

ITEM 10

MANAGER'S REPORT NO. 29

COUNCIL MEETING Apr. 16/73

10. Re: Brighton Avenue Between Lougheed Avenue and Winston Street

Mr. L. Ramsay, 3567 Brighton Avenue, Burnaby 2, appeared before Council on March 12, 1973 to provide reasons why he and other property owners on the above portion of Brighton Avenue do not wish the Local Improvement work that is currently planned for the street to proceed.

At the March 12, 1973 meeting Council directed that work on the project in question be held in abeyance until a report is submitted indicating possible solutions to the problems which would be experienced by those residing on the west side of Brighton Avenue in the event the work proceeds as currently planned. Council also requested that the development plans of Woodwards (which owns the property on the east side of Brighton Avenue) be produced. Because dimension and volume of plans prohibits attaching copies to this report, the Planning Director will be taking these plans with him to the Council meeting of April 16, 1973.

Further to the matter of the Woodward's development, at the March 12, 1973 meeting of Council the question was raised regarding the possibility of providing access from the Woodward's property, along the east property line of the lot, to Lougheed Highway. For the information of Council, plans for the Woodward's property are well advanced with roofing of the Display area, located at the north-east portion of the lot, virtually complete, and with structural steel now being erected for the warehouse which is located immediately south of the Display area.

The Planning Director and the Municipal Engineer have each examined alternatives to the existing plan. Attached is the report of the Planning Director together with a summary of the alternatives examined, and Sketches "A" and "B". Attached, also, is the report of the Municipal Engineer.

With the recommendations following, Council will note reference to the provision of a lane near the rear (west) property line of the six subject properties. For the information of Council, current lane policy requires that the abutting property owners dedicate the lane allowance necessary at no cost to the Municipality, and that the abutting property owners submit a sufficient Local Improvement Programme petition for construction and paving of the lane wherein the abutting property owners pay a rate of \$0.257 per front foot, per year for five years on a maximum applied frontage of 66'.

RECOMMENDATIONS:

THAT Brighton Avenue be constructed to the proposed divided roadway standard; and

THAT the six property owners residing on the subject portion of Brighton Avenue be advised that their crossings on Brighton Avenue will be restricted to right turn in and right turn out as is normal practice throughout the Municipality for this classification of road; and

THAT the six residents be advised that if they wish to have all-directional access this can be accomplished by the provision of a lane near the rear (west) property line of their lots although such lane construction would entail removal of many trees and reorientation by the owners of carports or garages to gain access to the lane; and

THAT a copy of this report be provided to the six property owners residing on the subject portion of Brighton Avenue.

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MANAGER'S REPORT NO. 29

COUNCIL MEETING Apr. 16/73

April 5, 1973
Our File #08.640 B

RE: BRIGHTON AVENUE.

With reference to the Municipal Clerk's memo of March 14, 1973 addressed to the Engineer; in addition to providing the development plans for the Woodwards warehouse site as requested by Council, the Planning Department has reviewed the alternatives available in connection with this matter and would conclude as follows:


1. Any roadway standard which would allow northbound left-turn access or egress between Brighton Avenue and the six residential driveways would not only introduce greater accident potential for users of the street but would jeopardize the Government Street residential neighbourhood by affording the flexibility of allowing traffic from the warehouse site to use Government Street as an alternative to the Lougheed westbound.
2. Because the residentially developed properties on the west side of Brighton would not be denied access or egress, but rather, would only be restricted to one directional access, the Planning Department believes implementation of a "frontage" road is not required.
3. Secondary access, which provides for additional circulation and servicing ease, is desirable with all categories of land use which abut higher traffic service streets. Secondary access along arterial and major collector streets would protect the substantial, and growing, municipal investment in major street facilities.

With respect to the alternatives available, their common elements and their respective ramifications including the inconvenience of one directional access and egress, the Planning Department would recommend as follows:

RECOMMENDATIONS

1. THAT Municipal Council advise the six residents that the over-all solution to all directional accessibility desired by the residents lies in the provision of a lane near the rear (west) property line of their lots and
2. THAT in keeping with established Council policy, the initial step toward obtaining lane access would be that the residents dedicate the lane allowance necessary and
3. THAT Brighton Avenue be constructed to the proposed divided roadway standard.

