

ITEM (SUPPLEMENTARY)	13
MANAGER'S REPORT NO.	19
COUNCIL MEETING	1980 03 10

RE: COMPREHENSIVE TRANSPORTATION PLAN FOR BURNABY  
DISCUSSIONS WITH THE MINISTRY OF TRANSPORTATION AND HIGHWAYS

RECOMMENDATION:

1. THAT Council refer this report to the Transportation Committee for its consideration and subsequent recommendations to Council.

REPORT

At the direction of the Mayor, your Manager and senior Municipal staff have met with senior staff from the Ministry of Transportation and Highways on a number of occasions in order to attempt to define and resolve the concerns held by the Ministry of Transportation and Highways with regard to the Comprehensive Transportation Plan for Burnaby. Those discussions are summarized in a letter, dated 1980 February 27, from the Director of Planning to the Ministry of Highways (see attachment 2). From this letter the following attached statement has been jointly developed by your Manager and the Assistant Deputy Minister as a basis for agreement between the Municipality and Province.

It is essential that the Comprehensive Transportation Plan for the Municipality be agreed to by the Ministry of Transportation and Highways so that a concerted effort may be made to implement the proposals contained therein. As a prerequisite for eligibility for funding under Part V of the Revenue Sharing Act, a major Municipal road network plan has to be agreed upon by both the Ministry of Transportation and Highways and the respective municipality. The agreement by Highways that the Conceptual Transportation Plan should be the basis for the agreed road network would enable the Municipality to seek Revenue Sharing funding for road projects in this plan.

The Implementation Strategy that was considered by Council at its meeting of 1979 November 26 shows that an extensive financial commitment is required by the Ministry of Transportation and Highways with regard to projects over which they have jurisdiction in Burnaby. The Ministry of Highways cannot offer a long-term financial commitment because it has to allocate limited funds for competing projects on a Province-wide scale. However, the agreement between the Province and the Municipality to use the Comprehensive Transportation Plan as the basis for road planning in the Municipality will enable a mutually-agreed, flexible implementation strategy to be developed. It is emphasized that a close working relationship between the Ministry and the Municipality is required so that the efforts of both may be complementary.

Council should request that the Burnaby Transportation Committee consider the results of the staff discussions as summarized in the attached letter. The Committee would have to resolve the issues upon which the acceptance of the Comprehensive Transportation Plan by the Ministry of Transportation and Highways is contingent and recommend a course of action to Council. Staff would be available to assist the Committee in its deliberations. After an agreement has been adopted by Council, the Implementation Strategy developed by the Transportation Committee will have to be reviewed for the purpose of establishing subsequent Municipal Capital Budgets.

\* \* \* \* \*

JOINT MINISTRY OF TRANSPORTATION & HIGHWAYS  
MUNICIPALITY OF BURNABY  
STATEMENT ON PLANNING OF MAJOR ROADS

BACKGROUND

The Municipality has adopted a Comprehensive Transportation Plan for Burnaby which resulted from the deliberations of its Transportation Committee. The Committee workshop meetings were attended by representatives from the Ministry of Transportation and Highways.

At a meeting between Municipal and Provincial elected officials in December of 1979, some differences in planning philosophy (primarily related to possible long-term needs) and technical detail were identified. On instructions from the Mayor and the Honourable Minister, senior officials from both jurisdictions have been meeting in an effort to prepare a framework within which the previous differences could be addressed and a route network identified to which both parties could subscribe.

PROGRESS

The parties are pleased to announce that this series of meetings has resulted in substantial agreement.

