

REPORT  
1996 April 22

CITY OF BURNABY

TRAFFIC AND TRANSPORTATION COMMITTEE  
(TRANSPORTATION AND TRANSIT DIVISION)

HIS WORSHIP, THE MAYOR  
AND COUNCILLORS

RE: LOUGHEED AREA PEDESTRIAN FACILITIES

RECOMMENDATIONS:

1. **THAT** Council approve the approach to improving pedestrian facilities in the Lougheed Town Centre area as outlined in this report.
2. **THAT** a copy of this report be forwarded to the Lougheed Area Advisory Committee and the Traffic and Transportation Committee (Traffic Safety Division) for their information.
3. **THAT** a copy of this report be forwarded to Mr. Michael Holmes and Ms. Colleen Autton.
4. **THAT** a copy of this report be forwarded to Ms. Sheila Folkman, North American Land Corporation and Mr. J.P. Daem, Stratco Management Ltd..

REPORT

The Traffic and Transportation Committee (Transportation and Transit Division), at its meeting held on 1996 April 10, adopted the attached staff report proposing pedestrian safety improvements for the Lougheed Town Centre area. The improvements include sidewalks on Lougheed Highway, a fenced median on Lougheed Highway, a pedestrian signal at Bell Avenue/Lougheed Highway, wheelchair ramps from Lougheed Highway to existing pedestrian underpass west of Austin Avenue and upgraded lighting on the north approach to the pedestrian underpass.

: COPY - CITY MANAGER
- DIRECTOR ENGINEERING
- DIRECTOR FINANCE
- DIR. PLNG. & BLDG.
- DIR. REC. & CULT. SERV.

Staff concluded by advising that the total cost to the City of providing the abovenoted improvements is approximately \$200,000.

MEMBERS:

Mrs. Y. Coveney-Boyd  
Mr. E. Neumann  
Ms. L. Tatangelo  
Mr. L. Werden

Respectfully submitted,

Councillor D. Evans  
Chairman

Councillor J. Young  
Member

TO: CHAIR & MEMBERS 1996 APRIL 10  
TRAFFIC & TRANSPORTATION COMMITTEE  
(TRANSPORTATION AND TRANSIT DIVISION)

FROM: DIRECTOR PLANNING & BUILDING OUR FILE: 08.616.2

SUBJECT: LOUGHEED AREA PEDESTRIAN FACILITIES

PURPOSE: To recommend improved pedestrian facilities related to the Lougheed Highway in the Lougheed Town Centre Area as documented in this report.

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**RECOMMENDATIONS:**

1. THAT the Traffic and Transportation Committee (Transportation and Transit Division) approve the approach to improving pedestrian facilities in the Lougheed Town Centre area as outlined in this report.
2. THAT a copy of this report be forwarded to the Lougheed Area Advisory Committee and the Traffic and Transportation Committee (Traffic Safety Division) for their information.
3. THAT a copy of this report be forwarded to Mr. Michael Holmes and Ms. Colleen Autton.
4. THAT a copy of this report be forwarded to Ms. Sheila Folkman, North American Land Corporation and Mr. J. P. Daem, Stratco Management Ltd..

**REPORT**

**1.0 BACKGROUND**

In the Fall of 1994, Council recommended that the Ministry of Transportation and Highways construct a pedestrian overpass in the vicinity of Lougheed and Bell Avenue after a pedestrian fatality near this location. The Ministry subsequently agreed to share the cost of the overpass and a Consultant was engaged to conduct a design for a potential pedestrian overpass across the Lougheed Highway.

In late Spring of 1995, the Consultant completed Phase I of the study which included the preliminary design and cost estimate for construction. The cost of construction to accommodate wheelchairs and bicycles, span the full width of the highway without including future widening and the introduction of rapid transit in the Lougheed Corridor was in excess of \$1 M. This estimate also did not take into consideration any property acquisition required for construction of the overpass.

The conclusion of the study regarding the timing of rapid transit on Lougheed and the requirement for widening to provide additional travel lanes, as well as the high cost of the construction suggested that development of the overpass should be postponed until resolution of these matters, but that there was a need to develop measures to address pedestrian safety in the interim until development of an overpass.

The proposal outlined in this report was presented to the Lougheed Area Advisory Committee at its regular meeting on 1996 April 4. At the meeting, it was suggested that the overpass be constructed west of Bell Avenue in the alignment of the old Keswick Road right of way. An advantage of this location is that some right of way may be available on the south side of Lougheed Highway for the construction of the overpass, whereas there is no right of way available at Bell Avenue. The Lougheed Area Advisory Committee's suggestion, along with other potential locations for the overpass, will be considered in the future when the alignment of rapid transit, rapid transit station locations, and the widening of Lougheed Highway are confirmed.

