

Re: ROAD CLOSURES IN COMMUNITY PLAN AREA "D" - BRENTWOOD
(ITEM 2, REPORT NO. 67, OCTOBER 25, 1976)
(ITEM 3, REPORT NO. 55, SEPTEMBER 7, 1976)
(ITEM 40, REPORT NO. 48, JULY 19, 1976)
(ITEM 18, REPORT NO. 75, NOVEMBER 22, 1976)
(ITEM 14, REPORT NO. 11, FEBRUARY 14, 1977)
(ITEM 17, REPORT NO. 17, MARCH 7, 1977)

Following is a further report from the Director of Planning on road closures within the Brentwood Community Plan, Area "D".

RECOMMENDATIONS:

1. THAT Council approve the implementation of the Alternative 4 road pattern (sketch #3) which proposes the closures of Springer and of Woodway south of Halifax and authorize the Municipal Solicitor to pursue the submission of a by-law to Council to close Springer and Woodway to traffic at the designated locations.
2. THAT a copy of this report be sent to the Brentwood Park Ratepayers' Association and to all persons who have corresponded with Council on this matter.

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PLANNING DEPARTMENT
MAY 25, 1977

TO: MUNICIPAL MANAGER
FROM: DIRECTOR OF PLANNING
SUBJECT: ROAD CLOSURES IN COMMUNITY PLAN AREA "D"
BRENTWOOD PARK

1.0 BACKGROUND

The Brentwood Park area has been the subject of discussion with regard to community planning matters for a number of years. In particular, the public response was obtained at the time of the formulation of the policy report, Apartment Study '69 which established the broad parameters for the development of the Brentwood apartment area generally south of Halifax Street. Since the Spring of 1974 further intensive discussions on traffic and other local community concerns have taken place. The participants have included the Brentwood Park Ratepayers Association, various resident sub-groups and individual residents, the Advisory Planning Commission, the Municipal Council, and the Municipal Engineering, Fire, and Planning Departments.

As a result of public concerns expressed at the Public Hearing for an apartment proposal on a site south of Halifax, in the spring of 1974, Council directed the Planning Department to work with the Brentwood Park Ratepayers Association in resolving these concerns. An amended Community Plan for the area east of Delta Avenue was adopted by Council in October 1975. The implementation of two elements of this part of the Plan, the road closures of Dellawn at Springer and of Halifax at Woodway as originally proposed and supported by the Ratepayers Association took effect on June 14, 1976. However, a significant amount of traffic continued to filter through this single-family dwelling area, and to meet this situation, Council on November 22, 1976, adopted a recommendation to close Parklawn at Springer.

As a result of the continuing expressed concerns by residents in the area to the road closures and the traffic situation, Council on February 14, 1977 directed that a brochure/questionnaire be distributed to all resident owners and tenants

in the area bounded by Willingdon, Parker, Holdom, and Lougheed in order to obtain the public response on the subject of alternative road patterns in the area. Council on March 7, 1977 approved the detailed information to be included in the brochure/questionnaire. The printed questionnaire was mailed to residents in the week of April 10, 1977. The computed survey summaries include replies received up to May 16, 1977.

2.0 QUESTIONNAIRE DISTRIBUTION AND RETURNS

The brochure/questionnaire was distributed to all residences within the area bounded by Willingdon, Parker, Holdom, and Lougheed. Ownership lists keyed to addresses were obtained from the computerized municipal records. Additional brochure/questionnaires were mailed to occupants of absentee owner properties. The apartments and townhouses in the area were specifically checked to ensure that all units were included. Every effort was made by the Municipal Clerk and the Planning Department to reach every resident in the area.

A total of 1771 brochures were mailed out to area residents and 463 replies were received for a percentage return of 26% (see Sketch #1 and Schedule #1). Higher return ratios from Sub-Area B with a 52% return and Sub-Area E with a 43% return reflected the interest of these residents in the road closure discussions to date as evidenced by the many past letters and petitions to Council. Area F had a low 15% return ratio indicating perhaps a relative remoteness from the direct consequences of the proposed road closures and reflecting a very poor response from the townhouse enclave south of Broadway between Springer and Holdom.

