STAFF REPORT



то:	Regional Parks and Trails Select Committee	MEETING:	May 15, 2018
FROM:	Kelsey Cramer Parks Planner	FILE:	6150-20
SUBJECT:	Mount Benson Regional Park – Parking L	ot Project Upda	ite

RECOMMENDATIONS

1. That following completion of the new parking lot, the existing parking lot and floating boardwalk at Witchcraft Lake remain open for one year and that a subsequent report to the Board be prepared on their use.

SUMMARY

A new \$ 1 million 100+ stall parking lot to serve Mount Benson Regional Park and the surrounding recreational trails on provincial crown land is expected to be complete summer, 2019.

Some local residents have requested that the existing parking site be fully decommissioned by removing the parking lot and floating boardwalk. The anticipated cost to fully decommission the parking lot and boardwalk is in the order of \$20,000 to \$25,000, in addition to the loss of approximately \$83,000 in capital expenditures that went into creating the site.

Monitoring of the use of the existing parking area once the new parking lot is open to assess the impact is recommended.

BACKGROUND

Since the creation of Mount Benson Regional Park in 2006, the main trailhead and access point on Benson View Road, at Witchcraft Lake, has seen increasing recreational use. The current parking area, which straddles Ministry of Transportation and Infrastructure (MoTI) road allowance and City of Nanaimo (City) land, was installed in 2010 for a cost of \$34,000. The roadside parking lot was installed with input from the MoTI, as well as from the neighbours, who had voiced concern about a lack of parking at the site. A floating boardwalk was also installed by the City of Nanaimo to provide a sanctioned route across the lake to the trails beyond. The RDN contributed \$30,000 to its construction and manages the trailhead and floating boardwalk as regional trail under License of Use with the City of Nanaimo. Prior to this infrastructure going in, recreationalists would trespass around the northern shore of the lake to get to the trails and mountain top. The RDN's License of Use agreement with the City was renewed in 2017 for a second 5-year term, expiring in 2022.

The existing roadside parking area holds 24 cars and is managed by the RDN under permit with the MoTI. Other site amenities include a trailhead kiosk with map, a garbage can, bollard, access control gate and directional signage that have gone in between 2010 and 2017, at a total cost of approximately \$19,000. There is the potential to move these amenities to the new parking lot.

The existing roadside parking area appeared to meet the immediate needs at the time. More recently however, in 2015 and 2016, neighbours once again began contacting the RDN with complaints about the parking and trailhead, including road congestion, noise and litter. The RDN Board approved the purchase of 2761 Benson View Road, at a cost of \$580,000, with the intent to create an off-road parking lot and new trailhead for Mount Benson Regional Park which should be completed in the summer of 2019 (see Attachment 1 for a Context Map).

Update on the New Parking Lot Project

The new paved parking lot will contain approximately 100+ stalls, 25 of which would be located within the adjacent undeveloped road allowance. The design is considered to be at 50% completion and may change as the design progresses (Attachment 2). The corresponding cost estimate is approximately \$905,000, which includes a 15% construction contingency (Attachment 2). Trailhead amenities are not included within this estimate. MOTI will review the design and hydrological assessment prior to permitting access, development and maintenance of the parking area where it falls on road allowance.

Current works on the property include the removal of the house, which is expected to net \$11,500 towards the project.

The project includes trail improvements to connect with the existing Witchcraft Lake Regional Trail. The RDN already holds a permit with MoTI for trail development and maintenance in the undeveloped road allowance south of the lake. A new trail alignment across Crown land to the Regional Park is also being investigated, with the intent of delivering a sustainable hiking trail that will be able to better withstand the recreation use than the existing Witchcraft Lake Regional Trail. The cost of this trail is estimated to be in the order of \$20,000. A submission to the Province for permission to use this alignment will be made in the coming weeks.

Once approvals from MoTI and the Province are confirmed and the design is complete, then the project will be tendered. An anticipated timeline for tendering the project is winter 2018/2019, with Board consideration of the award of the tender in February 2019 and project construction beginning spring 2019.