This report outlines the proposal for interim pedestrian facilities and improvements to existing facilities, and recommends a cost sharing approach for funding of these improvements.

## 2.0 Existing Pedestrian Network

Existing pedestrian facilities in the Lougheed area consist of a series of pedestrian easements on private property linking the various buildings and parks in the town centre area. The main link across Lougheed Highway is a pedestrian underpass to the west of Austin Street. The pedestrian underpass is well used by residents of the area to access Lougheed Mall, the Cameron Recreation Centre, Library, and Cameron School.

The pedestrian easements and pathways are shown in the Community Plan for the area, and are identified in Figure 1. Some of these walkway easements require pedestrians to climb stairs and take circuitous routings between buildings. Because of this difficulty, many of the residents have developed "informal" walkways to and from Lougheed Highway. Once they reach Lougheed Highway, the pedestrians either continue along the highway, or attempt to cross the road mid-block between intersections. It is these movements that constitute a potential safety issue.

## 3.0 Improvements to Pedestrian Network

In order to provide a safer pedestrian network in the Lougheed Town Centre area, staff from the City and the Ministry of Transportation and Highways have agreed on a variety of further improvements to the Lougheed corridor. In the recent past, the City provided additional lighting on both sides of the Highway and the gravelled pathway behind the shoulder. The proposed improvements are detailed below.

- \* Provide Sidewalks on Lougheed Highway

At present, pedestrians who access the Lougheed Highway right of way must either walk along an informal gravel pathway behind the curb or walk on the emergency stopping lane (shoulder). To increase safety, the plan includes sidewalk walks along both sides of Lougheed Highway between Bell Avenue and

Austin Avenue. Where possible, the sidewalks are separated from the edge of the curb by a gravel strip. However, abutting sidewalks are proposed for some sections due to grades or right of way constraints.

\* Provide Fenced Median on Lougheed

To direct pedestrians to safer crossing locations such as Bell Avenue and the existing underpass, and prevent "jay walking", there would be provision of a median and the installation of a 1.8m fence on top of the median. Ministry staff will be reviewing the design of the fence to examine vehicle clearance distance from the median and sight lines for vehicles turning left at Bell Avenue.

\* Provide Pedestrian Signal at Bell/Lougheed

The City's proposal for the Lougheed corridor includes a pedestrian signal at Bell Avenue. The sidewalks and the fenced median will prevent pedestrians from crossing between the underpass and the intersection of Bell/Lougheed, and will, therefore, direct these pedestrians to either of these crossing locations. City staff propose that a pedestrian signal be provided to allow safe crossing opportunities for pedestrians directed towards Bell Avenue.

In a letter dated 1993 November 18, the Minister of Transportation and Highways made a commitment to a pedestrian signal at Bell Avenue as an interim measure until a pedestrian overpass is constructed. At a recent meeting with staff from the Ministry of Transportation and Highways, the timing of the installation of the signal was discussed. Pedestrian crossing patterns will be monitored closely subsequent to the installation of the sidewalks and median barrier, and a signal will be installed at Bell Avenue in the future to accommodate the higher demand for crossing at this location. Staff recommend that the signal be installed as soon as possible after construction of the median barrier and sidewalks to provide safer crossing opportunities for pedestrians directed towards Bell Avenue.

\* Improve Access to Existing Pedestrian Underpass

As discussed above, there is an existing pedestrian underpass west of Austin Avenue. This pedestrian underpass is well used and is linked to developments north and south of the Lougheed by means of a series of pedestrian pathways. There are bus stops on either side of Lougheed Highway adjacent to the underpass; however, the access to the underpass is not wheelchair accessible. As part of the overall plan to increase access to safe crossing locations, wheelchair access from the bus stops to the underpass would be provided.

\* Improve Lighting on North Approach to the Existing Pedestrian Underpass

The lighting in the existing pedestrian underpass has been upgraded, and additional lights should be installed on the north approach to the tunnel. Improved lighting may help to address issues of personal safety for users of the underpass.

\* Other Improvements to the Pedestrian Network

area may include better signage directing pedestrians to the underpass, as well as the provision of maps showing pedestrian routes which could be distributed to all area residents. The development and distribution of a map could be part of the overall Lougheed Area Advisory Committee planning process.

### 3.0 Funding of Improvements to Pedestrian Facilities

The City has discussed funding for the improvements identified in this report with the Ministry of Transportation and Highways. The cost of the improvements will be shared between the Ministry and the City as discussed below.

\* Sidewalks on Lougheed Highway

The Ministry of Transportation and Highways does not fund pedestrian sidewalks on its highways. Therefore, the full funding for the construction of asphalt sidewalks would be provided by the City of Burnaby, at an estimated cost of \$120,000.