Respectfully submitted,


A. L. Parr,
DIRECTOR OF PLANNING.

WSS:ew

c. c. Municipal Engineer
Municipal Clerk

RE: BRIGHTON AVENUE.

The alternatives of Brighton Avenue construction and the ramifications of each alternative are outlined as follows:

A. Construction of Brighton Avenue to the proposed four travel lanes divided roadway which provides left-turn storage at the Lougheed Highway and left-turn storage to the Woodward's site east of Brighton. The roadway would be centered within the current 86 feet Brighton Avenue road allowance.

1. Ramifications relative to Brighton Avenue:

- (a) The current ground elevations along the east side of Brighton Avenue slope downward and away from the centerline of the allowance. A retaining wall of possibly ten feet in height topped with pipe railing for pedestrian safety, could be required in certain locations (depending upon the final design grade of the road). Because the Woodward's site has been excavated at approximately 1 1/2: 1 slope downward from the property line along Brighton, the retaining wall required could be located near the top of the downward slope into the Woodward's site. (Sketch A)
- (b) Because the developed residential properties on the west side of Brighton have no alternative means of access, the major collector road would be forced to accept at least six direct driveway connections within a total frontage length of approximately 600 ft.

2. Ramification relative to six owner residents on the west:

- (a) The private residential driveways which have in the past been accessible to southbound and northbound travel would be accessible to southbound travel only. Similarly, the egress would be limited to southbound only.
- (b) With reference to the possible retaining wall required to support the road along the east side of Brighton Avenue, the overall effect of the Zoning By-law's screening requirements would be lost unless the plant material, which desirably should provide permanent (year round) screening, is at least taller, initially, than the retaining wall so that the screening effect could rise above the top of the retaining wall.

3. Ramification relative to Woodward's site:

- (a) Although access to the Woodward's site would not be restricted for either northbound or southbound travel, egress from the site would be restricted to right-turn out (northbound) only by a median divider in order to prevent direct easy entry of unwanted vehicular traffic into Government Street and the residential neighborhood to the west.
- (b) In order that some degree of consideration is given to the appearance of the east side of Brighton Avenue from the Woodward's site should a retaining wall be required to support the road, design considerations of the appearance of the retaining wall rising above the proposed landscaped slope on the Woodward's site should possibly include drainage opening planters at various elevations on the face of the retaining wall. These should also be planted by the industrial site developer.

B. Similar to A with the exception that an opening through the divider could be made to allow the owner residents to make a northbound "U-turn", thereby retaining full access to their respective properties.

1. Ramifications relative to Brighton Avenue:

- (a) Because of the length of left-turn storage lanes required for both northbound Brighton to westbound Lougheed Highway and southbound entry to Woodward's, the storage lanes can only be designed as "back-to-back" facilities with very little actual median between them. In addition to being very poor design practice, because of the narrowness of the road, an opening in the north-bound Brighton left-turn lane divider for access to residential properties on the west would not provide sufficient turning radius to be functional.
- C. Similar to A with the exception that a frontage access facility is included within the Brighton road allowance adjacent the residential property line.
1. Ramifications relative to Brighton Avenue:
 - (a) Inclusion of a minimal (14' - 15' wide) separated access facility adjacent the residential frontage would require the shifting eastward of the entire road section, thereby requiring an even higher retaining wall on the east side of Brighton, or, through prior agreement with Woodward's for a fill easement on the warehouse site, a retaining wall could be constructed to support the filled slope at the parking lot level in the Woodward's site.
 2. Ramifications relative to six owner residents on the west:
 - (a) The private driveways would be connected to a minimal "lane type" access facility which would be separated from Brighton Avenue by a narrow raised median. Accessibility would be for both northbound and southbound vehicles, however, the northbound vehicle would need to enter a driveway access from Government Street across the S. E. portion of the corner property (Raymer).
 - (b) The front access facility could require construction of additional retaining walls adjacent the property line. This could require the removal of some of the stand of trees located along the property line.
 - (c) Because of the narrow width of the front access facility, the private driveways would require additional flaring to facilitate vehicular turns.
 - (d) The comments in A2(b) above, would again apply in the case of the retaining wall in the road allowance on the east side of Brighton Avenue. However, should the retaining wall be established at the parking lot level, an effective screen could be planted at the top of the slope adjacent the eastside of the Brighton roadway.
 3. Ramifications relative to the Corporation's policy in connection with major collector road construction:
 - (a) By constructing a frontage access facility along the west side of the Brighton Avenue major collector, the Corporation would be establishing a precedent which could become difficult to support and costly to provide for all current and future collector facilities.
 - (b) The Corporation would need to negotiate an agreement to:
 - (i) place fill material on private property, and
 - (ii) share cost of construction of a retaining wall on private property.

