

TRANSPORTATION COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: APPROVAL OF PUBLIC CONSULTATION FOR LAKES BIKEWAY

RECOMMENDATION:

1. THAT Council approve the public consultation process outlined in Section 3.0 of this report.

REPORT

The Transportation Committee, at its meeting held on 2006 January 11, received and adopted the *attached* report seeking Council approval for a proposed public consultation process for the Lakes Bikeway.

Respectfully submitted,

Councillor N. Volkow
Chair

Councillor S. Dhaliwal
Vice Chair

Councillor L. Rankin
Member

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| Copied to: | City Manager |
| | Director Engineering |
| | Director Finance |
| | Director Parks, Recr. & Cult. Services |
| | Director Planning & Building |

TO: CHAIR AND MEMBERS
TRANSPORTATION COMMITTEE

DATE: 2006 January 4

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 90400-20
Ref: Lakes Bikeway

SUBJECT: APPROVAL OF PUBLIC CONSULTATION FOR LAKES BIKEWAY

PURPOSE: To seek approval for a proposed public consultation process for the Lakes Bikeway

RECOMMENDATION:

1. **THAT** The Transportation Committee request Council to approve the public consultation process outlined in Section 3.0 of this report.

REPORT**1.0 BACKGROUND**

Bikeways are on-street bike routes for cyclists of all skill levels. They rely primarily on local roads, but also make use of busier roads where options are limited. They represent a middle ground between the Cycle Roads (routes on Major Collector or Arterial roads, suitable for the most confident cyclists) and Urban Trails (asphalt paths separated from traffic, suitable for casual cyclists and pedestrians).

The City's 2001 Bikeway consultation process developed a plan for a City-wide Bikeway network, with input from all areas of the City. It also identified the role of Bikeways in the City's cycling networks. They are intended to serve both commuter and recreational cyclists. They should be direct and free-flowing enough to appeal to the commuter, but also safe enough to feel comfortable for the recreational cyclist. An "ideal" bikeway would allow for uninterrupted travel by bicycle, while discouraging high auto volumes and speeds.

Bikeways provide a faster and more cost-effective means of expanding our cycling network, when compared with the higher capital cost requirements and longer implementation horizons of Cycle Roads or Urban Trails. The City is presently constructing the Victory Bikeway (east-west in the South Slope area) and the Cariboo Bikeway (north-south in the Cariboo corridor).

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At its regular meeting of 2005 October 17, Council approved the submission of the Lakes Bikeway project to TransLink for cost-sharing under their Bicycle Infrastructure Capital Cost Sharing (BICCS) program. This is discussed subsequently in Section 4.0, Financial.

This report proposes to advance this project to the next stage of development, by identifying a concept to be used as a basis for public consultation.

2.0 CONCEPT

The results of the 2001 public consultation process identified the lack of north-south bike routes crossing the Trans-Canada Highway as the number one impediment to cycling in Burnaby. Since that time, construction of such routes has been the primary focus of the City's Bikeway program. On the west side of the city, construction of the Sea-to-River Bikeway is ongoing, running primarily on local streets parallel to Gilmore (in the north) and Patterson (in the south). On the east side of the city, construction of the Cariboo Bikeway across Highway 1 at Cariboo Road is just starting.

However, there are still no continuous north-south routes in the central part of Burnaby. It is the role of the proposed Lakes Bikeway to provide such a route. The alignment and key design features are illustrated in *Figure 1*. Dotted lines show other bike routes (existing or under construction) that will intersect the proposed Lakes Bikeway, illustrating how the Bikeway ties into the existing cycling network.

The route is intended to rely primarily on Cliff Avenue in the north, Sperling Avenue in the central section, and Buckingham / Humphries / Mary in the south. Along most of its length, the only visible aspect of the Bikeway will be white bike stencils on the pavement and green route guidance signs beside the road. The impact on the streets for most adjacent residents will therefore be minor.