Of the replies, 82% were from single-family dwelling residents and 17% were from apartment residents. Some of the few Broadway townhouse residents who replied may also have indicated a single-family dwelling or an apartment as their type of unit.

It is also noted that a large number of respondents attached additional letters or expressed their concerns and opinions at length. As 463 replies were received, many individual enquiries or suggestions cannot be accommodated within the scope and main purpose of this survey.

3.0 SUB-AREA DESCRIPTIONS AND POPULATION CHARACTER

3.1 To obtain as much relevant material from the survey, the overall Brentwood Park area was divided into the following sub-areas (see Sketch #1):

<u>SUB-AREAS</u>	<u>KEY DESCRIPTION</u>	<u>PREDOMINANT UNIT TYPE</u>	<u>FAMILY/ NON-FAMILY</u>	<u>TOTAL ESTIMATED POPULATION</u>
A	Brentlawn/Westlawn/etc.	Older Single-Family Dwellings	Declining Family	1990
B	Delta/Crestlawn/etc.	Newer Single-Family Dwellings	Family	588
C	Parker	Single-Family Dwellings	Family	217
D	Apartment Area (Halifax/Bellwood)	Apartment	Non-Family	543
E	Springer/Braclawn/etc.	Newer Single-Family Dwellings	Family	382
F	Meadedale/Howard/etc.	Newer Single-Family Dwellings (some townhouses)	Family	2177
TOTAL				5897

3.2 The survey data have also been compiled according to three main groupings:

- West Sector (Sub-Areas A+B+C) - predominantly single-family dwelling areas west of the existing road closures.
- Apartment Area (Sub-Area D) - area south of Halifax and west of Springer.
- East Sector (Sub-Areas E+F) - predominantly single-family dwelling areas east of the existing road closures.

4.0 RESIDENT CRITERIA RELATED TO ROAD PATTERN

4.1 Overall Resident Criteria (See Schedule I)

Residents were requested to specify the three criteria which they considered to be the most important in determining a local road pattern. The top six criteria mentioned were:

<u>RANK</u>	<u>DESCRIPTION</u>	<u>PERCENTAGE</u>
1.	Maintain a quieter neighbourhood free of intrusive traffic.	18%
2.	Provide appropriate fire access to all dwellings.	17%
3.	Maintain freedom of movement in all directions.	16%
4.	Eliminate east-west through traffic.	12%
5.	Separate apartment traffic from single-family dwelling traffic.	9%
6.	Emphasize access to Brentwood Mall.	8%
TOTAL OF TOP 6 CRITERIA		80%

These criteria also tended to indicate 3 groupings of concerns. On this basis, 43% of the replies indicated a desire, in general, to reduce traffic in some way and put a high value on having a quiet neighbourhood. 36% of the replies emphasized the desire to provide freedom of movement in all directions including access within the study area precinct. 17% of the replies emphasized the provision of appropriate fire access to all dwellings. This appears to indicate a fairly clear split between an anti-traffic group and a pro-access group, although the anti-traffic replies are a significantly greater percentage. The criteria of fire access to all dwellings reflecting a common sense response is a relatively high percentage for all sub-areas and are reasonably similar in all sub-areas. However, the concern of appropriate fire access is expressed more strongly in those sub-areas closest to the existing road closures.

4.2 Further Detailed Comments

- a) Residents in Sub-Area A rate the desire for a quiet neighbourhood very strongly. Sub-Area A residents indicate strongly that traffic is their main concern. It is of note that only 6% of the replies in this sub-area cited the criteria of freedom of movement in all directions.

- b) Residents of Sub-Area D, the apartment area, replied almost directly opposite to the residents of sub-area A. 36% of the replies, a very high proportion, in this sub-area cited the criteria of freedom of movement in all directions. Only 6% of the replies cited the criteria of a quiet neighbourhood free of intrusive traffic.
- c) Sub-areas B, C, E, and F were not as clear cut in their replies as those indicated for sub-areas A and D.
- d) Under the grouped criteria, Sub-Areas A, B and C emphasized the reduction of traffic while Sub-Areas D, E and F emphasized the access in all directions.
- e) The West Sector replies (16%) (Sub-Areas A+B+C) emphasized the elimination of east-west through traffic more than the Apartment Area (3%) or the East Sector (7%) replies.
- f) The residents from Sub-Areas A and B, as they have in the past, have expressed the stronger desire to separate apartment traffic from single-family dwelling traffic than residents of the other sub-areas.
- g) The residents of sub-areas D, E and F east of the existing road closure have emphasized the desire for direct access to Brentwood Mall. Those sub-areas closer to the Mall, west of the existing road closures, or on a collector road have de-emphasized this criteria.
- h) The desire of residents of Sub-Area E (Springer/Braelawn/Lorilawn) area to have access directly to the Brentwood School is evident.