Item (b) assumes that it has been proven not feasible to construct a retaining wall on the east side of the Brighton road allowance.

4. Ramifications relative to the Woodward's site:

- (a) The comments of A3 apply.
- (b) Agreement to provide easement for fill slope and retaining wall construction cost-sharing.

D. Similar to A with residential property owners providing an allowance near the western property line where a secondary access lane facility would be constructed with connection to Government Street.

1. Ramifications relative to Brighton Avenue:

- (a) The comments of A1 apply.

2. Ramification relative to six owner residents on the west of Brighton:

- (a) All the property owners would need to dedicate a minimum 20 ft. wide strip of land across the rear of their respective properties in order that a lane could be constructed from Government Street northward. With further subdivision activity at the northerly end of Dalebright Drive (one block west of Brighton and north of Government Street), the lane mentioned above could connect with Dalebright Drive and provide secondary access for properties with restricted access which currently front on the Lougheed Highway. (Sketch B)
- (b) In addition to disrupting established rear yard privacy by introduction of a lane and neighbouring resident and service traffic, the lane could remove some well established trees and one or two accessory buildings.
- (c) The lane would provide full flexibility for access and egress in all directions for all the residential properties.
- (d) During discussion of subdivision potential with one of the six owners it was indicated that a lane would certainly facilitate subdivision by enhancing accessibility to each lot in the subdivision.

E. Construction of Brighton Avenue without a median divider except where a northbound left-turn lane would be provided at the Lougheed Highway for west-bound traffic.

1. Ramification relative to Brighton Avenue:

- (a) Likely no retaining wall or at least a shorter length, would be required along the east side of Brighton Avenue. (Depending upon design grades for Brighton).
- (b) Compared with A, the capacity of the street to accommodate south-bound left-turning vehicles to the warehouse site and industrial traffic flow along the street would be substantially reduced as would the safety aspect afforded by the proposed divided road standard outlined in A.

2. Ramifications relative to the six owner residents on the west of Brighton:

- (a) The current north and southbound accessibility would be maintained for possibly only the two most southerly owners because of the flare

and taper sections required in advance of the northbound left-turn lane to the Loughed.