Determining the Future of the Existing Witchcraft Lake Parking Area

While most residents are content with the plans for the new parking lot, some residents, near the existing trailhead, are requesting the RDN decommission the existing parking area and remove the floating boardwalk over Witchcraft Lake (Attachment 3). The RDN manages the existing parking under permit with MoTI and maintains the floating boardwalk under agreement with the City.

The RDN has kept the City staff and MoTI staff apprised of the neighbours' requests and concerns given that responsibility at this site will shift fully to their organizations should the RDN no longer be involved. City staff and MoTI staff have been on site to consider options for the existing parking and trailhead area.

The following are options considered:

- a) Leave the parking and trailhead area as is and monitor its use for a given period once the new parking lot is open; monitoring the existing trailhead and parking once the new parking lot is open will allow the opportunity to observe how the environment changes with the new parking lot and trailhead in operation. As per a letter from the MoTI (Attachment 4), the Ministry supports the continued use of the existing parking area located within the public road right of way, and will, in conjunction with the RDN re-asses the use of the existing parking area after the construction and implementation of the new parking lot.
- b) Leave the parking area as is once the new parking lot is open and have two parking lots; it is expected that the majority of recreationalists will make use of the new parking lot and trailhead as it will provide amenities such as signage, maps, garbage and vault toilet. It is also expected that historic winter use of Witchcraft Lake will continue and that recreational access across the lake remains a valued asset, including for the residents who live nearby. The existing kiosk would be relocated to the new parking lot and a smaller map sign could be installed to deemphasize this access point.
- c) Permanently remove the existing parking area, boardwalk and other trailhead features by removing the culvert and re-instating the roadside ditch, as well as restoring vegetation once the new parking lot is open; prior to the boardwalk going in, people walked around the northern shore of the lake to access the trails. The lake itself has been used for skating in the winter when it's cold enough to freeze. To fully decommission the site would detract from the public's access to the lake and the trails on the other side. MoTI staff expressed that they would not support installing no-parking signs along this portion of Benson View Road because the surrounding area and road itself are public. There is also no avenue to enforce signage beyond calling the RCMP, who may be busy responding to other priorities. With this input, if the roadside parking and boardwalk are gone, people who still want to visit the lake will not be obstructed with no-parking signs. They will still be able to park on the road shoulder.
- d) Remove the boardwalk, but keep the platform at the base of the trail as a lookout, or relocate the boardwalk elsewhere on the lake so that it provides a viewing platform, but does not provide a crossing; a lookout or viewing platform would create an environment where people are not merely passing through, but are invited to stay. Neighbour concerns around noise and loitering could potentially be exacerbated by a viewing platform or lookout in this relatively secluded location. Another limitation to moving the structure elsewhere on the lake is the quantity of dead trees in the waterbody. A clear route would need to be created, or it would need to be lifted and then installed from a new location along the shoreline.

Removing the existing 24 parking stalls and floating boardwalk immediately after the new 100+ stall parking lot is opened may be premature if there is no longer the pressure on this location as the primary access point to this popular recreational area. A monitoring period of one year is proposed to allow time to make a decision on the RDN's future involvement at this location. The City of Nanaimo will be consulted and kept informed during the monitoring period as the outcome at this site involves City land.

ALTERNATIVES

- 1. That following completion of the new parking lot, the existing parking lot and floating boardwalk at Witchcraft Lake remain open for one year and that a subsequent report to the Board be prepared on their use.
- 2. That the existing roadside parking lot and floating boardwalk at Witchcraft Lake remain open once the new parking lot is complete and the RDN manage both recreational access points.
- 3. That the existing roadside parking lot and floating boardwalk at Witchcraft Lake be permanently decommissioned and the RDN remove itself from future responsibility at this site once the new parking lot is complete.
- 4. That the Regional Board provide alternative direction to staff regarding the future of the existing roadside parking lot and floating boardwalk at Witchcraft Lake.

FINANCIAL IMPLICATIONS

To date approximately \$83,000 has been spent by the RDN on capital improvements to the existing parking lot and trailhead at Witchcraft Lake.

