

ITEM 11
MANAGER'S REPORT NO. 40
COUNCIL MEETING 1978 05 23

Re: MUNICIPAL ADMINISTRATIVE AND ARTS CENTRE
TRAFFIC ROADS AND PARKING

The following excerpt was taken from a copy of the 1978 February 13 meeting of Council:

"Alderman Mercier noted that he would be introducing a "Notice of Motion" requesting the Municipal Manager to examine the feasibility of improving pedestrian circulation in the Municipal Hall and the Arts Centre area by changing the traffic on Gilpin Street to one way heading east and eliminating the traffic lane heading west and converting it to possible parking use."

The information requested in connection with the proposed notice of motion is contained in the following report from the Director of Planning.

This is for the information of Council.

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PLANNING DEPARTMENT
1978 MAY 17

TO: MUNICIPAL MANAGER
FROM: DIRECTOR OF PLANNING
SUBJECT: MUNICIPAL ADMINISTRATIVE AND ARTS CENTRE
TRAFFIC ROADS AND PARKING

This information report is in response to a Notice of Motion by a member of Council on 1978 02 13 requesting that the Municipal Manager provide a brief report on the current status of traffic and parking around the Burnaby Municipal Centre, Arts Centre and Gilpin Street. This report provides Council with a summary of what studies and information have already been compiled around the Municipal Centre and what is proposed for the future in terms of roads and parking.

A. ROAD SYSTEM:

1. The Municipal Centre including the adjacent Arts Centre is directly serviced by 4 roads which ring the area and presently permit 2-way directional and free turning movements. Reference to the attached Figure #1 Conceptual Road Network Plan for Burnaby indicates present and future road patterns in the area. Further information can be drawn from 2 adopted Area Plans: The Central Administrative Area Development Plan and the Deer Lake Park Development Plan.
2. The 4 roads which directly serve the Municipal Centre are briefly discussed below. Attached under Figure #2 for Council's information is a Site Development Plan for the Municipal Complex which illustrates present Municipal and Arts Centre Buildings and existing streets but shows Canada Way at an improved standard on a right-of-way widened from the present 20.12 m (66 feet) to 26.21 m (86 feet).

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- (a) Canada Way - This arterial spans diagonally across the Municipality, services a considerable number of local roads and links Vancouver and New Westminster with Burnaby. Of the 4 flanking roads, Canada Way is the busiest and carries 18,000 vehicles per week day past the Municipal Centre. The diagonal alignment of Canada Way is at variance with the prevalent north/south road grid system and within the study area intersecting north/south secondary roads such as Norland, Ledger and Kensington Avenue on the north do not align themselves opposite to Deer Lake Place and Century Park Way on the south side. This established pattern is prevalent generally along Canada Way and portions of Kingsway and results in a series of T-intersections along these arterials.

As illustrated on Figure #2 attached, an improvement to the efficiency of Canada Way can be achieved by widening the right-of-way, providing left turn channelization and signaling important intersections as required.

- (b) Deer Lake Place - Deer Lake Place in its present 14.02 m (46 foot) standard was built as part of the recent Municipal Centre Capital Improvement project. This road is actually a private driveway not on a dedicated right-of-way, and serves the local public access needs of the Municipal Centre and Burnaby Central High School. The driveway status of Deer Lake Place enables Council to exercise control and signage on the road as required. This route presently shares the traffic load with Gilpin Street and Century Park Way for both east and west bound movement. The high utilization periods of Deer Lake Place correspond with the hours of operation of the Municipal Buildings and the Burnaby Central High School.
- (c) Gilpin Street (east) and Century Park Way - Gilpin Street is intended to be a residential street but is now functioning as an urban collector because of increased traffic volumes. For example, traffic counts conducted on Gilpin Street in 1977 April showed that this route was carrying 10,000 vehicles per week-day. This figure represents a 25% increase in traffic volumes since identical traffic counts were compiled in 1975 August.