5.0 PREFERRED ROAD PATTERN ALTERNATIVES

5.1 The brochure/questionnaire illustrated five sketches which were previously submitted to Council outlining the main possible road patterns which meet in varying degrees the mentioned criteria. Alternative I illustrated the three road closures now in effect. Alternative 4 was the only road pattern which the Brentwood Park Ratepayers Association was willing to endorse. The brochure noted that Alternative 4 was generally acceptable to the Fire Department. The general position of the Fire Department on the other alternatives was largely negative.

The brochure further noted that:

"It was also acknowledged that the simple removal of the existing road closures did not provide a viable constructive traffic solution for the overall area. The resident concerns which led to the current existing road closures must still be considered. Thus those residents who wish to simply remove all road closures should bear in mind, in particular, the effect of the resultant reintroduction of east-west through traffic in the area and the mixing of apartment and single-family dwelling traffic."

"The extensive material provided is intended to convey the complexity of the situation and to indicate the extent of the lengthy discussions on this matter to date. There are no perfect solutions. In replying to the following questions it is hoped that individual residents will give thoughtful consideration to the options provided bearing in mind the needs of other

local residents and the ramifications of the options chosen; and, thus, enable a road pattern to be established which is in the best long term interests of this community area."

Schedule II outlines the results of the survey. Alternative 4, Alternative 1, and the No Road Closures Alternative are the principal ones. No other alternative or solution obtained more than token support. The question posed to residents mentioned a desire for a first and second choice. The distribution of first choices is the key information. Some respondents did not indicate any second choice.

5.2 Preferred Alternatives - Overall Results

Alternative 4 - Endorsed by B.P.R.A. (see Sketch 3)	41%
Alternative 1 - Existing Road Closures (see Sketch 2)	17%
No Road Closures Alternative	32%
Other Alternatives	11%

Alternative 4 is clearly desired by a plurality of the residents. However, 32% represents a significant proportion of residents who desire no road closures in the area. If the Alternative 4 and Alternative 1 are added, it can be interpreted that 58% of the residents favour some type of road closure to assist in reducing traffic in the area.

Sub-Areas A, B, C, and E ranked Alternative 4 the highest, with Sub-Area E, in particular, ranking Alternative 4 very high (66%). Sub-Area F ranked the No Road Closure Alternative (40%) slightly higher than Alternative 4 (36%). Sub-Area D, the apartment area, strongly indicated the No Road Closures Alternative (68%).

On a grouped basis, both the West Sector (Sub-Areas A+B+C) and the East Sector (Sub-Areas E+F) had a first choice response of 47% for Alternative 4, while as indicated previously the Apartment Area residents responded in an opposite manner in favour of the No Road Closures Alternative.

In examining the second choices, Alternative 4 and Alternative 1 both achieved a 29% response while the No Road Closure Alternative was significantly lower at a 16% response. A mixture of other alternatives were suggested as second choices (27%).

6.0 SUMMARY

Although on an aggregate basis, no alternative could be said to have an overwhelming or large majority of first choice votes, Alternative 4 is the one which most residents favour. Alternative 1 (Existing Road Closures) could not be recommended within the context of this survey. In addition, the No Road Closures Alternative could not be recommended due to the majority opinion in favour of some form of comprehensive road closures. However, it is of concern that virtually a third of the respondent households have favoured no road closures. Thus Council must take due account of this significant minority group and in particular the apartment residents in determining the appropriate pattern for this area.

If the directions indicated in the tabulated data were to hold consistent in a run-off poll between the Alternative 4 and the No Road Closures Alternative, it would be expected that Alternative 4 would achieve a clear overall affirmative majority.

In the light of this survey, the Planning Department recommends Alternative 4 which indicates the closure of Springer and of Woodway south of Halifax as the preferred alternative.