1. That the Ministry subscribes to the Transportation Policies of the Municipality as embodied in the 'Fundamental Transportation Goal':  
  
"THAT COUNCIL STRIVE TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN AND THROUGH THE MUNICIPALITY IN A MANNER THAT IS MORE COST-EFFECTIVE AND EFFICIENT WHILE AT THE SAME TIME ENDEAVOURING TO MAINTAIN AND IMPROVE THE INTEGRITY AND ENVIRONMENT OF RESIDENTIAL NEIGHBOURHOODS."
2. With respect to procedures for environmentally protecting residential neighbourhoods, it is agreed that cost sharing of such works and related land costs shall be consistent with the Guidelines for Application for Funding under Part V of the Revenue Sharing Act current at the time of such application.
3. That the routes identified in the Comprehensive Transportation Plan are in general the most logical alignments subject in some cases to minor revisions to avoid problem areas.
4. That while some of the routes suggested were designated as providing limited opportunities for upgrading, nevertheless, a policy of encouraging compatible abutting land uses and set back provisions will be initiated so that any needed future upgrading will be achievable from both the social and functional viewpoints.

ITEM (SUPPLEMENTARY)	13
MANAGER'S REPORT NO.	19
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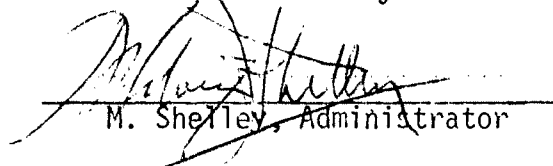
- 2 -

5. That as a result of this general agreement, the major mileages of routes depicted in the Comprehensive Transportation Plan now enjoy the support of both the Municipality and the Ministry. Nevertheless, some unresolved technical issues remain and the parties have agreed to assign the following items for further joint study:
- a. The Hastings/Gaglardi Connector and associated improvements including the Parker/Curtis Closure.
  - b. Phillips Extension south of Broadway as a major collector.
  - c. Moscrop/Gilpin route relative to the Kensington Interchange.
  - d. The design of the Stormont/McBride Connector.

#### CONCLUSION

That the meetings and exchanges of ideas between the respective staffs which are summarized in a letter dated 1980 February 27 from the Municipality to the Ministry of Transportation and Highways have resulted in an increased understanding between both jurisdictions and that there now exists an atmosphere in which the presently unresolved issues can be satisfactorily addressed. A Technical Staff Committee comprising representatives from the Engineering and Planning Sections of both jurisdictions should be nominated and charged with resolution of the technical issues cited above and others which may arise in the future.

Recommended to Burnaby Council:

  
M. Shelley, Administrator

80/03/07

Recommended to the Honourable Minister  
of Transportation and Highways:

T.R. Johnson, Assistant Deputy Minister  
(Operations)

ITEM (SUPPLEMENTARY)	13
MANAGER'S REPORT NO.	19
COUNCIL MEETING	1980 03 10



THE CORPORATION  
OF THE DISTRICT OF  
**BURNABY**

4949 Canada Way, Burnaby, B.C. V5G 1M2  
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166

Telephone (604) 294-7400

1980 February 27  
Our File: 00.480.1

Mr. Derek Parkes  
Director of Planning  
Ministry of Transportation and Highways  
Parliament Buildings  
VICTORIA, British Columbia V3W 3E6

Dear Sir:

Re: Comprehensive Transportation Plan for Burnaby

#### Introduction

It was agreed at our meeting of 1980 January 16 that we would be writing to you to summarize our understanding of the major concerns held by the Ministry of Highways with regard to the road component of the Burnaby Comprehensive Transportation Plan. The purpose of the meeting between Burnaby Municipal staff and representatives of the Ministry of Highways was to define the major concerns of Ministry staff and the ultimate objective of these discussions is the resolution of differences between Municipal and Provincial road plans so that a concerted effort can be made to provide needed transportation improvements in Burnaby. It was agreed by the staff attending the meeting previously referred to that the views of the Ministry of Highways as expressed in this letter and a formal confirmation from the Ministry as to the accuracy of the views would form the basis of a report to Burnaby Council. The major areas of concern are summarized below.