In the Municipal precinct, Gilpin Street permits access to Deer Lake Place, the West Building, Justice Building and R.C.M.P., the Burnaby Arts Centre, Heritage Village, Century Park as well as private property on Rowan Avenue and Price Street. Reference to Council's adopted Conceptual Road Network (Figure #1, attached) calls for future completion of the Moscrop-Percival diversion connected to Royal Oak Avenue, Weyburn Drive and Canada Way. Completion of the Moscrop extension and Percival connection to Canada Way west of Burnaby Central High School would accommodate the traffic now passing through the residential areas and the Municipal precinct. It is anticipated that once the Moscrop-Percival route is completed, Gilpin Street east of Percival Avenue will serve as the western local access, and Century Park Way as the eastern local access to the Municipal facilities. Once Gilpin Street in the Municipal precinct serves only local access, much of the present traffic conflicts and bottlenecks now experienced at the Canada Way connection of Deer Lake Place and Century Park Way will be eliminated.

B. PARKING:

1. The parking for the Municipal Centre has been designed and located in conjunction with present and future road patterns. There are extensive and prominent surface parking areas throughout the Municipal Centre, the Arts Centre, Burnaby Central High School and Century Park. It is the opinion of the Planning Department that the addition of any more surface parking areas will significantly reduce the environmental quality and appearance of this area and leave our facilities with parking solutions which are not acceptable to Council when considering equivalent development applications from the private sector.
2. During Council's consideration of the new West Building addition, renovations to the Municipal Hall and general site development, Bruno Freschi, Architect was directed to prepare a long range concept plan to account for future growth of the Municipal and Arts Centre in relation to the present building additions then being reviewed by Council. The concept plan was developed through a careful regard for preserving the natural park-like setting the area enjoys, effectively utilizing existing contours and promoting efficient traffic and pedestrian movement. The concept plan is a dispersed grid form comprising a system of 2 storey buildings and open courts surmounting a level of parking beneath the plaza levels. This rectangular matrix of buildings would span Gilpin Street (set at a lower grade) and would thus connect Municipal buildings with the Arts Centre and Century Park. Access to underground parking on both sides of Gilpin Street beneath the buildings, would effectively meet long term parking needs without penalty to the surrounding open space and landscaping. In consideration of traffic patterns in the area, future road plans and the impact of existing roads in the vicinity of the site, the architect felt strongly that no through roads should be allowed to penetrate the Municipal-Arts Centre Complex. This would mean that Gilpin Street at its proposed lower elevation would service only local access and transit needs similar to the present role of Deer Lake Place.
3. The Planning Department supports the basic principles of the Freschi development plan concept (see Figure #3, attached). This concept, while not adopted as an official plan for the area, forms a useful basis for evaluating development proposals in the area and has assisted in planning for new facilities such as the new Main Branch Library and proposals for expansion for the Art Gallery.
4. The Planning Department recommends that any additional parking required permanently be located underground in accordance with the conceptual plan. It is important for the Municipality to move toward quality permanent solutions to parking needs rather than expedient temporary solutions which diminish operational efficiency and environmental quality in this area. Capital costs for underground parking can best be justified in conjunction with construction of additional buildings. It is therefore proposed that additional parking needs of the entire Municipal Centre be considered when planning future buildings such as a possible Central Library or an extension to the Justice Building.

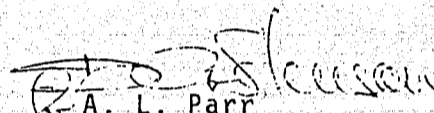
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5. At the present time with minor modifications there seems to be adequate capacity in the various existing surface parking lots to meet the needs of the public and staff. In some cases individuals have to walk more than ½ block from their cars, but this is not considered excessive. Special convenient parking and loading areas are set aside to assist the handicapped and the overall area has an integrated signage system. 191

CONCLUSION:

The present road pattern and parking system is accommodating our immediate needs. As growth occurs in this area and through-traffic functions increase on Canada Way and Gilpin Street, improvement of these roads should take place consistent with Area Plans and the Conceptual Road Network. It is the opinion of the Planning Department that additional surface parking lots in the Municipal Centre and Arts Centre should be avoided in favour of permanent quality solutions such as underground, undercover or earthform terraced parking incorporated within future capital building projects.

This report is for the information of Council.