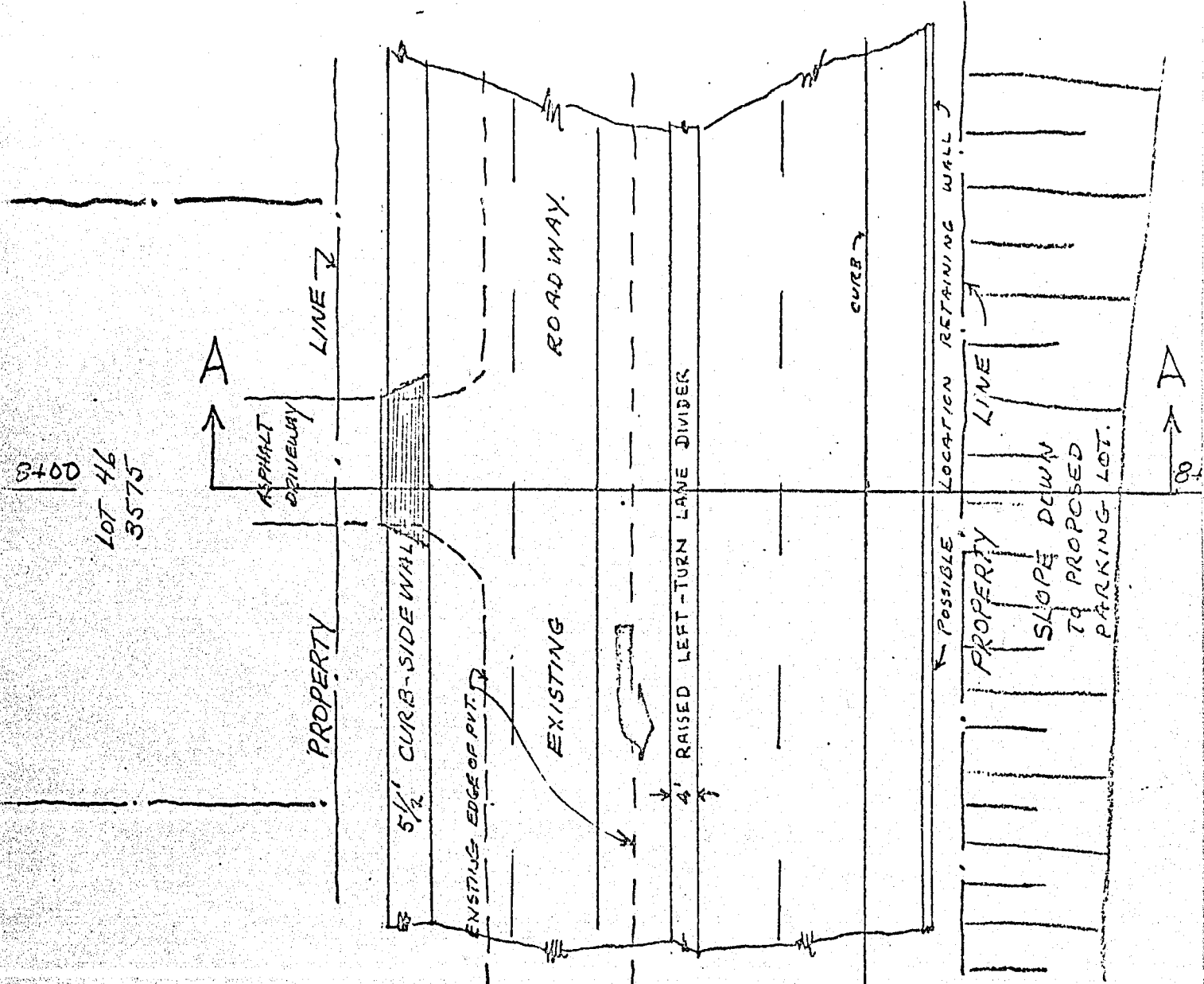
3. Ramifications relative to Government Street and the neighbourhood to the west of Brighton Avenue.
 - (a) Vehicles departing from the warehouse site could gain easy access to Government Street westbound regardless of any restrictive signing should the drivers not wish to wait in a queue for the traffic signal on the Loughed at Brighton Avenue.


There are probably other combinations of design which could be devised. However, we believe those indicated herein and their respective ramifications are sufficiently varied that they encompass common elements in other possible combinations of schemes.