#### Objectives of the Ministry of Highways

The representatives of the Ministry of Highways outlined the role and the objectives of their department as they relate to the Burnaby Comprehensive Transportation Plan. In the Lower Mainland, the Ministry of Highways considers itself responsible for providing adequate road capacity for inter-municipal traffic (external and through trips). Accordingly, the Ministry's primary concern in Burnaby is with regard to the sufficiency of east-west arterial roads, particularly in the northern part of the Municipality where the highest growth in inter-municipal travel demand is projected to occur and where capacity shortfalls are expected.

.../2

Mr. Derek Parkes  
Ministry of Transportation and Highways

1980 February 27  
Page 2

The Ministry considers that intra-municipal trips and some proportion of external trips (i.e. those with one trip end within the Municipality) should be provided for by a road network which is the prime responsibility of the Municipality. In this regard, the Ministry is looking to Burnaby and other municipalities to define the major municipal road network which will adequately serve the needs of "Municipal traffic". The full development of such a network is seen as a very long term objective and, therefore, the purpose of defining this network now is to secure rights-of-way so that future land use development does not preclude or prejudice the ultimate realization of road improvements when needed. Important considerations with regard to the definition of this road network are road capacity, road spacing and alignment continuity. Delineation of an agreed road plan is a necessary prerequisite for eligibility for major Municipal highway grants under Part V of the Regulations of the Revenue Sharing Act.

#### Major Issues

The Ministry of Highways is in broad agreement with the Transportation Policies particularly as embodied in the Fundamental Transportation Goal; however, they are concerned with the balance that was struck between the conflicting requirements of neighbourhood protection and mobility in the translation of those policies into the Comprehensive Transportation Plan. It is the contention of the Ministry that the Burnaby Transportation Plan may prove too inadequate and too inflexible to respond to longer term land development and related travel demand changes to the detriment of neighbourhoods and the overall community. Part of this concern may be due to the different time frames being considered by the Burnaby Transportation Committee and by the Highways Ministry. The Conceptual Transportation Plan has a ten year Implementation Schedule whilst the Ministry of Highways has a time horizon that extends much farther into the future.

Although the Ministry is generally in agreement with the layout of the Municipal road network, they are concerned with the adequacy of the major collector standard relative to longer term growth in travel demand. It is the view of the Ministry staff that, ultimately a standard of road that has the potential for four moving lanes of traffic would be warranted for most of the roads presently designated as major collectors. Accordingly, the Ministry would regard the 36-foot width of major collectors as an interim standard. Therefore, subject to the resolution of specific alignment issues, discussed below, the Ministry of Highways would be prepared to consider the Conceptual Transportation Plan as the basis for an agreed Municipal road plan provided that roads were constructed so as to not prejudice their future expansion should the Municipality at some future date wish to do so.

.../3

Mr. Derek Parkes  
Ministry of Transportation and Highways

1980 February 27  
Page 3

168

With redevelopment to more intensive land uses, the Ministry would expect the Municipality to obtain the appropriate land dedication, building setbacks, etc., so that the increased travel demands so generated would not reduce the general level of accessibility within the Municipality. Because the major collectors designated in A Comprehensive Transportation Plan have a Municipal-wide significance that goes beyond the servicing of immediately adjacent land uses, the Ministry is of the opinion that due recognition should be given to this fact in land use and community planning by the Municipality.

#### Alignment Issues

The alignment related issues raised by the Ministry of Highways with regard to particular road elements in the Conceptual Transportation Plan are as shown on Figure 1 attached, and are discussed below:

- (a) Burnaby Heights: The opinion of the Ministry of Highways' staff is that the Burnaby Heights area is of sufficient size and population density to warrant some major road network representation. In the context of the discussion above and the Burnaby Conceptual Transportation Plan, this area should be served by a major collector loop which would tie into traffic signals along Hastings Street at Boundary and Willingdon Avenues. Definition of such a road element would improve neighbourhood accessibility as well as protect the arterial function of Hastings. It is not envisaged that this major collector element would have any east-west continuity beyond Municipal boundaries.
- (b) Hastings/Gaglardi Connector: It is the desire of the Ministry of Highways to proceed as soon as possible with the widening of the Barnet Highway in order to provide for expected increases in travel demand from the rapid development in the north-east sector. The provision of the Hastings/Gaglardi connector would place a double loading on Hastings and, therefore, the Ministry is of the opinion that further examination should be given to this proposal relative to the accessibility to Simon Fraser University, the need for widening the Barnet Highway and the role of Parker/Curtis and Phillips Avenue. This further study should also resolve whether such a proposal should be the prime responsibility of the Ministry of Highways or the Municipality.
- (c) The Parker/Curtis Closure: The Ministry of Highways is very concerned about the loss of east-west major road continuity that would result from the closure of Curtis east of Sperling. Should the Municipality against the advice of the Ministry of Highways implement a closure of Curtis, the Ministry would at least wish to see the potential for future continuity safeguarded by the retention of the right-of-way by the Municipality. However, the Ministry feels that further examination should be given to the need for such a road closure in the context of the further study proposed above, with regard to the Hastings/Gaglardi Connector.

.../4

Mr. Derek Parkes  
Ministry of Transportation and Highways

1980 February 27 ..  
Page 4

- (d) Broadway: The Ministry of Highways is of the opinion that there should be alignment continuity along Broadway between Lake City Way and North Road in order to facilitate the movement of traffic from Coquitlam to the Lake City area.
- (e) Phillips Avenue: The Ministry considers that the Phillips Avenue road alignment north of Broadway should be tied to Lougheed by a more direct link than is proposed in the Conceptual Transportation Plan (Bainbridge). Given that this road link would have a signalized junction at the Lougheed Highway, it would be desirable to extend it southward to Government/Winston and thus, possibly, allow for the removal of the signal at Bainbridge and Lougheed Highway in order to allow for a more efficient signal progression on Lougheed.
- (f) Patterson-Carlton: The Ministry favours provision of north-south continuity along Patterson, Carlton and Gilmore. In the context of the Conceptual Transportation Plan, Gilmore/Carlton/Patterson should be extended as a major collector to serve Burnaby's Metrotown. In the view of the Ministry, the configuration of the junction of Kingsway, Grange and Patterson would probably warrant some improvement.
- (g) Moscrop/Gilpin: It is the opinion of the Ministry of Highways that the Moscrop/Gilpin connector should be tied into the Kensington/Canada Way intersection in the longer term. However, further examination should be made of how this proposed linkage could be effected and whether a direct connection is indeed required.
- (h) Edmonds Street Extension: The Ministry in general supports the Byrne-10th Avenue connector; but pending development of this route, the Ministry would recommend the protection of the Edmonds Extension potential through to Stormont/Newcombe.
- (i) Rumble Closure: The comments made by the Ministry with regard to the closure of Curtis (see above) apply with regard to this proposal, although the concerns of the Ministry are not as great.
- (j) Other Roads: There are certain roads in the Conceptual Transportation Plan which if it were used as the basis for an agreed Municipal arterial network would not be eligible for revenue sharing monies because they could not be considered major municipal roads by the Ministry of Highways. Still Creek Street is one example of this type of road.

.../5

Mr. Derek Parkes  
Ministry of Transportation and Highways

1980 February 27  
Page 5

#### Other Issues

- (i) Stormont/McBride Connector: The Ministry is concerned that the Stormont/McBride Connector has been defined as being in cut and cover by virtue of Council's adoption of the Conceptual Transportation Plan. They feel that a full range of options should be thoroughly explored before such a decision should be made and the Conceptual Transportation Plan to some extent precludes this assessment.
- (ii) Land Use Development: The Ministry expressed some concern about land-use development which would tend to further increase the traffic load on already congested streets, and the particular instances cited were commercial developments along Hastings and in the vicinity of Brentwood Mall. New development of these and other areas should be carried out in such a manner as to protect and enhance the capacity of major arterials.
- (iii) Revenue Sharing: The Ministry of Highways stated that, at this date, major collectors were not eligible for revenue sharing because they would only be 36 feet in width. The Ministry however will cost-share in roads that are less than the 46-foot width standard provided they are completely new links and capable of being developed to a secondary arterial standard at some future date should the Municipality elect to do so.

