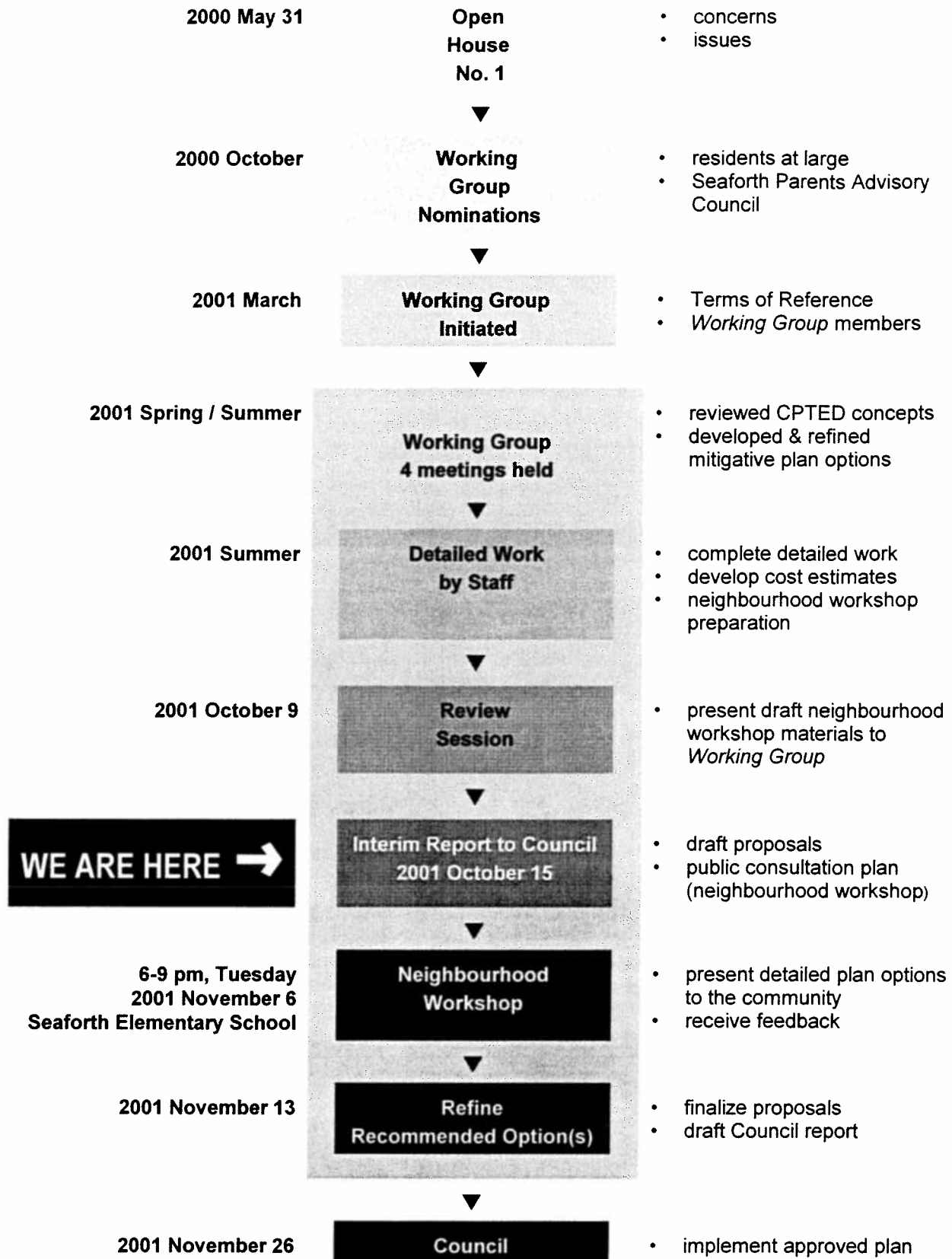
Two mitigative options have been developed with the assistance of the Working Group in accordance with the terms of reference approved by Council for the *Government Road Neighbourhood Working Group*. Consensus on the principles guiding these two alternative options and their respective components has been achieved within the Working Group. It is now recommended that the two draft mitigative options described in Section 3 of this report be shared with the broader neighbourhood in an effort to assess if there is widespread support for either option.