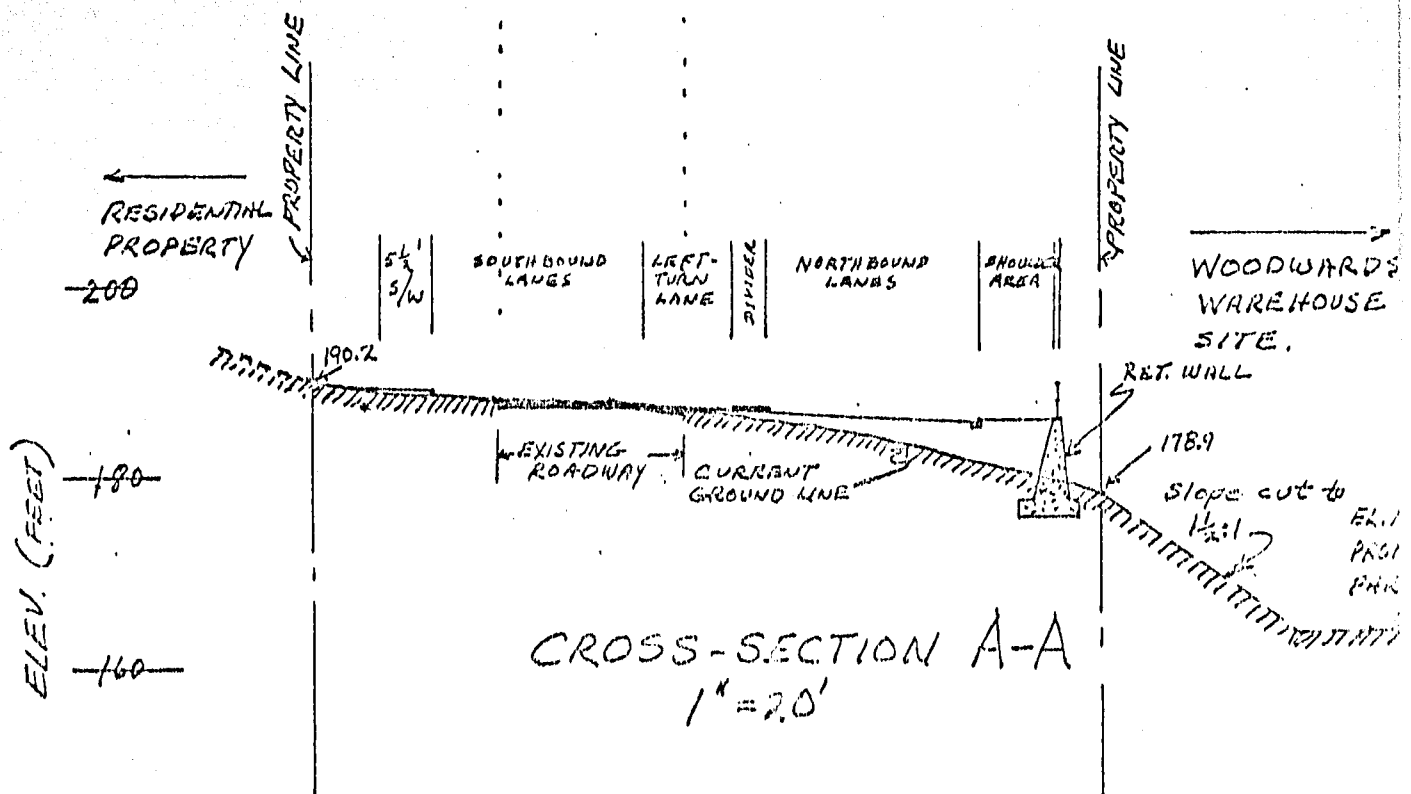
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