The proposed concept also includes measures to enhance the route for cyclists, assist in crossing busier roads, and allow cyclists to overcome other existing obstacles. Specifically:

1. **Traffic signals** will allow for the crossing of the busier roads. These are all existing signals (either full signals or pedestrian-only). Where they do not already exist, bike buttons will be added to allow cyclists to activate the signals. Signalized crossings would be at Adair, Broadway, Lougheed, Winston (SkyTrain / Dairyland driveway), Sprott, Canada Way, Burris, Edmonds, Kingsway, and 10th.
2. **Curb bulges** will assist in the crossing of medium-volume roads, where a traffic signal is not warranted. A curb bulge is illustrated in *Figure 2*. It reduces the width of the east-west road slightly, while still allowing for the smooth passage of vehicles (including buses). This reduced width allows the cyclist to pull farther forward when approaching the intersection. This improves visibility, and presents a shorter crossing distance for the cyclist. Curb bulges are proposed at Curtis, Halifax, and Imperial.

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Figure 1: Concept for Lakes Bikeway

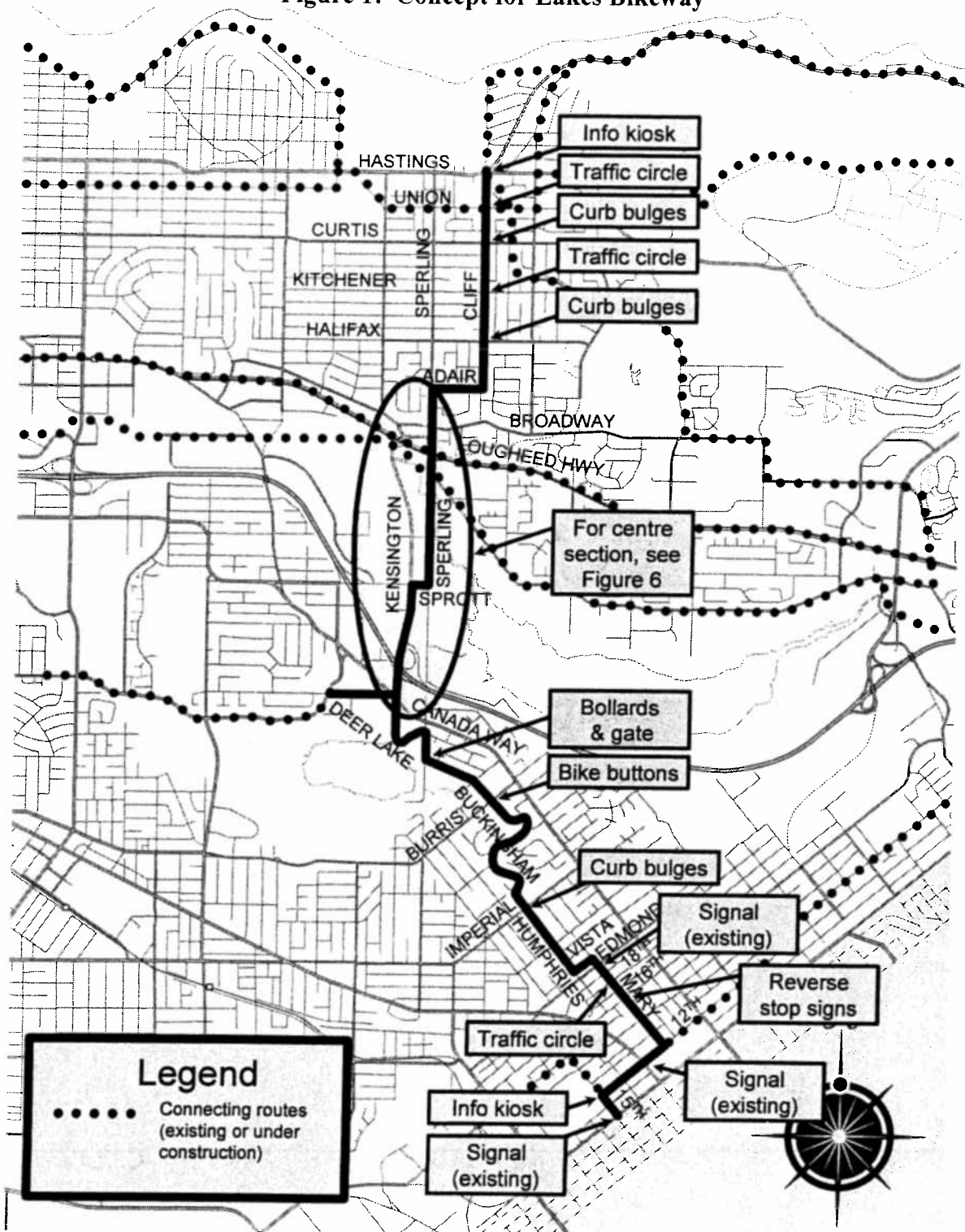
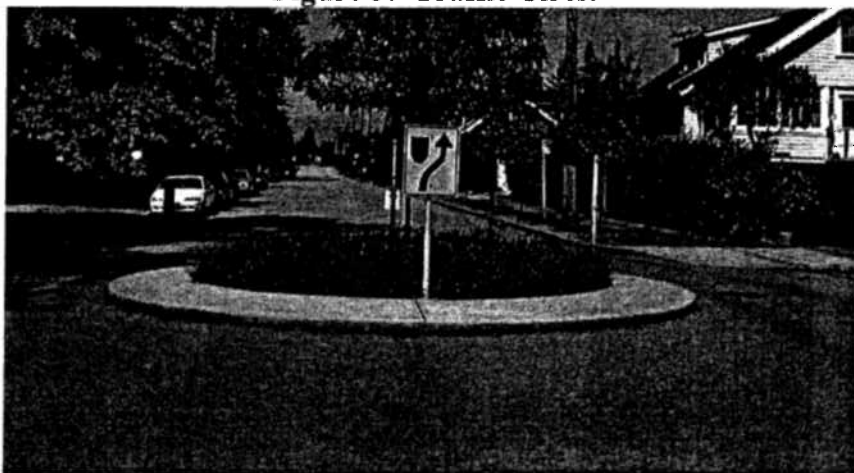