ITEM	COST
2010 Floating Boardwalk	\$30,000
2010 Parking lot	\$34,000
2013 Kiosk with map and bollard	\$15,000
2017 Garbage can and Gates	\$4,000
TOTAL EXPENDITURE	\$ 83,000

Operational costs on site have been approximately \$1,000 annually and include garbage removal, trail re-surfacing and most recently, snow-plowing.

To fully decommission the existing parking and boardwalk will be an expected one-time cost of approximately \$20,000 to \$25,000 (which includes an estimated \$8,000 to remove the floating boardwalk and \$15,000 to remove the culvert, re-instate the ditch and re-vegetate the disturbed areas). Actual costs of removal would be confirmed by contractor quotes.

Costs associated with monitoring the site for one year will depend on the method applied and could cost in the range of \$5,000. This would be budgeted for in 2019.

In summary, a capital loss of approximately \$89,000 would result if the existing site is decommissioned, assuming the kiosk, bollard, garbage and gates would be used elsewhere. If the site is left open and monitored, an expected cost for monitoring would be \$5,000 per year.

STRATEGIC PLAN IMPLICATIONS

The Mount Benson Regional Park parking lot project responds to the following RDN strategic priorities:

- Recognizing recreational amenities as core services.
- Funding infrastructure in support of our core services.

Klame

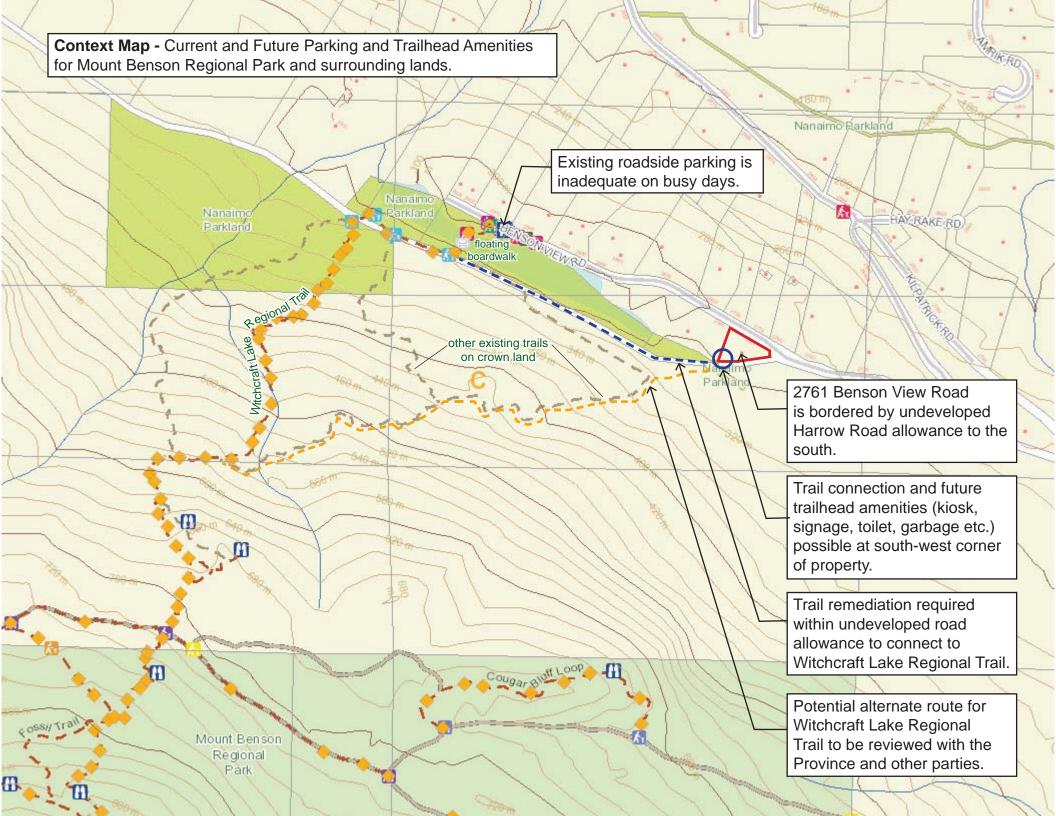
Kelsey Cramer <u>kcramer@rdn.bc.ca</u> May 9, 2018

