

ITEM 17  
MANAGER'S REPORT NO. 50  
COUNCIL MEETING 1983 07 25

TO: MUNICIPAL MANAGER 1983 July 20  
FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 08.126  
SUBJECT: CENTRAL AREA TRANSPORTATION PLANNING STUDY  
STAFF REVIEW REPORT

RECOMMENDATIONS


1. THAT Council forward this report to the Parks and Recreation Commission, the Heritage Village Museum Board and the Transportation Committee for their approval, in principle, of the proposed road plan illustrated on Figure 6 and of the proposed staged Implementation Approach.
2. THAT following receipt of comments from the various groups in 1 above, a further staff report be prepared addressing the recommendations and implementation approach outlined in this report for the consideration of Council.

R E P O R T

This staff "follow-up" report reviews and reflects upon the findings and recommendations presented in the 1982 July 28 study report by G.D. Hamilton & Associates Ltd. entitled "Central Area Transportation Planning Study".

This "follow-up" report has been reviewed by staff representatives of the Recreation & Cultural Services, Engineering and Planning & Building Inspection departments as well as by staff from the Heritage Village Museum, Art Gallery and Arts Council.

This report represents the consensus of staff as being a reasonable and viable approach to a staged improvement in accessibility of facilities in Deer Lake Park and reorientation of traffic patterns in this Central Area.

  
A.L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

WSS/mcb  
Attach:

cc: Director Recreation & Cultural Services  
Director Engineering  
Director Heritage Village Museum

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=====  
CENTRAL AREA TRANSPORTATION PLANNING STUDY  
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CORPORATION OF THE  
DISTRICT OF BURNABY  
1983 July 20

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## THE CENTRAL AREA TRANSPORTATION PLANNING STUDY

### 1.0 BACKGROUND

The Municipality of Burnaby has an extensive cultural, recreational and civic complex in Central Burnaby in the vicinity of the Kensington Avenue interchange of the Trans Canada Highway. Although centrally located, some of the functions within this area are perceived to have a poor level of accessibility from both Regional and major Municipal road networks. Additionally, there is concern regarding vehicular as well as pedestrian circulation in the immediate area and the adequacy of existing car parking facilities.

A number of long term transportation and land use issues in the area must also be resolved by the Municipality, including the development of a secondary transit interchange in the area as well as the implementation of a major east-west collector road. How this collector road would relate to Canada Way and the Kensington interchange of the Freeway is an unresolved issue between the Municipality and the Ministry of Transportation and Highways.

A comprehensive approach is required to determine the scope of existing and potential problems, and to develop alternative strategies for the resolution of those problems in both the short and long term. Accordingly, the Recreation & Cultural Services and Planning & Building Inspection Departments jointly retained G.D. Hamilton and Associates, Traffic Engineering and Transportation Planning Consultants to undertake the requisite study.