Figure 2: Curb Bulge



3. **Traffic circles** allow for the elimination of stop signs at local-road intersections. This allows cyclists to proceed through without first coming to a full stop, if (as is typically the case) there is no conflicting traffic. Traffic circles, illustrated in *Figure 3*, are proposed at Union, Kitchener, and 18th Avenue.

Figure 3: Traffic Circle



4. **Reversal of stop signs** is another means of giving priority to cyclists. Where the stop signs currently favour the cross-street, they can be swapped to favour the Bikeway. This can be done at certain locations that will not disrupt the regular pattern of stop signs at alternating intersections. This approach is proposed at 16th Avenue.
5. **Bollards**, illustrated in *Figure 4*, are posts that allow cyclists to pass through while blocking motorized vehicles. There is presently a landscaped area (with emergency access gate) separating the north end of Buckingham Avenue from Sperling Avenue. The

existing concrete barriers will be replaced with bollards or other more suitable features, and a better route through the barrier will be provided for cyclists.

Figure 4: Bollards



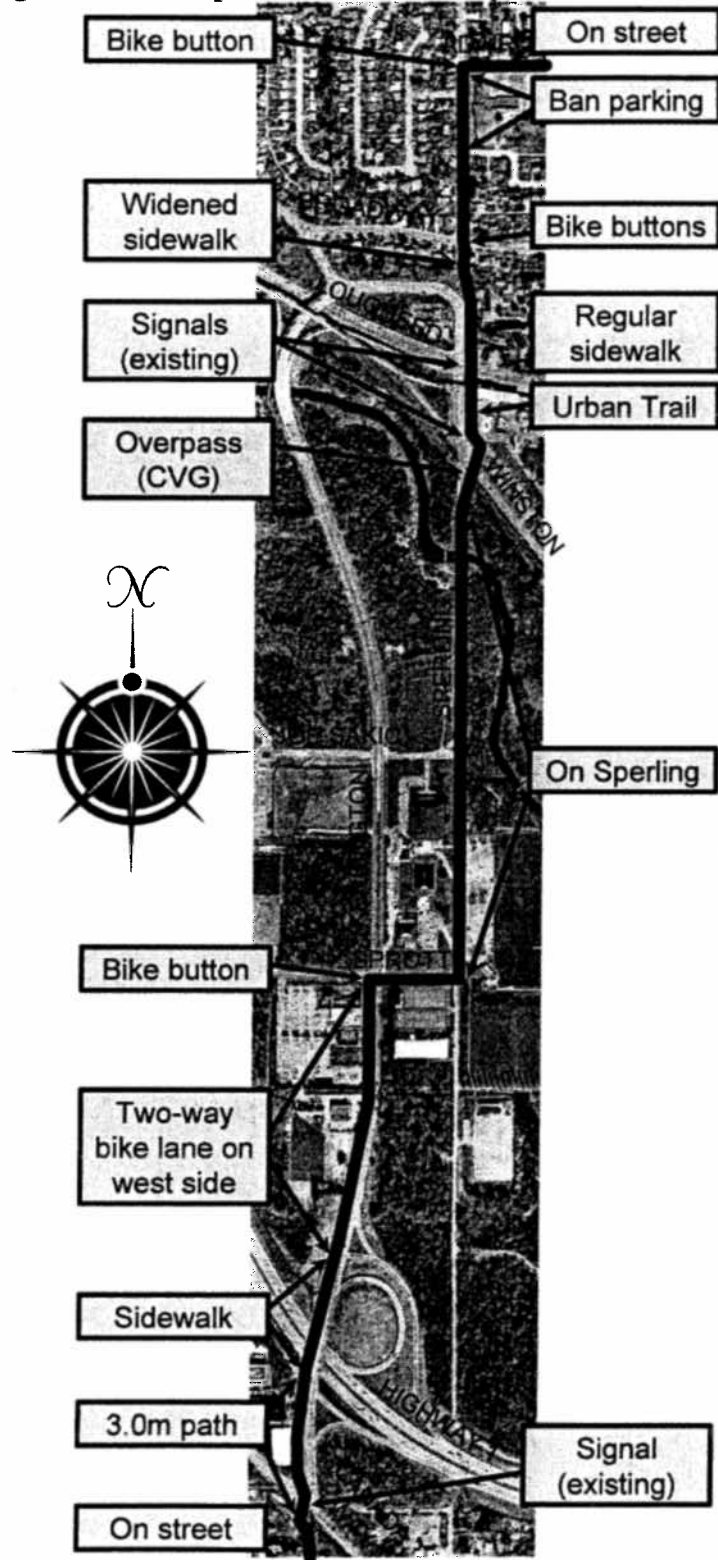
6. **Information kiosks** are display panels that can show bike network maps or other useful information. They are typically installed at the junctions of major bike routes. Kiosks such as the one illustrated in *Figure 5* are proposed at Hastings (junction with the Burnaby Mountain Urban Trail) and at 15th Street (junction with the Southeast Bikeway).

Figure 5: Information Kiosk



The central section of the Bikeway, on Sperling and Kensington Avenues, is the most difficult in terms of providing a desirable route for cyclists. This is due to the obstacles that must be crossed (Burlington Northern Santa Fe (BNSF) Railroad, Still Creek, Highway 1) and the lack of a local road network in this area. The specifics of this section are illustrated in *Figure 6*. Proceeding from north to south:

Figure 6: Concept for Lakes Bikeway: Central Section



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1. **Adair to Broadway.** To maximize the road width available for cyclists and drivers to share, the existing school-hour parking ban in front of Sperling Elementary School will be extended to all hours and all days. Across the street, in the southbound direction, two existing on-street parking spaces will be eliminated. The affected property will retain off-street and side-street parking. Coupled with existing parking bans in the area, the effect of these two initiatives will be to ban parking on Sperling between Adair and Broadway.
2. **Broadway to Winston.** An existing sidewalk links these two roads. For the most part, this will be upgraded to an Urban Trail, 3.0 metres wide. However, on the north side of Lougheed, there is a 60-metre length of this sidewalk that cannot be widened, due to a retaining wall to the west and private property to the east. This section of sidewalk will be signed as a dismount section for cyclists. In the longer term, the City can seek to acquire a narrow strip of land to the east, and thus widen the sidewalk.
3. **Winston to Still Creek.** In partnership with TransLink and the federal government, Burnaby is constructing the Central Valley Greenway: an Urban Trail spanning the city from west to east in the central valley (i.e., roughly parallel to Still Creek and Brunette River). That project includes construction of a bike / pedestrian overpass that will allow people to cross Winston and the BNSF. This should be ready prior to the Lakes Bikeway being completed in 2007. In the event that it is not, this section of the Bikeway will remain closed until the overpass is constructed.
4. **Still Creek to Sprott.** Cyclists will make use of the existing Sperling Avenue road surface running along the east side of Bill Copeland Sports Centre and C.G. Brown Memorial Pool. Vegetation will be removed from the existing asphalt surface (e.g., growing in pavement cracks), and there will be some asphalt repair work. At the south end, cyclists will remain on-street and use Sprott Street to link to Kensington Avenue.
5. **Sprott to Deer Lake.** Because of the interchange ramps on the east side of Kensington, it is very desirable for cyclists to remain on the west side, where conflicts are fewer. The proposal to achieve this consists of:
 - a. A bike lane from Sprott to Highway 1, accommodating two-way bike traffic in a single lane on the west side of Kensington;
 - b. Use of the existing sidewalk to cross Highway 1;
 - c. An at-grade crossing of the eastbound Highway 1 off-ramp, with priority to cars but excellent visibility for cyclists; and
 - d. A 3.0-metre asphalt path from Highway 1 to Deer Lake Avenue.

In the longer term, the Burnaby Transportation Plan calls for cyclists to remain on Sperling rather than Kensington, with a proposed bike / pedestrian overpass carrying

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people across Highway 1 on the Sperling alignment. This is being discussed with the provincial government in the context of the Gateway Program plans to widen Highway 1. However, it will be one to two years before any commitment could be made, and likely into next decade before any such overpass (if committed to) could become operational. In view of these uncertainties, it is considered desirable to provide a low-cost Kensington solution today, while still planning for the ultimate Sperling solution.

3.0 PLANNING AND CONSULTATION PROCESS

The planning and public consultation process is proposed for 2006, to consist of the following items:

1. **Notification (Week of February 20).** Notification of the upcoming Open Houses will be sent out to area residents, with information about the proposed alignment. This will go to residents and businesses along the proposed alignments, as well as those on adjacent streets (generally one block to either side). Notification will be provided to the cycling community via the Vancouver Area Cycling Coalition and Better Environmentally Sound Transportation (BEST). Information on the proposed Bikeway will be provided on the City's Web site. There will also be notification in the local newspapers. The public will have the opportunity to comment on the proposal at the Open Houses, as well as by telephone, web site, e-mail, or fax.
2. **Public Open Houses (Week of February 20).** Two Open Houses are proposed; one each in the north and south. These are typically held at schools or community centres in the area. The Open Houses will provide an opportunity for residents to review the alignment, ask questions, and provide their feedback on the proposed concept through a questionnaire.
3. **Public Responses (by March 10).** Resident feedback will be received, compiled and summarized.
4. **Revised Concept (by March 17).** Based on comments received, the bikeway concepts will be finalized.
5. **Report (April 12).** The results of the preceding steps will be reported to the Transportation Committee and Council, seeking approval for implementation of the final proposal.
6. **Implementation (2006 and 2007).** The approved plans will go through detailed design and construction.

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4.0 FINANCIAL

As previously noted, on 2005 October 17, Council approved submission of this project to TransLink for cost-sharing under their BICCS program. The project has subsequently been accepted by TransLink staff for BICCS funding, with final endorsement by the TransLink Board anticipated in 2006 February.

In addition, the section of Kensington Avenue between Sprout Street and Canada Way is the jurisdiction of the Ministry of Transportation and Highways, and they have agreed to contribute to the cost of improvements in this corridor.

The total cost for the Lakes Bikeway is estimated at \$970,000, with the net cost to the City being 52% of that amount (\$505,000). Budget allocation for this project is included in the 2006 - 2010 Provisional Financial Plan.

5.0 CONCLUSION

This report has presented an overview of the design concept and proposed public process for the Lakes Bikeway. It is recommended that the Committee and Council authorize staff to proceed with public consultation, based on the concept and process identified in this report.



J.S. Belhouse, Director
PLANNING AND BUILDING

SR:jc

Copied to: City Manager
Director Engineering
Director Finance
Director Parks, Recreation & Cultural Services