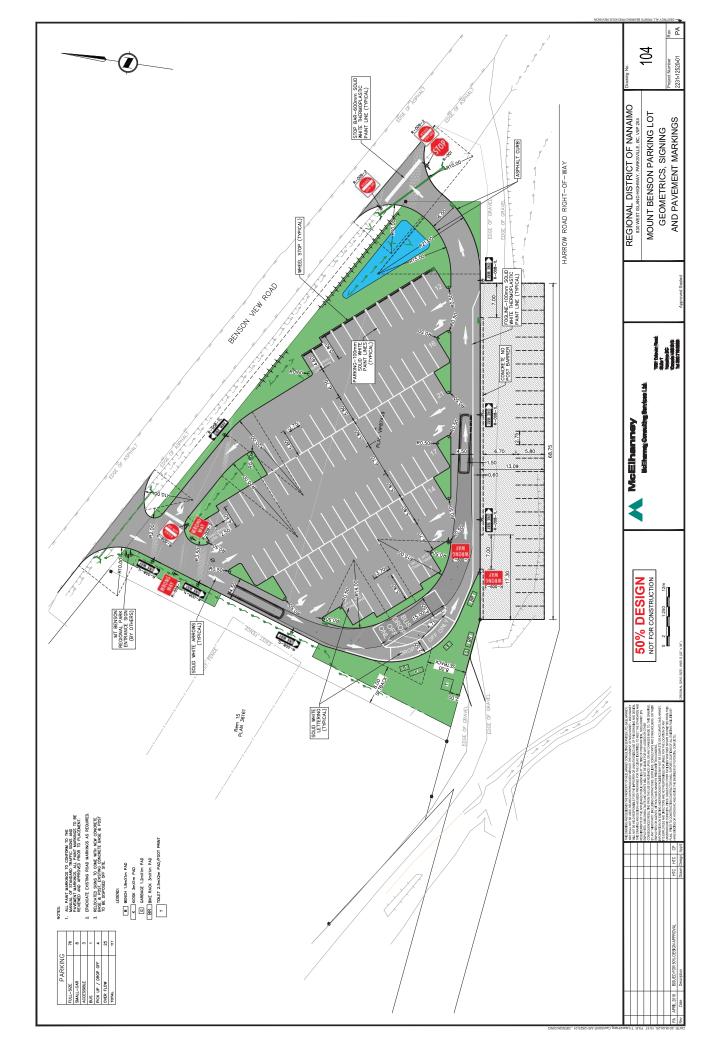
Reviewed by:

- W. Marshall, Manager, Parks Services
- T. Osborne, General Manager, Recreation and Parks Services
- P. Carlyle, Chief Administrative Officer

Attachments

- 1. Context Map
- 2. 50 percent Concept Design and Cost Estimate
- 3. Benson View Rd Residents Feedback Summary
- 4. Letter from MoTI





REGIONAL DISTRICT OF NANAIMO Recreation and Parks Department Mount Benson Parking Lot 50% DESIGN - CONSTRUCTION COST ESTIMATE