### 2.0 SCOPE OF STUDY

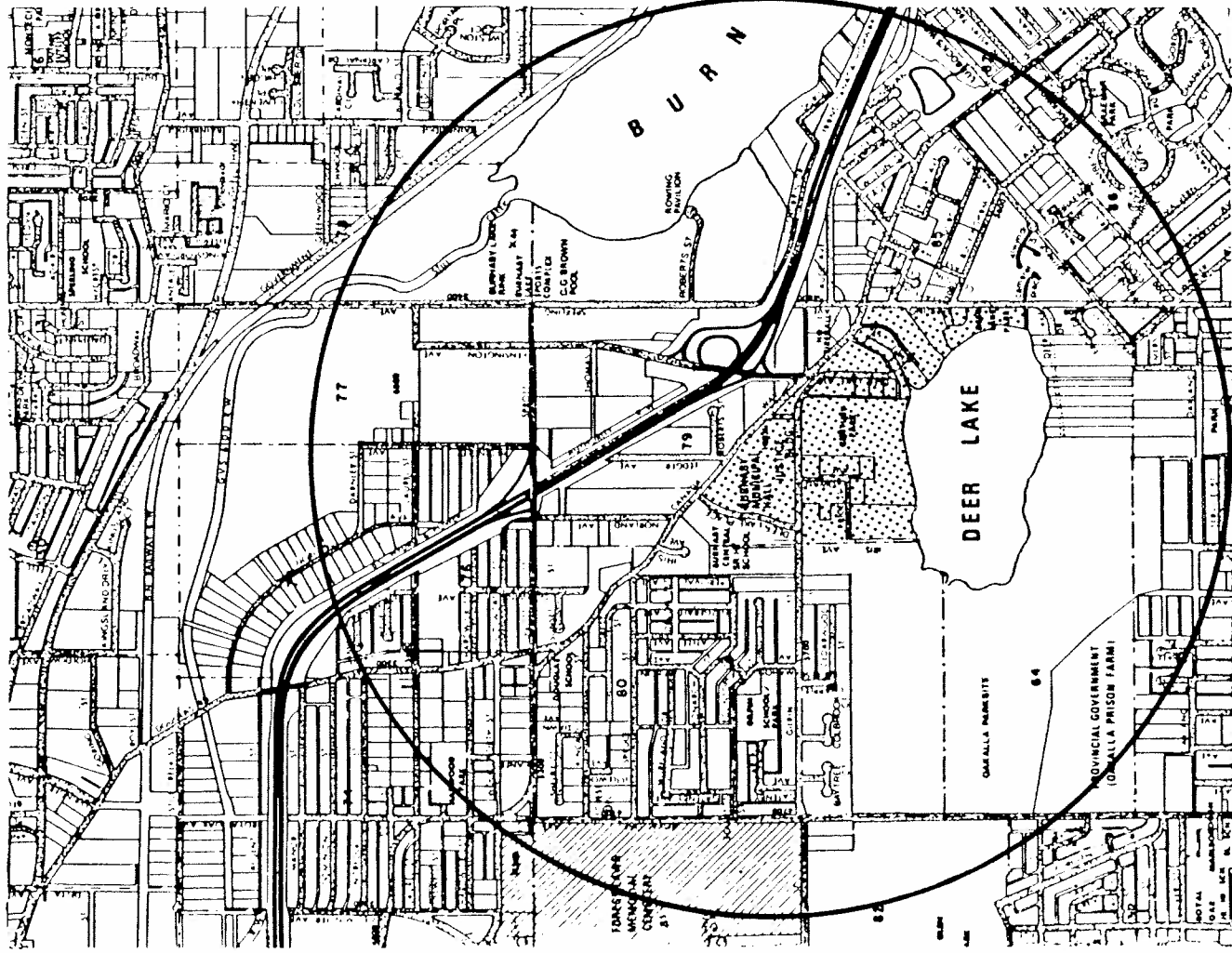
The study area of primary concern is shown on Figure 1 and includes the Municipal Administrative Complex, Century Park and part of Deer Lake Park.

The scope of the study was to:

- (1) Determine travel patterns in the study area, including:
  - Efficiency of traffic flow
  - Volume of traffic
  - Special event requirements and requirements of peak periods
  - Special attention is to be given to investigation of the Canada Way-Kensington intersection

The defined boundaries for determining the travel and volume patterns for the area are as follows:

- Intersection of Burris Street and Canada Way
  - Intersection of Royal Oak and Gilpin/Moscrop Streets
  - Intersection of Sprott/Douglas Road and Canada Way
  - Freeway - East of Kensington Avenue
- Intersection of Loughheed and Sperling/Kensington Avenues



PRIMARY STUDY AREA  
 GENERAL STUDY AREA

FIGURE 1



- (2) Establish parking requirements for individual land uses, assessing the need of each facility on an annual basis while making provisions for daily use and future expansion of the facilities.
- (3) Inventory existing parking facilities and usages.
- (4) Establish the deficiencies and special accessibility requirements of individual land uses and circulation. The intent is to simplify ingress and egress to the facilities as much as possible for the users thereof.
- (5) Gauge the effectiveness of the existing and proposed pedestrian circulation systems.
- (6) Establish whether there are deficiencies in public transport services to/within the area.
- (7) Establish future demand for all transportation services and estimate potential deficiencies in the supply of transportation facilities.

### 3.0 THE STUDY PROCESS

Staff representatives from the Planning and Building Inspection, Engineering, and the Recreation and Cultural Services Departments, Heritage Village Museum, the Art Gallery and the Arts Council maintained a close working relationship with the Consultant. Coordination of the project was through the Planning and Building Inspection Department.

This "follow-up" report and its recommendations is presented as an overview of the Consultant's work and has been prepared in consultation with staff from the above departments and organizations.

### 4.0 PURPOSE

The purpose of this review report is threefold:

- Summarize the findings of the Consultant
- Outline the recommendations of the Consultant
- Review the Consultant's findings and recommendations as the basis for implementing a transportation plan for the study area.