A. L. Parr
DIRECTOR OF PLANNING

SJB/sam
Attachments

cc: Transportation Planner
Municipal Engineer

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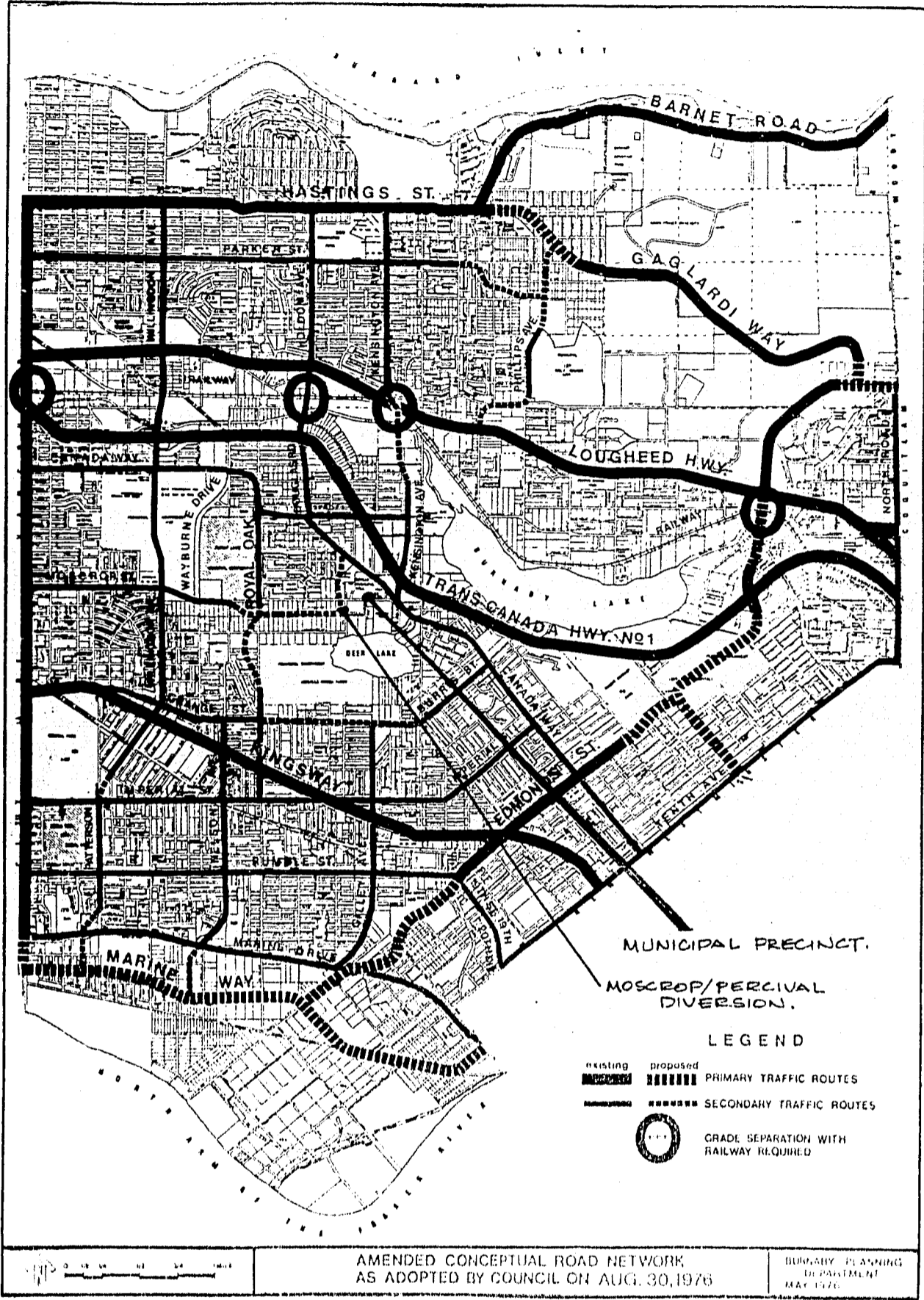


FIGURE 1. CONCEPTUAL ROAD NETWORK.