					MCSL ES	TIMATE	
					2018 Dollars		
EM NO.	MMCD REF.	DESCRIPTION	UNIT	QUANTITY	UNIT PRICE	AMOUNT	
1.0	GENERAL CONDITIONS						
1.1	Refer to Supplementary Specifications	Mobilization and Demobilization	Lump Sum	1.00	\$15,000.00	\$15,000.00	
	Refer to Supplementary						
1.2	Specifications	Site Maintenance and Sediment Management	Lump Sum	1.00	\$8,000.00	\$8,000.00	
		GENERAL CONDITIONS SUBTOTAL				\$23,000.00	
2.0	ROAD AND SITE WORKS						
		SITE PREPARATION					
2.1	Refer to Supplementary Specifications	Clearing and Grubbing - Includes tree removal and disposal	Square metre	6225.00	\$2.00	\$12,450.00	
2.2	31 24 13 1.8.5.1	Stripping (150mm thickness fill areas only)	Cubic Metre	290.00	\$12.00	\$3,480.00	
2.3	31 24 13 1.8.5.1	Common excavation , off-site disposal	Cubic Metre	2460.00	\$18.00	\$44,280.00	
2.4	31 23 17 1.6.1/.2/.3/.4	Rock Removal (Blasting permitted)	Cubic Metre	990.00	\$200.00	\$198,000.00	
2.5	31 24 13 1.8.9	Subgrade preparation	Square metre	6225.00	\$1.50	\$9,337.50	
2.6	31 24 13 1.8.7	Import road embankment fill	Cubic Metre	1120.00	\$25.00	\$28,000.00	
	32 11 16.1	GRANULAR SUB-BASE:					
2.7	32 11 16.1 1.4.3/.4	Granular sub-base - 250 mm thickness for parking areas	Square metre	4630.00	\$13.00	\$60,190.00	
	32 11 23	GRANULAR BASE:					
2.8	32 11 23 1.4.2/.3	Granular base - 150 mm thickness for road and site	Square metre	4630.00	\$15.00	\$69,450.00	
	32 12 16	HOT-MIX ASPHALT CONCRETE PAVING:					
2.9	32 12 16 1.5.1/.2	Asphaltic concrete paving 50mm thickness	Square metre	3740.00	\$45.00	\$168,300.00	
2.10	32 12 16 1.5.1/.2	Asphalt water control curb	Lineal Metre	200.00	\$35.00	\$7,000.00	
	03 30 20	PAINTED PAVEMENT MARKINGS:					
2.11	32 17 23 1.5.3	Permanent pavement markings	Lump Sum	1.00	\$10,000.00	\$10,000.00	
2.12	Refer to Supplementary Specifications	Traffic sign, pole and base	Each	15.00	\$600.00	\$9,000.00	
	·	MISCELLANEOUS					
2.13	Refer to Supplementary Specifications	Concrete No-post Barriers	Lineal Metre	55.00	\$180.00	\$9,900.00	
	Refer to Supplementary						
2.14	Specifications Refer to Supplementary	Concrete Wheel Stops	Each	12.00	\$120.00	\$1,440.00	
2.15	Specifications	Steel Security Gate c/w concrete footing	Each	4.00	\$3,500.00	\$14,000.00	
		ROAD AND SITE WORKS SUBTOTAL				\$644,827.50	
3.0	STORM WORKS Refer to Supplementary						
3.1	Specifications	Remove exisiting culverts	Lineal Metre	15.00	\$90.00	\$1,350.00	
3.2	31 23 01 1.10.6 Refer to Supplementary	Drainage swale	Lineal Metre	140.00	\$25.00	\$3,500.00	
3.3	Specifications	Drainage Ditch (MOTI ROW)	Lineal Metre	75.00	\$50.00	\$3,750.00	
3.4	Refer to Supplementary Specifications	Ditch Rip Rap - 25kg Class min 300 thickness	Square metre	120.00	\$40.00	\$4,800.00	
3.5	33 40 01 1.6.2	Culvert 500mm CSP, imported backfill	Lineal Metre	20.00	\$210.00	\$4,200.00	
3.6	33 40 01 1.6.2	Culvert 600mm CSP, imported backfill	Lineal Metre	30.00	\$250.00	\$7,500.00	
3.7	33 42 13 1.5.3	Pre-cast concrete headwall	Each	6.00	\$3,500.00	\$21,000.00	
3.8	33 40 01 1.6.5	Catchbasin	Each	6.00	\$1,500.00	\$9,000.00	
3.9	33 40 01 1.6.2	Pipe - 200mm diam. PVC SDR28, imported backfill (catchbasin lead)	Lineal Metre	50.00	\$140.00	\$7,000.00	
3.10	33 40 01 1.6.2	Pipe - 300mm diam. PVC, imported backfill	Lineal Metre	100.00	\$180.00	\$18,000.00	
3.11	33 44 01 1.5.1.1	Manhole, lid, slab, cover and frame - 1050mm diameter	Each	2.00	\$2,800.00	\$5,600.00	
3.12	33 44 01 1.5.1.2	Manhole riser section - 1050mm diam.	Vert. Metre	3.00	\$600.00	\$1,800.00	
		POND					
3.13	Refer to Supplementary Specifications	Pond Grading	Square metre	200.00	\$100.00	\$20,000.00	
3.14	Refer to Supplementary Specifications	Discharge Control Structure	Lump Sum	1.00	\$5,000.00	\$5,000.00	