J.S. Belhouse, Director  
PLANNING AND BUILDING

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



**Figure 1: GRNWG Process**

Charles Rummel Park  
Concept Plan

Option One - Phase "A"  
"Preventing Public Access  
to/from SkyTrain"

Proposed Barrier Development

Notes

Public pedestrian and vehicular access to/from Lougheed Highway and Lake City Station is prevented by a 2.44 metre (8 foot) wrought iron fence barrier. Some consolidation of the nursery is necessitated by the barrier and is realized in part with perimeter chain link fencing.

Storage of materials and equipment is removed from public park space and is consolidated in the nursery. The former storage area in the park is reforested.

Through traffic between Piper Avenue and Lougheed Highway is blocked. Nursery service vehicle and employee access is maintained with separate driveways off Piper and Lougheed.

KEY

2.44 metre (8 foot) wrought iron fence

2.44 metre (8 foot) chain link perimeter fence

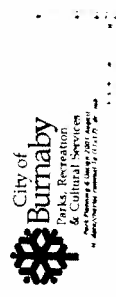
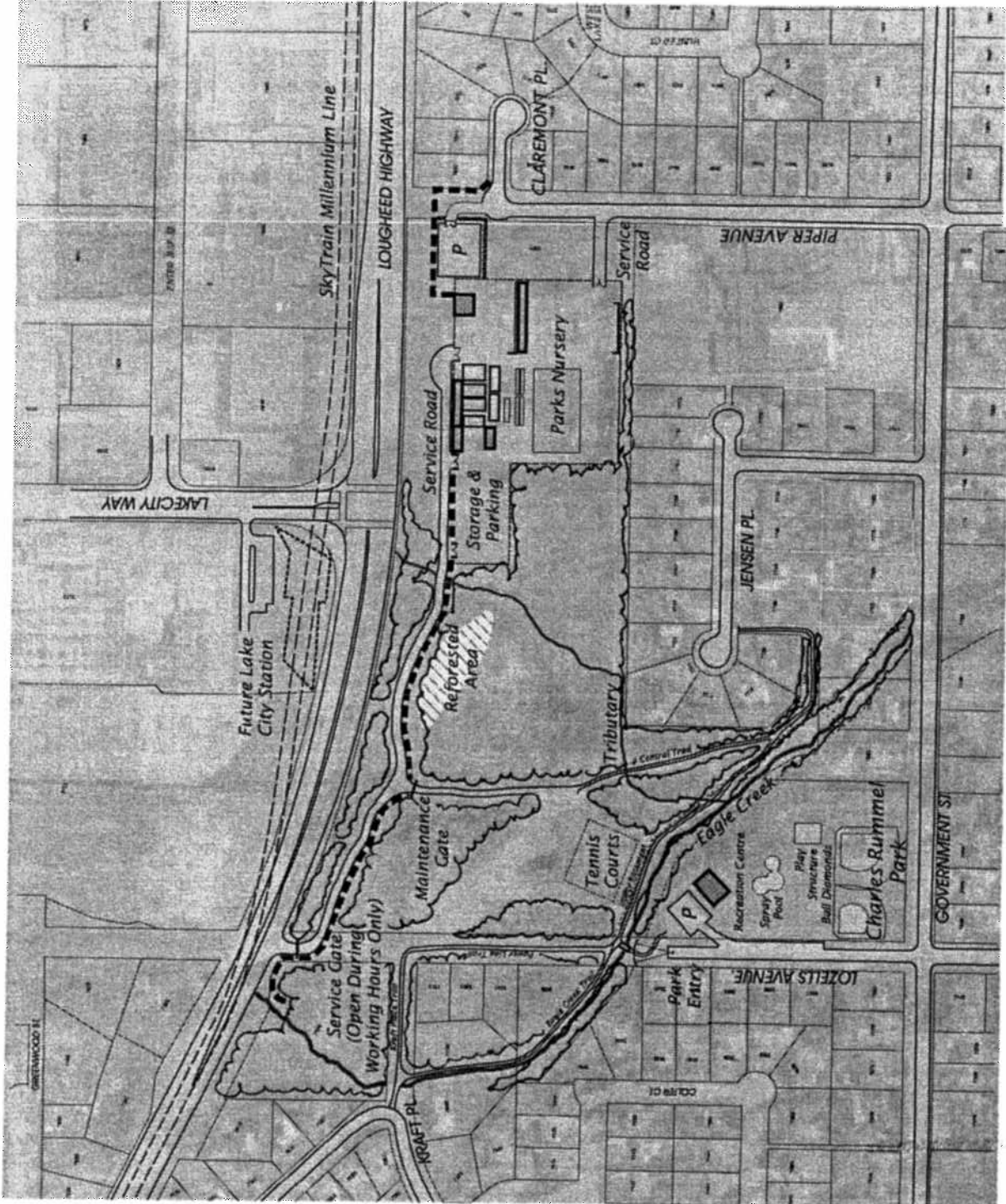
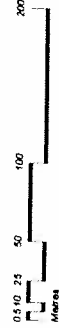
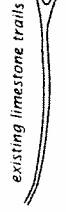