With respect to procedures for environmentally protecting residential neighbourhoods, the Ministry takes the view that cost-sharing of such works and related land costs shall be consistent with the Guidelines for Application for Funding under Part V of the Revenue Sharing Act current at the time of such application.

- (iv) Annacis Crossing: The plans for the Annacis system are now definite, but the precise location of any additional future crossing of the North Arm is not certain.
- (v) Implementation Schedule: It is the opinion of the Ministry of Highways that a ten-year period for the implementation of A Comprehensive Transportation Plan may be too short. The implementation schedule requires the Province to shoulder a heavy expenditure with respect to road improvements to Provincial Highways in the Municipality and further financial commitment on the part of the Province is required through revenue sharing. The Ministry of Highways must assess Burnaby's needs relative to the requirements of the rest of the Province in considering how limited funds for road improvements are to be allocated. Accordingly, the Ministry of Highways would prefer to develop a less rigid implementation strategy for road improvements in Burnaby subsequent to the resolution of their concerns relative to the Comprehensive Transportation Plan.



Mr. Derek Parkes  
Ministry of Transportation and Highways

1980 February 27  
Page 6

### Summary and Conclusions

It is our understanding that the Ministry of Highways' position is that they would be prepared to consider the Conceptual Transportation Plan as the basis for an agreed Municipal/Provincial road network plan provided:

- I. That major Municipal roads were constructed so as not to prejudice their future widening should the Municipality at some future date wish to do so.
- II. That the additional major collector links as discussed previously be designated in the Conceptual Transportation Plan and developed in accordance with point I. above, viz:
  1. Burnaby Heights
  2. Gilmore/Carlton/Patterson
- III. That right-of-way continuity safeguards be maintained with regard to:
  1. Broadway
  2. Edmonds Extension (pending completion of the Byrne-10th Connector)
  3. Rumble
- IV. That certain road elements shown in the Conceptual Transportation Plan as major collectors would not be considered as part of the major Municipal road network for the purposes of Revenue Sharing. It is noted that in the context of the Conceptual Transportation Plan, this proviso only effects Still Creek Street which is the sole undeveloped major collector link in this category.
- V. That certain road improvement proposals proposed by the Municipality or the Ministry of Highways be the subject of further joint examination. Pending the outcome of this further study, the possible implementation of these proposals should not be prejudiced by new development, abandonment of rights-of-way, etc. The projects to be considered are:

.../7

Mr. Derek Parkes  
Ministry of Transportation and Highways

1980 February 27  
Page 7

V. Cont'd.

1. The provision of the Gagliardi/Hastings Connector and associated proposals including the Parker/Curtis Closure.
2. The alignment of Phillips south of Broadway as a major collector.
3. The relationship of the Moscrop/Gilpin east-west route to the Kensington Freeway Interchange.
4. The design of the Stormont/McBride Connector.

We look forward to your response to this letter so that a report to the Burnaby Municipal Council can be prepared as soon as possible, in order to determine the extent to which differences can be resolved and agreement reached on a road plan for the Municipality.