REGIONAL DISTRICT OF NANAIMO Recreation and Parks Department Mount Benson Parking Lot 50% DESIGN - CONSTRUCTION COST ESTIMATE

					2018 De	ollars
ITEM NO.	MMCD REF.	DESCRIPTION	UNIT	QUANTITY	UNIT PRICE	AMOUNT
3.15	Refer to Supplementary Specifications	Geofarbic Liner	Square metre	200.00	\$8.00	\$1,600.00
3.16	Refer to Supplementary Specifications	Re-use of exisitng blast rock for armour (stockpile and re-use)	Cubic Metre	90.00	\$30.00	\$2,700.00
		STORM WORKS SUBTOTAL				\$116,800.00
4.0	LANDSCAPING					
	32 92 19	HYDRAULIC SEEDING				
4.1	32 92 19 1.8.1/.2	Hydraulic Seeding of disturbed areas	Square metre	600.00	\$5.00	\$3,000.00
		LANDSCAPING SUBTOTAL				\$3,000.00

Notes:

1) Estimated costs are derived from recent experience on Vancouver Island, but there is no warranty that actual cost will not vary. McElhanney accepts no liability for actual cost which may vary from the estimated construction costs provided herein.

SECTION 1: GENERAL CONDITIONS SUBTOTAL	\$23,000.00
SECTION 2: ROAD AND SITE WORKS SUBTOTAL	\$644,827.50
SECTION 3: STORM WORKS SUBTOTAL	\$116,800.00
SECTION 4: LANDSCAPING SUBTOTAL	\$3,000.00
TOTAL CONSTRUCTED WORKS	\$787,627.50
TOTAL CONSTRUCTED WORKS CONTINGENCY (15%)	\$787,627.50 \$118,144.13
	,

2) Cost estimate based on McElhanney drawings 12523-01-101-401 (50% Designed), dated April 16, 2018.



Feedback form distributed at Residents Meeting on-site October 17, 2017. Thirteen (13) residents signed in.

Number of Respondents:8 feedback forms returned3 emails with comments received

Question 1	l Please share any general comments regarding the Regional District of Nanaimo Board's recent					
	approval to	approval to purchase 2761 Benson View Road for the purposes of an off-road parking lot and				
	trailhead an	trailhead amenities for Mount Benson Regional Park and surrounding lands.				
Responses	POSITIVE	NEGATIVE	Comments (# times noted if more than 1)			
	9	2	Gate control at night to prevent partying (2)			
			Security checks, animal control checks			
			Retain as much existing vegetation as possible			
			Install no parking signs on Benson View (2)			
			Process is taking too long, waiting another year is unreasonable			
			Great. Ensure veg. buffer between road and parking area			
			Install 'tow-away zone', 'slow your speed' on BV Rd			
			Parking upgrades required, build and retain as much as possible.			
			Construction costs and demand will only increase in future. We'll be			
			across from new parking lot and would prefer things did not change,			
			but are aware this is unrealistic and support RDN efforts towards			
			easing the congestion			
			Install Parking Lot Full sign (2)			
			Elated to receive news of designated parking lot			
			Benson View Road is dangerous for vehicles, walkers, bikers (3)			
			Excellent! Decommission existing parking and bridge (2)			
			Install 'residents only' parking signs on BV Rd			
			Not sustainable as sole access to Mount Benson (2)			

Question 2	Depending on whether the adjacent Harrow Road allowance is incorporated, between 92 and 126			
	parking stalls	are anticipat	ed. Final design will include a fence between the parking lot and the	
	neighbouring	neighbouring residence and will include an access-control gate.		
Responses	92 better	92 better 126 better Comments		
	than 126 than 92			
	0	8	126 will not be enough for future needs with more vehicles.	