### 5.0 THE CONSULTANT'S FINDINGS

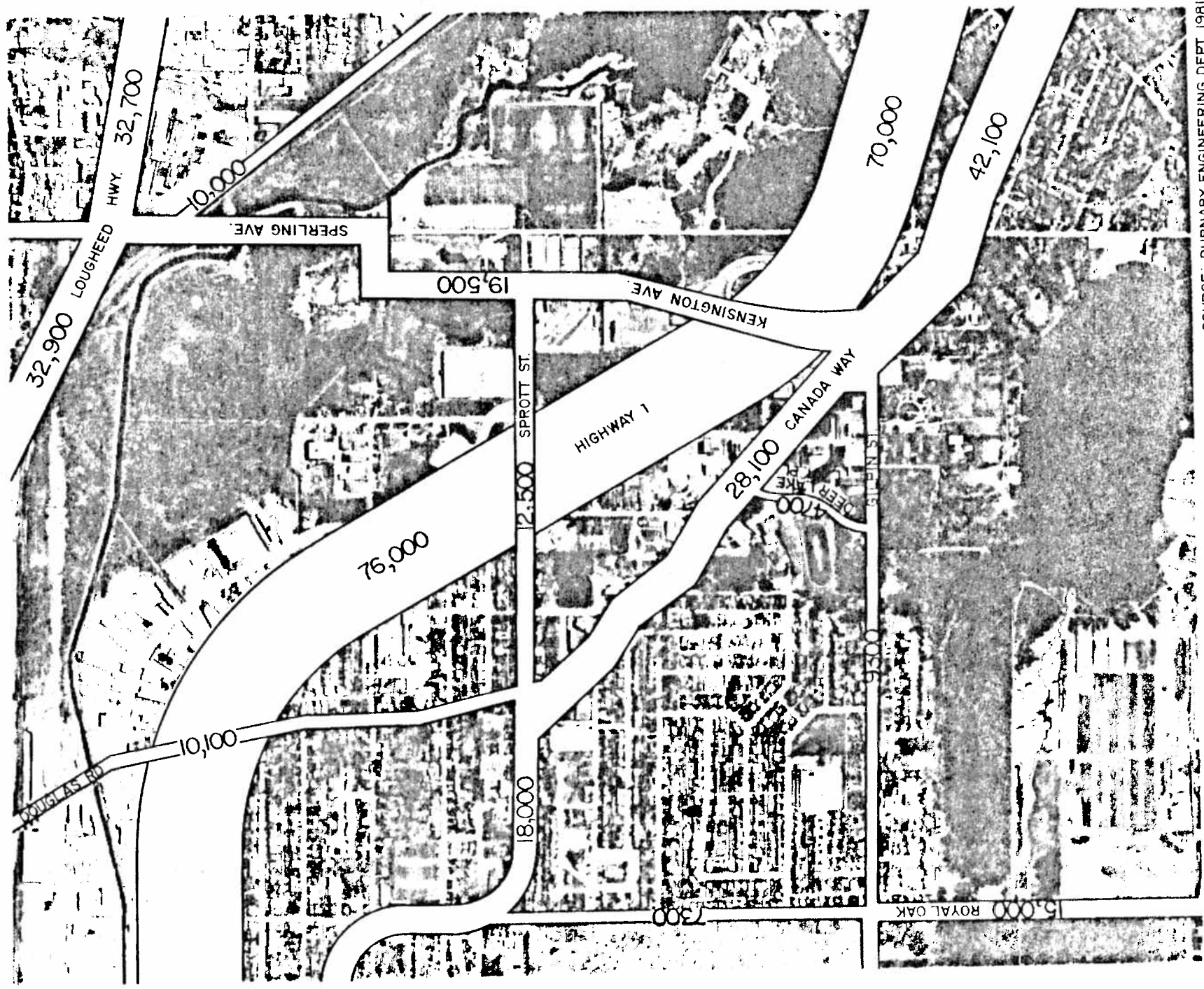
#### 5.1 AN OVERVIEW

The Consultant found, when reviewing the General Study Area as a whole through a 'cognitive mapping' process, that the area lacks focus and in many ways is undefined. Orientation and access to key elements within the primary study area such as Heritage Village Museum, the Art Gallery and Deer Lake was difficult. This was primarily caused by a lack of visual unity and a clear identification of functions to motorists and pedestrians.

#### 5.2 TRAFFIC VOLUMES

Figure 2 illustrates the relative magnitude of average daily traffic volumes on the major roads in the General Study Area in 1981. The Consultant has determined that the traffic is basically inter-city with origin and/or destination outside Burnaby. Traffic volume on Canada Way, Kensington, Gilpin and the Trans Canada Highway has been growing at an average of 8 percent per year between 1965 and 1981.

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SOURCE: BURNABY ENGINEERING DEPT. 1981.



FIGURE 2

AVERAGE DAILY TRAFFIC VOLUMES





As traffic levels on roadways and intersections approach more closely their operating capacity, greater levels of congestion will be produced, rush hours will be lengthened as roadways and inter-sections operate closer to capacity. Because of this, it is the Consultant's opinion that a decrease in growth rate will likely result.