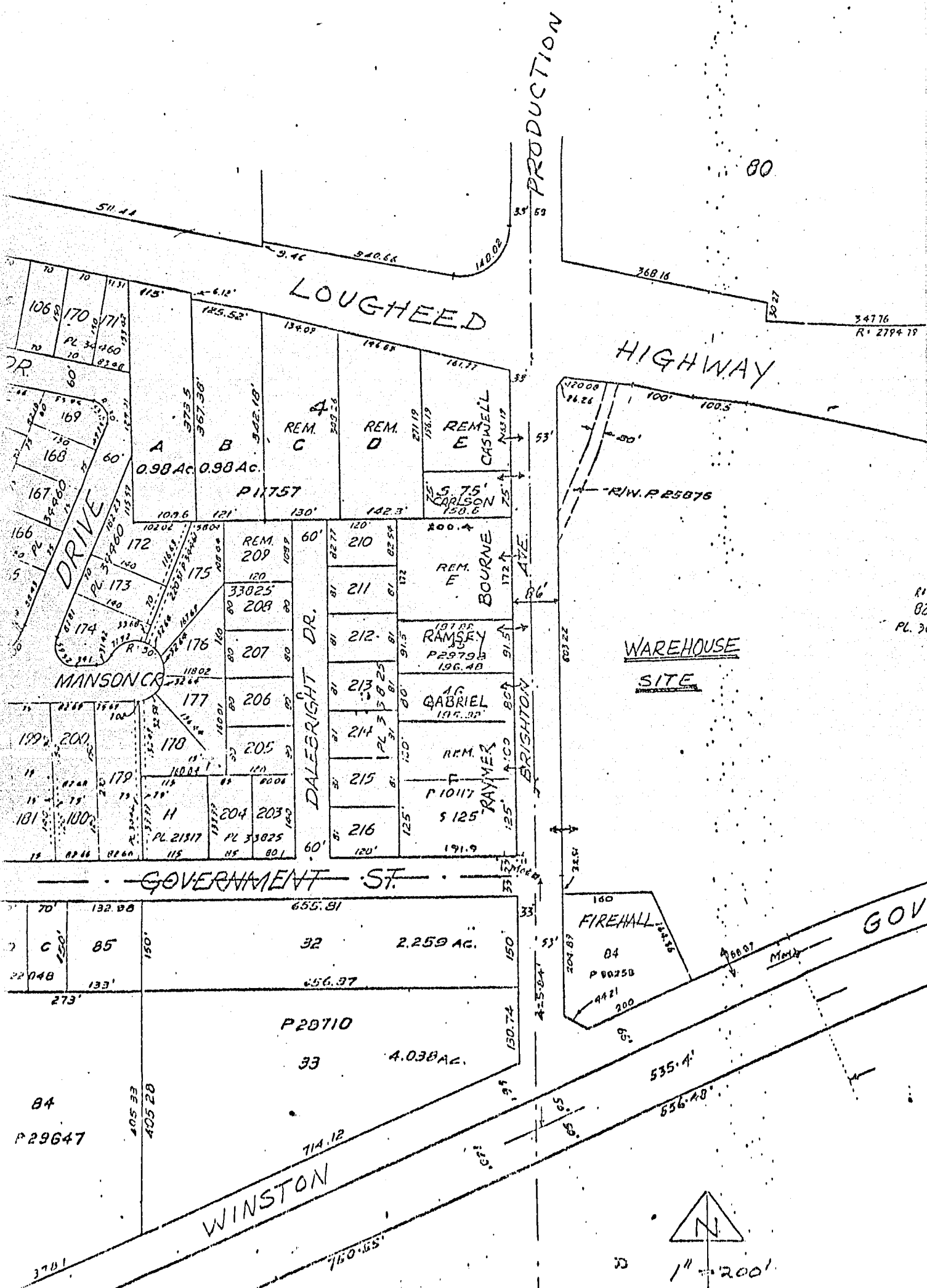
PLAN 1"=20' 