Figure 4



Charles Rummel Park  
 Concept Plan  
 Option One - Phase "B"  
 "Preventing Public Access  
 to/from SkyTrain"

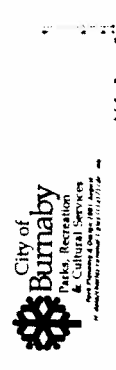
Proposed Barrier Development  
 With Additional Future Park Development  
 Items

Notes

Public pedestrian and vehicular access to/from Lougheed Highway and Lake City Station is prevented by a 2.44 metre (8 foot) wrought iron fence barrier. Consolidation of the nursery is necessitated by the barrier and is realized in part with perimeter chain link fencing. Storage of materials and equipment is removed from public park space and is consolidated in the nursery. Through traffic between Piper Avenue and Lougheed Highway is blocked. Nursery service vehicle and employee access is maintained with separate driveways off Piper and Lougheed. Park development includes grading and seeding of the lower and upper meadows, and a new internal limestone trail system.

KEY

- 2.44 metre (8 foot) wrought iron fence
  - 2.44 metre (8 foot) chain link perimeter fence
  - 1.5 metre (5 foot) limestone trail
  - existing limestone trails
- Scale: 0.5 10 25 50 100 200 Metres



\* Subject to the Parks, Recreation and Culture annual capital planning process

Figure 5

# Charles Rummel Park Concept Plan Option Two

"Providing Public Access to/from SkyTrain"

## Proposed Public Access Routes Through Park With Additional Future Bridge

### Notes

Pedestrian access to/from Lougheed Highway and Lake City Station is provided by illuminated 3.0 metre (10 foot) asphalt walkways from Lozells Avenue and Kraft Place, and includes a new bridge over Eagle Creek.

Park development includes grading and seeding of the upper and lower meadows, and an internal limestone trail system.

Through traffic between Piper Avenue and Lougheed Highway is maintained for service vehicle and nursery employee access during working hours, and for the general public during non-working hours. Storage of bulk materials and equipment is removed from public park space and is consolidated in the nursery. Existing employee parking is retained.

### Key

3.0 metre (10 foot) asphalt urban trail

1.5 metre (5 foot) limestone trail

existing limestone trails

2.44 metre (8 foot) chain link perimeter fence

park gate feature

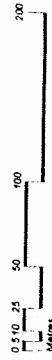


Figure 6