LINK TO CANADA WAY

PERCIVAL - MOSCROP DIVERSION

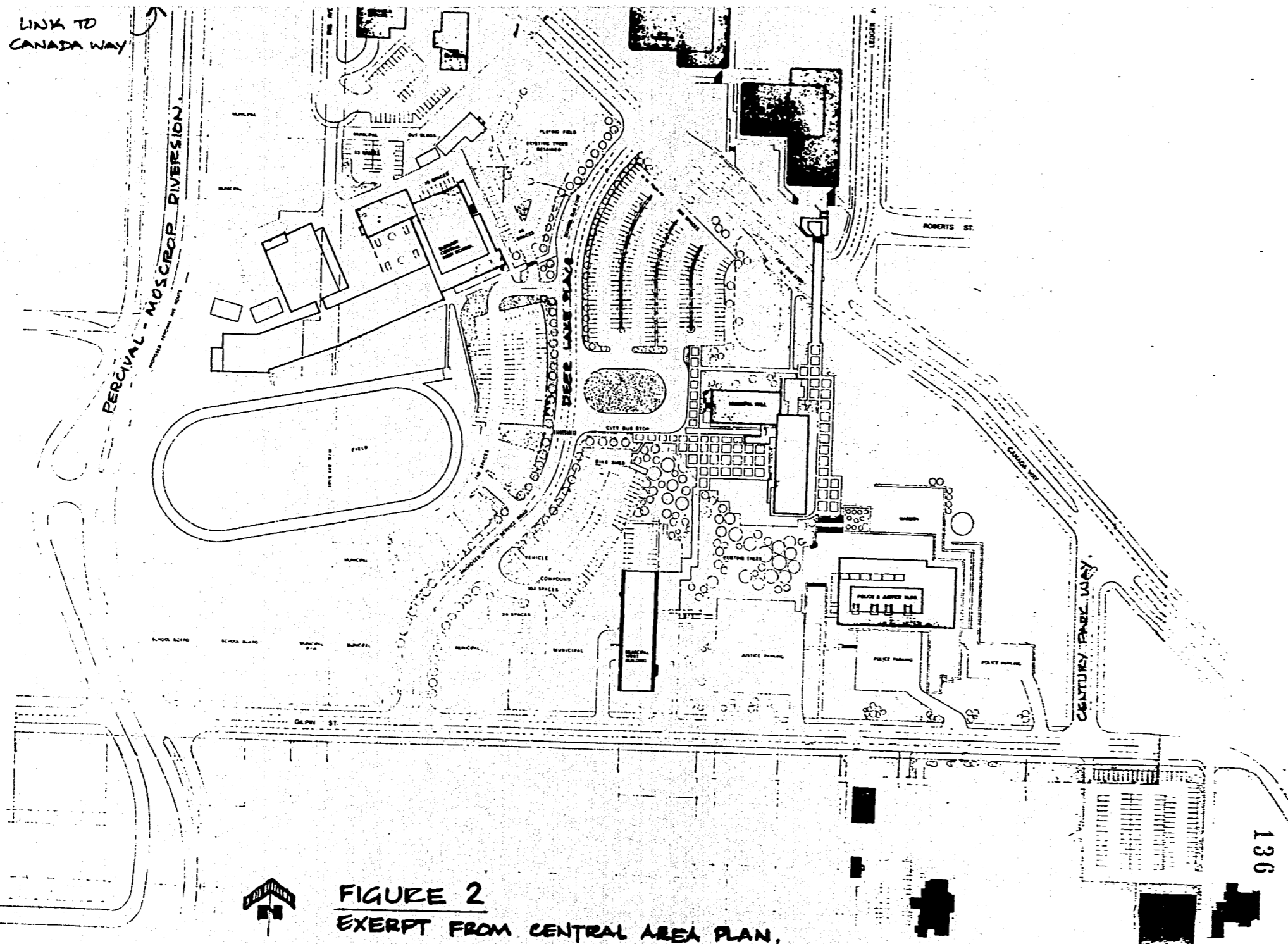


FIGURE 2
EXERPT FROM CENTRAL AREA PLAN.

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CONCEPT
FUNCTIONS

The concept integrates the cultural, recreational, social and administrative functions of the Centre and as well, the existing Justice Building and Municipal Hall are integrated through an ordered pedestrian system of walkways.

The buildings are concentrated over the Gilpin alignment and therefore preserve the Park land. The building system however, provides for distinct and separate buildings which can be built over time to accommodate change. This system has the flexibility of allowing the creation of additional space when and as required by extending buildings or adding new buildings at their appropriate size.