CROSS-SECTION A-A
1"=20'

O N S T

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SKETCH B

ITEM 10
MANAGER'S REPORT NO. 29
COUNCIL MEETING Apr. 16/73

INTER-OFFICE COMMUNICATION

TO: Municipal Manager

DEPARTMENT:

DATE: 30 Mar./73.

FROM: Municipal Engineer

DEPARTMENT:

OUR FILE #

SUBJECT:

Brighton Avenue Between Loughheed Highway and Winston Street

Reference the Clerk's memo of 14 March, 1973.

Before we deal with the submission of Mr. L. Ramsey as it relates to Brighton Avenue, we should first point out that the concept of a divided roadway with a centre median that would prevent left turns to small traffic generators, ie, single family homes, was proposed long before there was any knowledge of what the future development would be on the east side of the street. Later when the development plans were submitted for the new Woodward's warehouse, it was deemed necessary that the large volumes of traffic that would be generated by the Brighton access would require a left turn provision in the Brighton median. If such a provision was not made, those vehicles wishing to make such a move, would have to find alternate routes, one of which could be Government Road. Vehicles leaving the Woodward's Brighton Avenue exit will be restricted to a right turn only and proceed to the Loughheed Highway. Without a closed median opposite this exit or with openings to the north to service single family homes, exiting traffic from Woodward's could turn and proceed south on Brighton Avenue and possibly gain access to Government Road. This concern for Government Road stems from recent Council action on that particular facility.

In considering Council's request that if possible we try to find some way to resolve the problems that will be experienced by the petitioners we would report the following:

- (1) The simplest solution of course would be to remove the centre median and give free movement to and from all adjacent properties. This, however, will have two undesirable effects:
 - (a) Controlled flow on Brighton Avenue would be disrupted by turning vehicles, effecting the capacity of street.
 - (b) The previous concern that unwanted traffic could gain access to Government Road would become a definite possibility.
- (2) The proposed standard for Brighton Avenue could be moved to the east side of the right-of-way and a narrow frontage road with access to Government could be placed along the west side of the Brighton right-of-way to provide access from the south to the single family homes. While this is a possibility it has a number of undesirable aspects.
 - (a) Its connection to Government would be confusing to traffic exiting from Government and making a left turn. What we would have would, in effect, be a divided roadway with three separate pavements.
 - (b) The difficulty of preventing people from exiting at the north end of this frontage road.
- (3) A lane could be constructed at the rear of the properties of concern that would have a connection to Government Road. This, however, will disrupt existing trees planted along the rear property line. If the lane was to be placed to the east of the rear property line, it would leave a narrow strip of unusable land to the west of the lane. In addition to the lane construction, all existing parking facilities that now face Brighton Avenue would require re-development to take advantage of any rear access.

Continued ...

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MANAGER'S REPORT NO. 29

COUNCIL MEETING Apr. 16/72

In our opinion, there are really only two courses of action that can be taken that would provide a proper standard of road design. Brighton Avenue could be built without a median in which case you may be encouraging Woodward's traffic to use Government Road as an alternate route should the Loughheed become congested, or secondly, you could build the road as originally planned in which case the properties on the west side of Brighton Avenue would be restricted to right turn in and right turn out.

In returning to the points raised in the submitted petition, we must first establish the standard of facility we are trying to build on Brighton Avenue. If it is to be a major collector and from the standard that is proposed, it is, then we should be trying to control the number of access points to it and the type of movements these accesses will be generating. If we are going to permit a freedom of movement to every access point along its route then we are not getting the most out of the facility as its capacity will drop and its accident rate increase.

In the petition, there are two points raised that need to be commented on:

- (1) The cost to the property owners of the proposed improvement to Brighton Avenue is about 1% of the project. The remainder is paid for by all the taxpayers in Burnaby as it is financed from general revenues.
- (2) If the properties along the west side of Brighton Avenue were denied a left turn the longest distance one would have to go by going north across the Loughheed and around Thunderbird Crescent and back would be 3/4 of a mile while the shortest loop would be 1/2 mile.

While we cannot deny that there will be a slight inconvenience to those who have presented the petition; we would express a concern at this time that if we were to provide additional frontage road facilities to accommodate all movements to existing crossings, we could be establishing a precedent whereby we would be required to meet the same obligation along every divided arterial we build. In some instances, this could become quite costly if not almost impossible to provide. Such a policy could also be placing an obstacle in front of any plans to make one way road systems, a type of network that is often used in urban areas to gain added capacity from congested street systems and one that we may be wanting to try in the not too distant future.

Recommendation

That Brighton Avenue be built as originally planned with a centre median and that the owners of those properties on the west side of the street be advised that their crossings will be restricted to right turn in and right turn out.

HB:pm


MUNICIPAL ENGINEER

- c.c. () Planning Director
() Municipal Clerk
() Traffic Supervisor