Relative to the implementation of Alternative 4, the following comments apply:

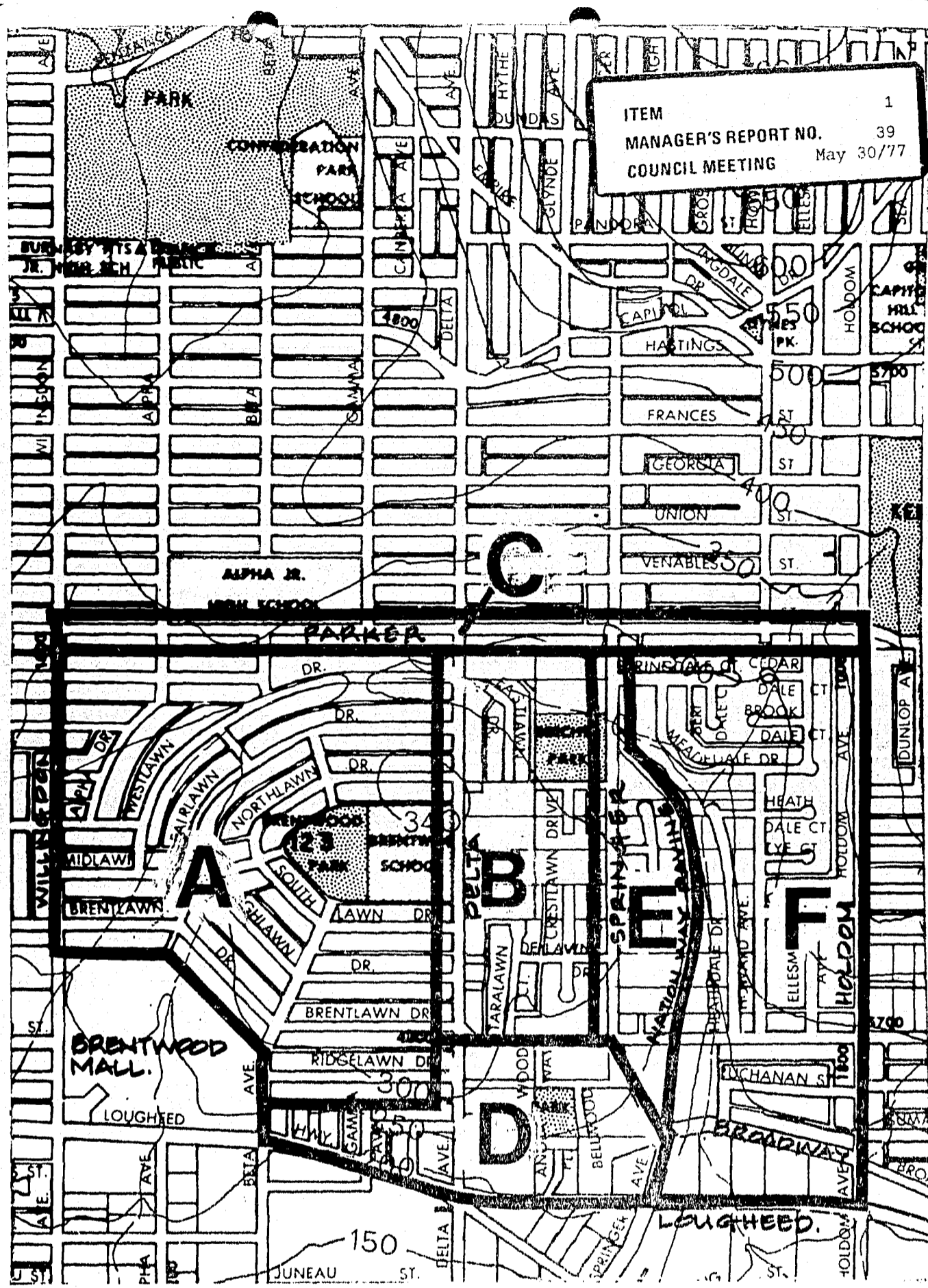
- a) The apartment residents as indicated in the survey results will not be pleased with the implementation of Alternative 4 and will probably continue to express their concerns to Council.
- b) The apartment area will be accessible to the Lougheed Highway and to Holdom via Broadway. The Department of Highway's staff had indicated that left-hand turn provisions would be provided off Lougheed Highway onto Springer by the beginning of April 1977. This left-turn provision is not yet constructed but the Department of Highway's staff indicate that it is still being actively pursued.
- c) It is expected that Alternative 4 will satisfy most residents in Sub-Areas A, B, C, and E. Some dissatisfaction may be still expressed by some residents in Sub-Area F to the continued elimination of access via Broadway west along Halifax to Brentwood Mall. The closure of Springer south of Halifax may result in some east-west filtration by area residents to Delta and to Holdom.
- d) With the expected construction in the near future of two low-rise apartment developments in the area between Delta and Woodway (RZ # 9/74 and RZ #45/76) the amount of traffic generated by the apartment area will likely increase. As the population of eastern Burnaby and Coquitlam continues to increase, it is expected that potential east-west through traffic in this area will also increase. Thus, the trend is that without any road closures the intrusive effects of traffic on this single-family dwelling area will also be magnified.
- e) Previously considered Community Plans all indicate the long range closure of Delta Avenue south of Ridgelawn due to the steep slopes in this area and the ultimate development of the apartment area south of Ridgelawn. Current estimates are that this closure proposal will not be considered within the next five years.
- f) The single-family dwelling area to the north of the apartment area may experience some apartment-oriented traffic in the vicinity of Halifax (i.e. drop-off, on-street parking along Halifax in front of the apartments).
- g) The approval by Council of Alternative 4 would be implemented by the Engineering Department after the passage through Council of the requisite bylaw to close Springer and Woodway to traffic at points just south of Halifax. Removable road closure devices similar to those placed on other roads closed within the municipality would be used. Permanent road closures (i.e. curbs, landscaping, etc.) could be contemplated after the road closure had been in operation for a reasonable length of time and dependent on the availability of funds.