Design of the sidewalks would be undertaken upon Council approval of the overall plan for pedestrian facilities in the Lougheed Town Centre area.

\* Fenced Median on Lougheed Highway

The Ministry of Transportation and Highways would fund the construction of a median barrier and fencing at a cost of approximately \$70,000.

\* Pedestrian Signal at Bell Avenue/Lougheed Highway

As per the agreement for cost sharing for a pedestrian overpass, the cost of the pedestrian signal would be shared equally between the Ministry of Transportation and Highways and the City of Burnaby. The total cost of this type of signal would be in the order of \$80,000 to \$100,000.

\* Wheelchair ramps from Lougheed to Pedestrian Underpass

A preliminary estimate indicates that the cost of providing wheelchair access from Lougheed Highway to the underpass would be approximately \$60,000. This cost would be shared equally between the Ministry and the City.

\* Improved Lighting on North Approach to the Pedestrian Underpass

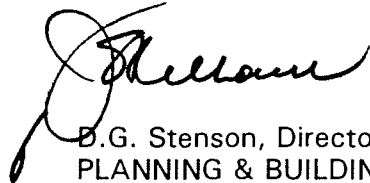
Staff estimate that the cost of providing upgraded lighting on the north approach to the pedestrian underpass would be approximately \$3500 per pole. The City could fund this improvement in conjunction with the Ministry of Transportation and Highways.

The total cost to the City of providing the above improvements is approximately \$200,000. In the 1996 portion of the Five Year Capital Program, \$80,000 is allocated to be spent on this project. The remaining \$120,000 could be brought forward from the 1999 portion of the \$500,000 budget allocated to providing pedestrian facilities in the Lougheed corridor.

#### 4.0 CONCLUSION

Staff have been working with the Ministry of Transportation and Highways to develop a means of improving pedestrian safety in the Loughheed Town Centre area. Initially, the plan in the short-term was to construct a pedestrian overpass in the vicinity of Bell Avenue. The cost of the overpass, as well as the uncertainty regarding alignment of rapid transit and future widening of the Loughheed Highway, however, have necessitated consideration of interim measures to increase pedestrian safety in the Loughheed Corridor.

As detailed above, the Ministry of Transportation and Highways has agreed to the proposal for sidewalks and a fenced median on Loughheed between Bell Avenue and Austin Road. A copy of that letter is attached for information. If the Traffic and Transportation Committee recommends the improvements to the pedestrian facilities, staff will take undertake a detailed design of the sidewalks, and bring forward a Capital Reserve Bylaw for construction of the works.