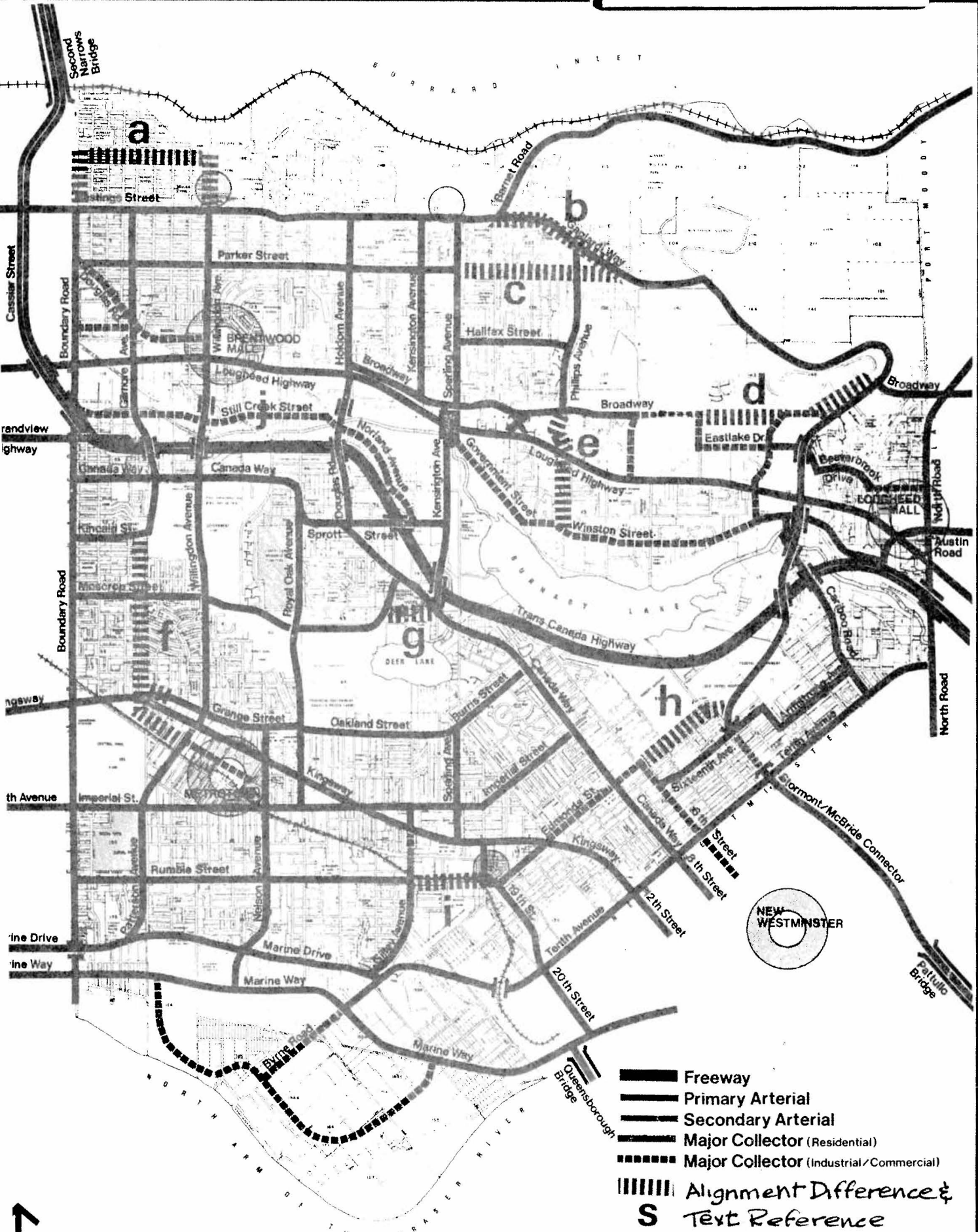
Yours truly,



A. L. Parr  
Director of Planning

PL:lf  
Attachment - Figure 1.

cc: Municipal Manager  
Municipal Engineer



ROAD ALIGNMENT ISSUES RAISED BY  
MINISTRY OF HIGHWAYS WITH RESPECT TO THE...

# CONCEPTUAL TRANSPORTATION PLAN