6.0 RECOMMENDATION

It is recommended THAT Council approve the implementation of the Alternative 4 road pattern (sketch #3) which proposes the closures of Springer and of Woodway south of Halifax and authorize the Municipal Solicitor to pursue the submission of a bylaw to Council to close Springer and Woodway to traffic at the designated locations.

KI:cm
Att.-3 sketches; 2 schedules
c.c. Municipal Engineer; Director of Fire Services; Municipal Solicitor; Municipal Clerk


A. L. Parr,
DIRECTOR OF PLANNING.



Date
MAY 177

Scale
1" = 800'

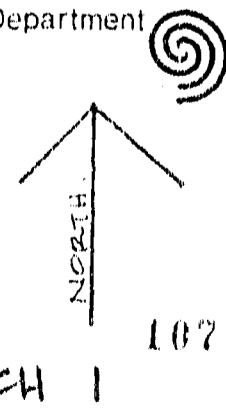
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Burnaby Planning Department

BRENTWOOD PARK - AREA "D"

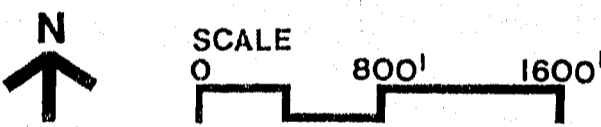
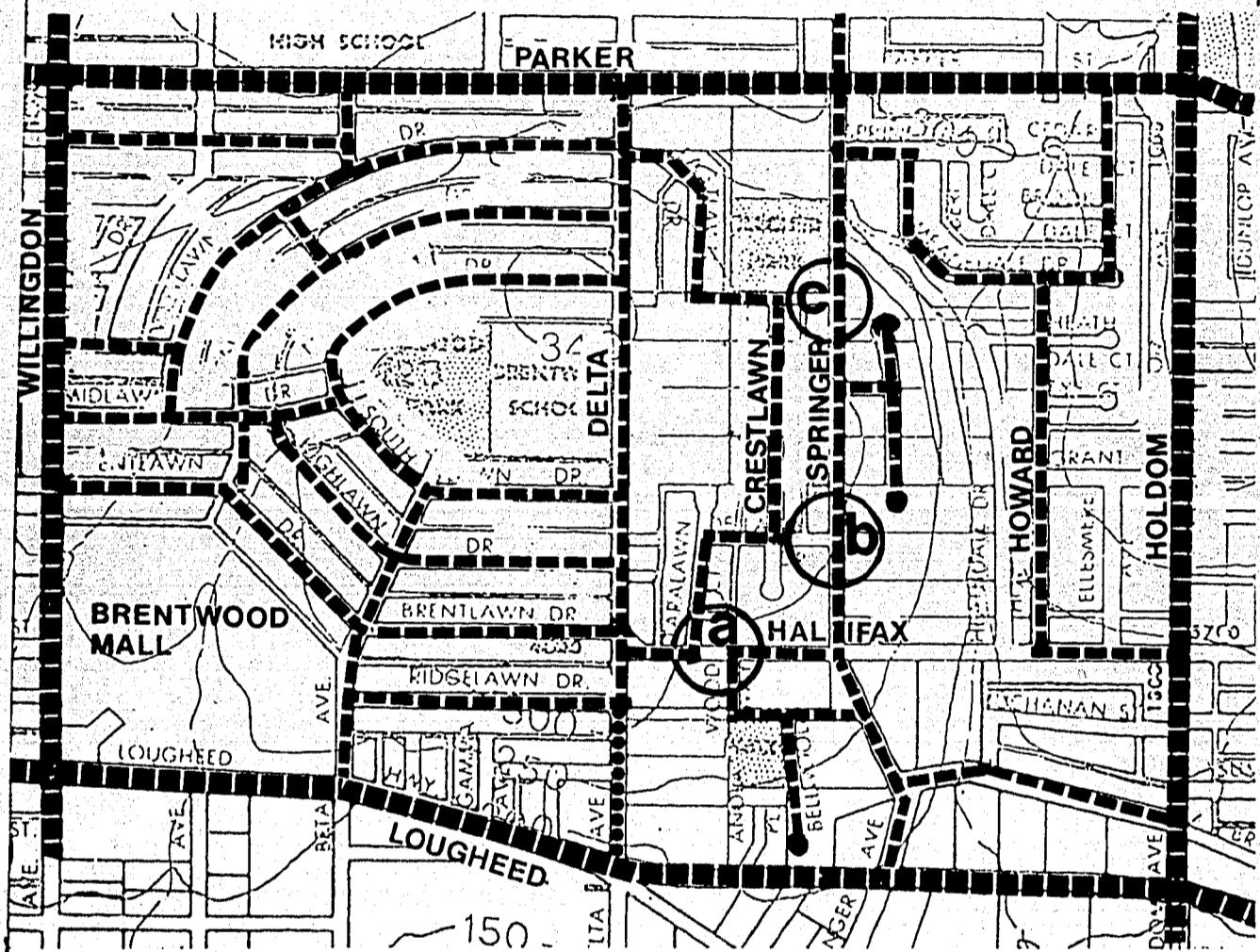
SUB-AREAS.

- A** - BRENTLAWN/WESTLAWN/ETC.
- B** - DELTA/CRESTLAWN/ETC.
- C** - PARKER.
- D** - APARTMENT AREA "D"
- E** - SPRINGER/BRELLAWN/ETC.
- F** - MEADEDALE/HOWARD/ETC.



SKETCH 1 107

ITEM	1
MANAGER'S REPORT NO.	39
COUNCIL MEETING	May 30/77



Date
MAY/77.

Scale
1" = 800'