Question 3	Do you feel tl	Do you feel that phasing construction would be a suitable approach (e.g. build some stalls first				
	and then buil	and then build the remainder at a later date)?				
Responses	Yes	Yes No No response				
	0	07Staging the project will increase cost.				

Question 4	Are there specific aspects of Option 1 or Option 2 that you prefer and would like to see reflected in the next stage of design?				
Responses					
	Option 2- we need to maximize parking now and in future.				

Build out as much as possible with consideration for neighbourhood and environment.
Make new trail to Witchcraft Lake and existing floating bridge so people not tempted to park at
end of Benson View Rd.

Question 5	Please check	Please check all trailhead amenities that you feel should be integrated in the next stage of design:			
Responses	For	Against	Comments (# times noted if more than 1)		
Kiosk	8	0			
Garbage	6	2	Must be emptied - bears will make a mess		
Recycling	5	3	Must be emptied - bears will make a mess		
		Λ	Area is on wells, pit toilets not compatible.		
Pit tollets	Pit toilets 4	4 4	Toilets essential - where do 8000 people from June to Aug go?		
Directional					
Signs	8	0			
Interpretive					
Signs	7	1			
Other	2	0	Gate locked at night (2), sign warning of fines for littering		

Question 6	Given the new	Given the new proposed parking facility and trailhead development at 2761 Benson View Rd,		
	what is your p	your preference for the existing roadside parking lot?		
Responses		Count	Comments	
Leave it as is and continue to maintain it as a secondary trail access point		3	Very disappointed to think access should be discontinued all together. Why demolish a unique amenity and reduce parking capacity by 24 stalls? Why reduce usage options for mobility constrained people?	
Leave the floating boardwalk, but reduce parking area and remove kiosk		0		
Decommission parking area and remove floating boardwalk/ all amenities		5	Could the existing bridge be relocated to new trailhead as a pier to walk out onto? Decommissioning all is only sane plan for residents. If bridge is left, hikers will still park all up and down the road.	
Other 1		1	Leave the bridge, but decommission parking area - people can walk to bridge from new parking area.	

Additional Comments Received via Email Residents expect quiet rural lifestyle and increase in traffic takes this away. People undertaking 'midnight hikes' then early morning voices are loud when they return. Unsavoury characters drink and party in existing parking lot and police have had to be called.

Many visitors use the roadside as their garbage dump - how is RDN going to manage garbage issue.

Traffic safety on Kilpatrick and Benson View Road is most important factor. There have been two fatalities on the road. Road is disintegrating in places due to increased traffic, road wasn't intended for this level of traffic. Road is treacherous in winter and heavier traffic will reduce safety.



April 18, 2018

To: Regional District of Nanaimo Board of directors.

RE: Witchcraft Lake and Benson View road parking.

This letter, written on behalf of the Ministry of Transportation and Infrastructure is intended to support the Regional District of Nanaimo with respect to the constructed parking area on Benson View road.

The parking area on Benson View road is currently being used by the public for the purposes of vehicle parking in order to access Benson View Park. Working in conjunction with the RDN the ministry has provided, by way of permit to the RDN to use the public road right of way and to construct and maintain the current parking area.

The ministry supports the continued use of this parking area located within the public road right of way. Working with local communities and Municipal governments as a whole, the Ministry supports the betterment and continual access of public rights of way.

In recognition of the cost and efforts to enhance the current access The Ministry would support the current parking area to remain, during the construction period of the new Benson View parking and trailhead. After the construction period and implementation of the new Parking lot and trailhead the ministry will, in conjunction with the RDN re-asses the use of the existing parking area.

Regards

Stefan Yancey

Operations Manager

CC: Michael Pearson, Vancouver Island District Manager.

Ministry of Transportation and Infrastructure Vancouver Island District South Coast Region Mailing Address: 3rd flr, 2100 Labieux Road Nanaimo BC V9T 6E9 Telephone: 250 751-3282 Fax: 250 751-3288

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