The existing green belt of trees south of the Hall is maintained and enlarged to a forested courtyard within the complex. This provides for some separation and yet a degree of integration to the existing Hall which must over time be an integrated facility to the new concept. Indeed the existing buildings are integrated in both mechanical services and circulation at their various floor levels.

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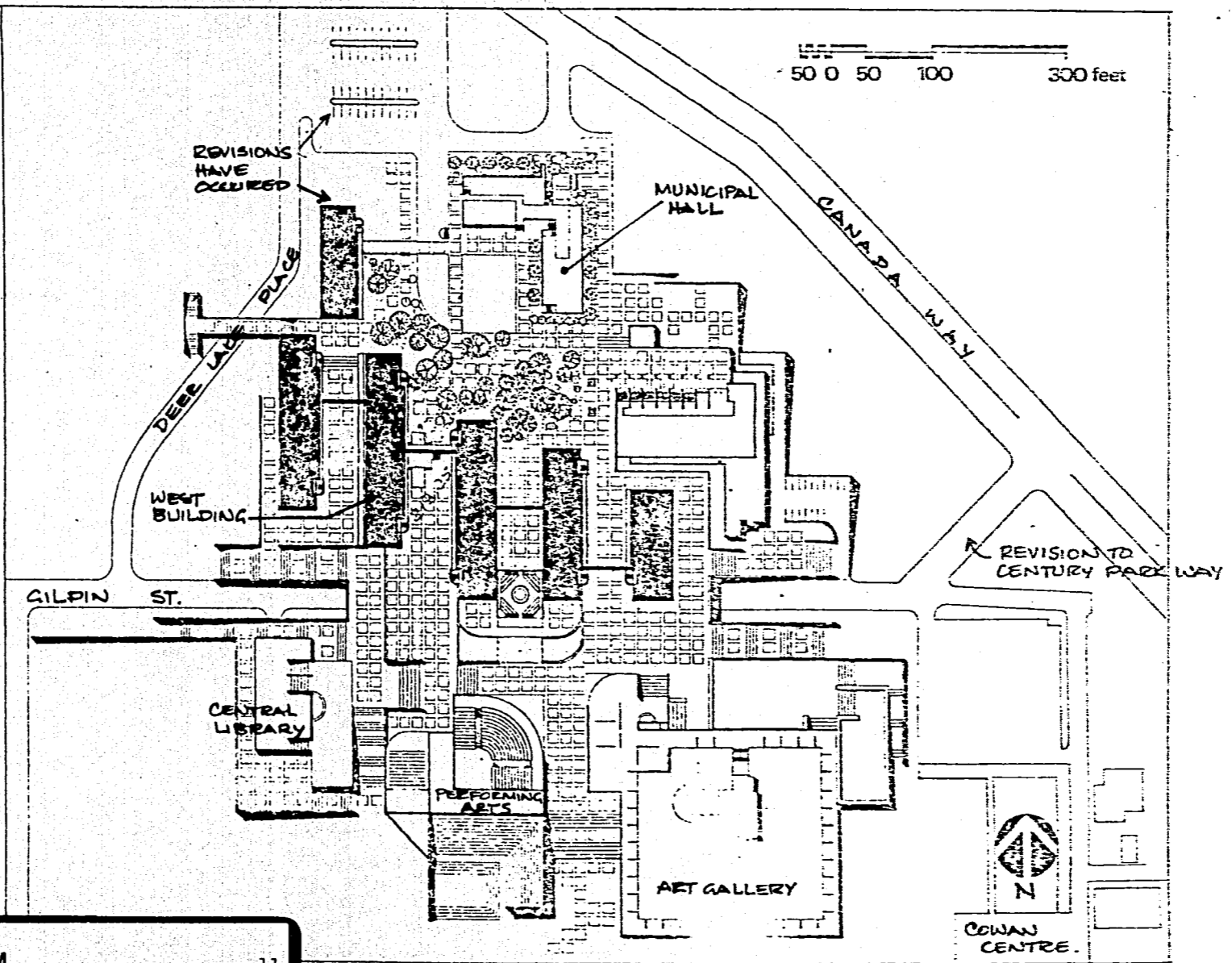


FIGURE 3. BRUNO FRESCHI DEVELOPMENT CONCEPT