D.G. Stenson, Director  
PLANNING & BUILDING

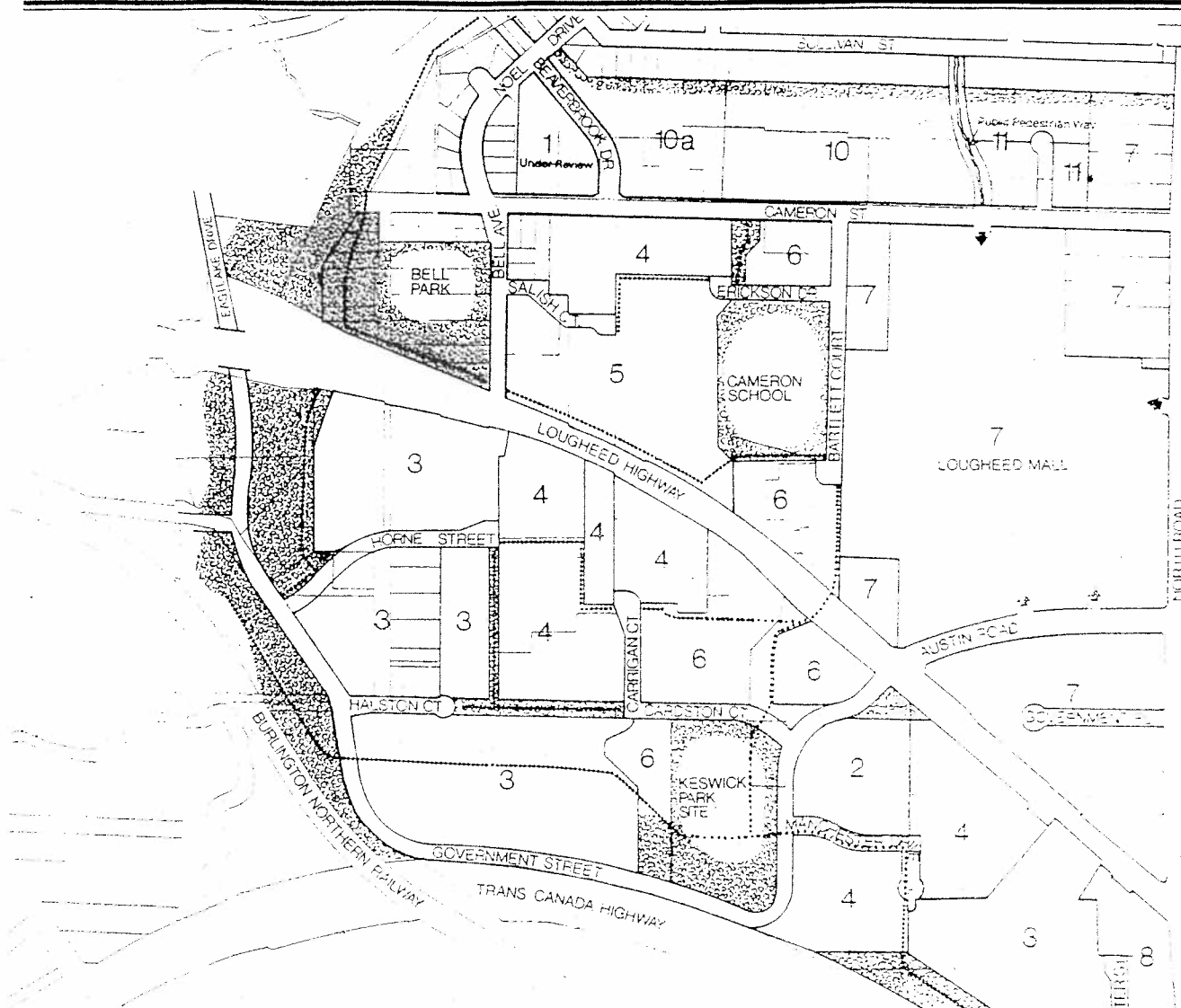
DAB/

Attach.

cc: City Manager  
Deputy City Manager - Corporate Services  
Director Engineering  
Director Finance  
Director Recreation & Cultural Services

b::\loughped.rep

**COMMUNITY PLANS**



**LEGEND:**

- 1▶ Proposed Low Density Multiple Family Development  
Unit Density - 10/12 Units Per Acre
- 2▶ Proposed High Density Multiple Family Development  
Unit Density - 100 Units Per Acre
- 3▶ Existing Low Density Multiple Family Development
- 4▶ Existing Medium Density Multiple Family Development  
(Frame Apartments)
- 5▶ Existing Medium Density Multiple Family Development  
Unit Density - 80 Units Per Acre
- 6▶ Existing High Density Multiple Family Development
- 7▶ High Density Commercial Development Area
- 8▶ Existing Low Density Neighbourhood Commercial  
Development Area
- 9▶ Existing Industrial / Commercial Centre
- 10▶ Cameron Library and Recreation Centre
- 10a▶ District Playing Field
- 11▶ Institutional
- ..... Pedestrian System

↑  
North 24

Updated to 1992 December  
Reference date 1970 July

**COMMUNITY PLANS FIVE & TEN**

FIGURE 1





Province of  
British Columbia

Ministry of  
Transportation  
and Highways

South Coast Region  
7818 Sixth Street  
Burnaby, BC V3N 4N8  
Telephone: 660-8204  
Facsimile: 660-0350

REG  
16  
DAB

File: DM01

March 1, 1996

Mr. M.D.G. Stenson  
Director, Planning & Building  
City of Burnaby  
4949 Canada Way  
Burnaby, BC V5G 1M2

Attention: M.D.G. Stenson  
Director, Planning & Building

Dear Sir:

Re: Lougheed Highway Pedestrian Facilities - Bell Avenue to Austin Avenue

Thank you for your letter of February 5, 1996, to Mr. Joe Jensen, regarding pedestrian facilities on the Lougheed Highway within the City of Burnaby. I will be responding to your letter as Mr. Jensen is unavailable to our region for the next two months.

I have reviewed this matter with my regional staff who met with you on January 31, 1996, and they have confirmed that they generally agree with all of the summarized points outlined in your letter. However, we have ascertained that a site survey and design will have to be undertaken to confirm that the installation will not have a detrimental effect on shy distances, lane widths, or sight distances. I anticipate that this work will be completed early in the new fiscal year.

I agree in principle with your proposed distribution of funding responsibility and suggest that the City of Burnaby be responsible for the project management of the access improvements to the existing pedestrian underpass. I have placed a high priority on this project and I am hopeful that funding will be available to proceed prior to May, 1996. I will confirm back to your municipality when funding has been secured.

I appreciate the thoughtful and cooperative approach that the City of Burnaby has exhibited in working with the ministry to solve this difficult problem.

Yours truly,

Keith Bessflug  
Regional Director

PRM/bdg

Pat Milburn