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ALTERNATIVE 1

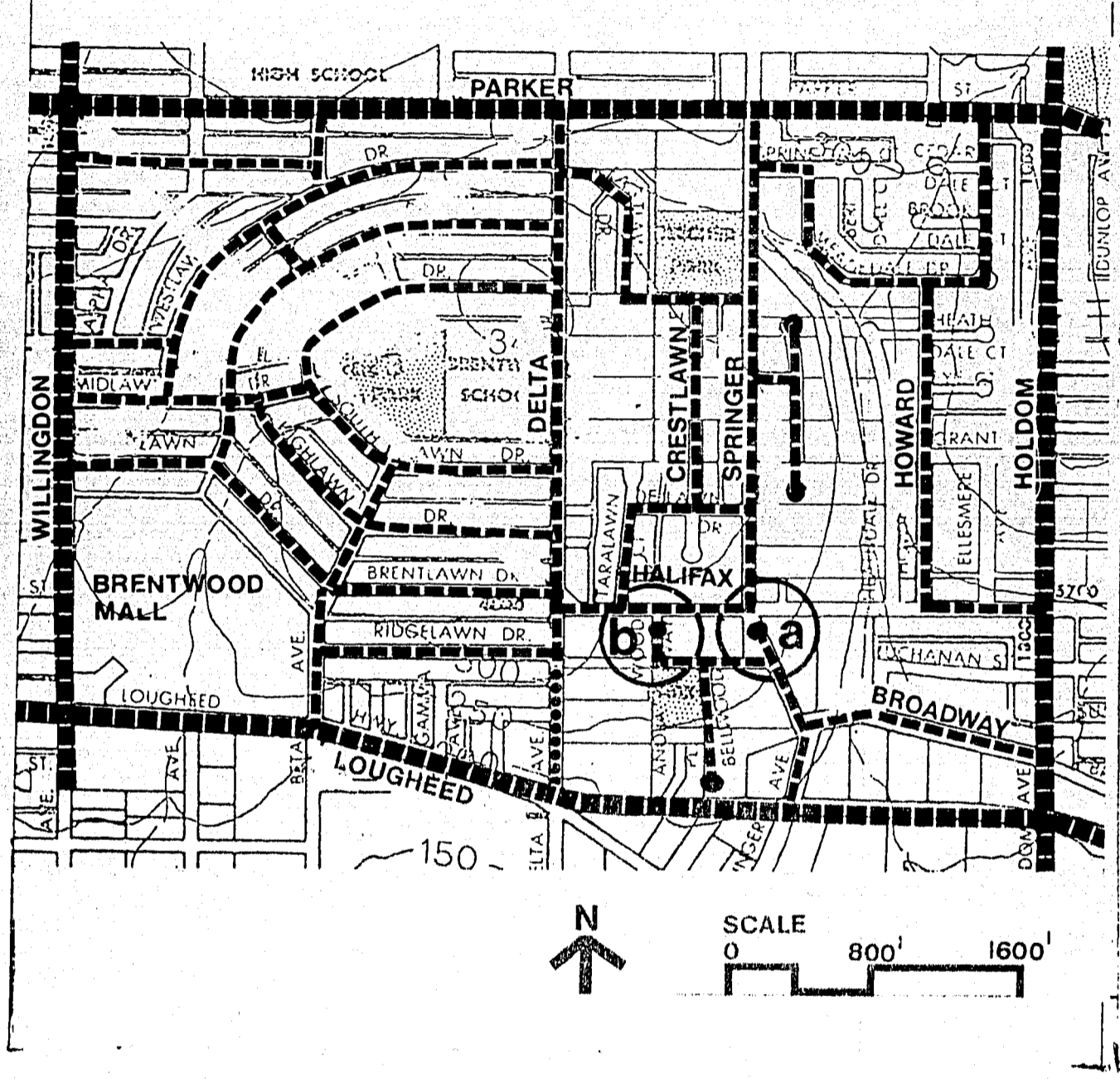
Burnaby Planning Department



- EXISTING ROAD CLOSURES.
- a) HALIFAX WEST OF WOODWAY.
 - b) DELLAWN WEST OF SPRINGER.
 - c) PARKLAWN WEST OF SPRINGER.

SKETCH 2.

ITEM 1
 MANAGER'S REPORT NO. 39
 COUNCIL MEETING May 30/77



Date
 MAY/77

Scale
 1" = 800'

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ALTERNATIVE 4

PROPOSED ROAD CLOSURES.

a) SPRINGER SOUTH OF HALIFAX.

b) WOODWAY SOUTH OF HALIFAX.

109

SKETCH 3.

SCHEDULE I SURVEY RESULTS	QUESTIONNAIRE DISTRIBUTION				TYPE OF UNIT				RESIDENT CRITERIA IN ORDER OF RANK (PERCENTAGES - %)										GROUPED CRITERIA (PERCENTAGES - %)			
	SUB-AREA KEY	TOTAL NUMBER SENT OUT	TOTAL NUMBER OF REPLIES	PERCENTAGE (%) RETURNS	SINGLE-FAMILY DWELLING (NO.)	APARTMENT (NO.)	TOWNHOUSE (NO.)	NUMBER OF PEOPLE PER UNIT	1	2	3	4	5	6	7	8	9	10				
									Maintain quiet neighbourhood free of intrusive traffic.	Provide fire access to all dwellings.	Freedom of movement in all directions.	Eliminate east-west through traffic.	Separate apartment traffic from single-family dwelling traffic.	Emphasize access to Brentwood Mall.	Emphasize access to Loughheed Highway.	Emphasize access to schools and parks.	Prevent cutting through area by residents outside this area.	Others/Mixed Reasons.	Reduce Traffic. Desire quiet neighbourhood. (Criteria 1, 4, 5 and 9)	Emphasize access in all directions and access within area. (Criteria 3, 6, 7, and 8)	Provide fire access to all dwellings. (Criteria 2)	Others.
Brentlawn/Westlawn/etc.	A	603	164	27	163	1		3.3	24	16	6	19	15	3	5	3	5	4	65	17	16	2
Delta/Crestlawn/etc.	B	147	77	52	77			4.0	19	21	19	10	11	2	4	6	4	4	46	31	21	2
Parker	C	64	16	25	16			3.4	16	16	19	14	3	3	3	8	14	5	46	32	16	5
Apartment Area	D	286	76	27	4	72		1.9	6	20	36	3	1	17	9	3	1	4	11	64	20	4
Springer/Braelawn/etc.	E	98	42	43	40		2	3.9	11	19	19	9	4	13	9	14	0	3	24	54	19	3
Meadedale/Howard/etc.	F	573	88	15	81	6	1	3.8	16	17	18	7	2	18	4	6	1	12	28	45	17	10
TOTAL		1771	463	26	381	79	3	3.3	18	17	16	12	9	8	6	5	3	5	43	36	17	4
GROUPED AREA DESCRIPTION					82%	17%	1%															
WEST SECTOR	A+B+C	814	257	32	256	1		3.5	22	17	11	16	13	3	5	4	5	4	58	23	17	2
APARTMENT AREA	D	286	76	27	4	72		1.9	6	20	36	3	1	17	9	3	1	4	11	64	20	4
EAST SECTOR	E+F	671	130	19	121	6	3	3.8	14	18	18	7	3	16	5	8	1	9	27	48	17	8
TOTAL		1771	463	26	381	79	3	3.3	18	17	16	12	9	8	6	5	3	5	43	36	17	4

SURVEY RESULTS

SCHEDULE I

ITEM
MANAGER'S REPORT NO. 39
COUNCIL MEETING MAY 30/77

10

ITEM 1
 MANAGER'S REPORT NO. 39
 COUNCIL MEETING May 30/77

SCHEDULE II
SURVEY RESULTS
PREFERRED ALTERNATIVES (IN %)

AREA DESCRIPTION	SUB-AREA KEY	PREFERRED ALTERNATIVES (IN PERCENTAGES - %)											
		ALTERNATIVE (ENDORSED BY BRENTWOOD PARK RATEPAYERS ASSOCIATION)			ALTERNATIVE (EXISTING ROAD CLOSURES)			NO ROAD CLOSURES			OTHER ALTERNATIVES (MIXED)		
		FIRST CHOICE	SECOND CHOICE		FIRST CHOICE	SECOND CHOICE		FIRST CHOICE	SECOND CHOICE		FIRST CHOICE	SECOND CHOICE	
Brentlawn/Westlawn/etc.	A	50	33		28	44		15	5		6	18	
Delta/Crestlawn/etc.	B	41	42		21	19		27	23		12	17	
Parker	C	50	17		7	17		29	33		14	33	
Apartment Area	D	7	9		10	24		68	6		16	61	
Springer/Braelawn/etc.	E	66	14		5	14		23	50		7	21	
Meadedale/Howard/etc.	F	36	31		6	24		40	13		18	33	
AGGREGATE (%)		41	29		17	29		32	16		11	27	
GROUPED AREA DESCRIPTION													
WEST SECTOR	A+B+C	47	36		25	34		20	12		8	18	
APARTMENT AREA	D	7	9		10	24		68	6		16	61	
EAST SECTOR	E+F	47	25		5	21		34	25		14	29	
AGGREGATE (%)		41	29		17	29		32	16		11	27	