### 5.3 TRAVEL PATTERN

As Gilpin Street is a key access route to the facilities in the Primary Study Area a detailed analysis was undertaken of the travel patterns using Gilpin Street and their relationship to Canada Way, Kensington Avenue and the Freeway.

Figures 3 and 4 summarize the daily peak period travel patterns of Gilpin Street traffic through the Deer Lake Place/Canada Way, Gilpin/Century Park Way/Canada Way and Canada Way/Kensington inter-sections. The major observations from these travel patterns are:

- both eastbound and westbound traffic using Gilpin Street have similar travel patterns during evening rush hours.
- approximately 53% of the traffic on Gilpin is coming from or going to Canada Way east of Kensington.
- approximately 43% of the Gilpin traffic uses Kensington Avenue immediately north of Canada Way.
- approximately 15% of the Gilpin traffic that uses Kensington, is coming from or going to the Trans Canada Highway.
- approximately 27% of Gilpin traffic that uses Kensington Avenue is coming from or going to Kensington North of the Freeway.
- traffic on Gilpin uses Deer Lake Place as well as Gilpin Street east of Deer Lake Place and Century Park Way to reach Canada Way. It was observed that approximately 40% of motorists were using Deer Lake Place during the evening rush hours; and approximately 60% use Century Park Way.

### 5.4 IMPLICATIONS OF TRAFFIC VOLUME/PATTERN

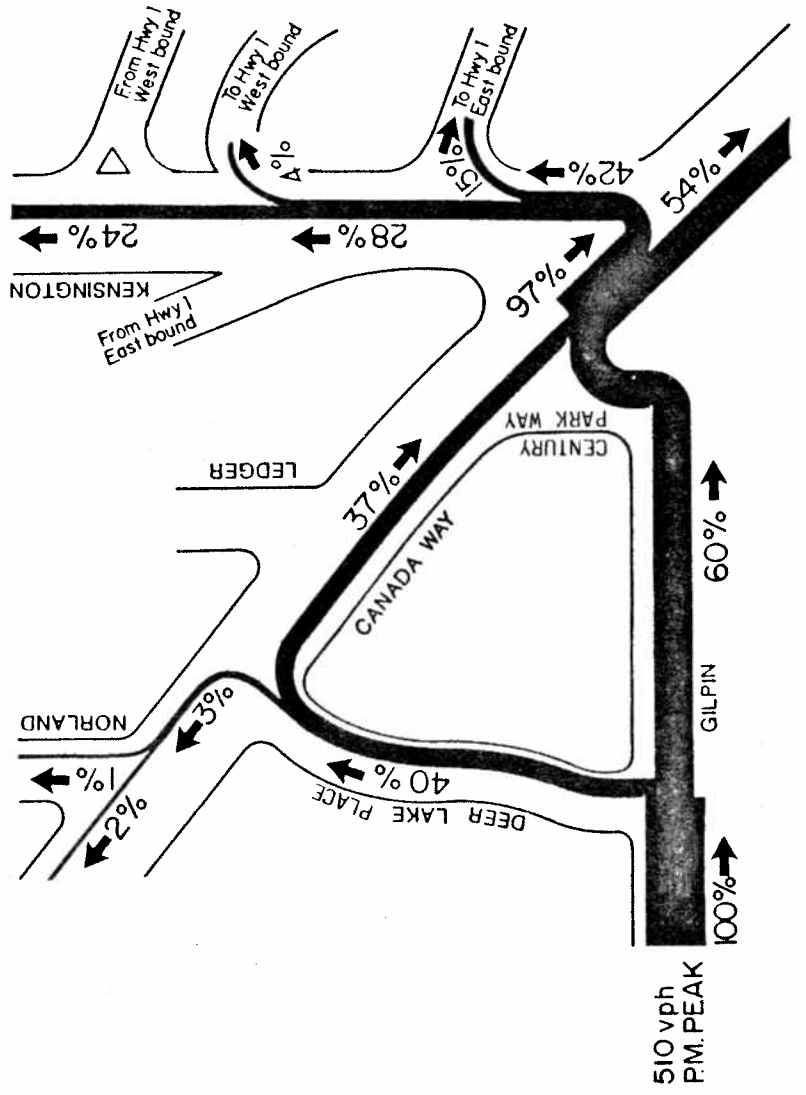
Traffic volumes and their pattern of movement, particularly through intersections are key to the efficient movement of traffic. The Consultant's findings on the implications of the traffic volume/pattern on the three intersections in the Primary Study Area are:

#### 5.4.1 Kensington/Canada Way Intersection

The Consultant has determined that this signalized inter-section operates at a level of service 'C'. Service level 'C' occurs when queues of vehicles at a signalized inter-section are sufficiently short that the queue can be accommodated through the intersection during one signal cycle and the average individual delay to drivers is short.

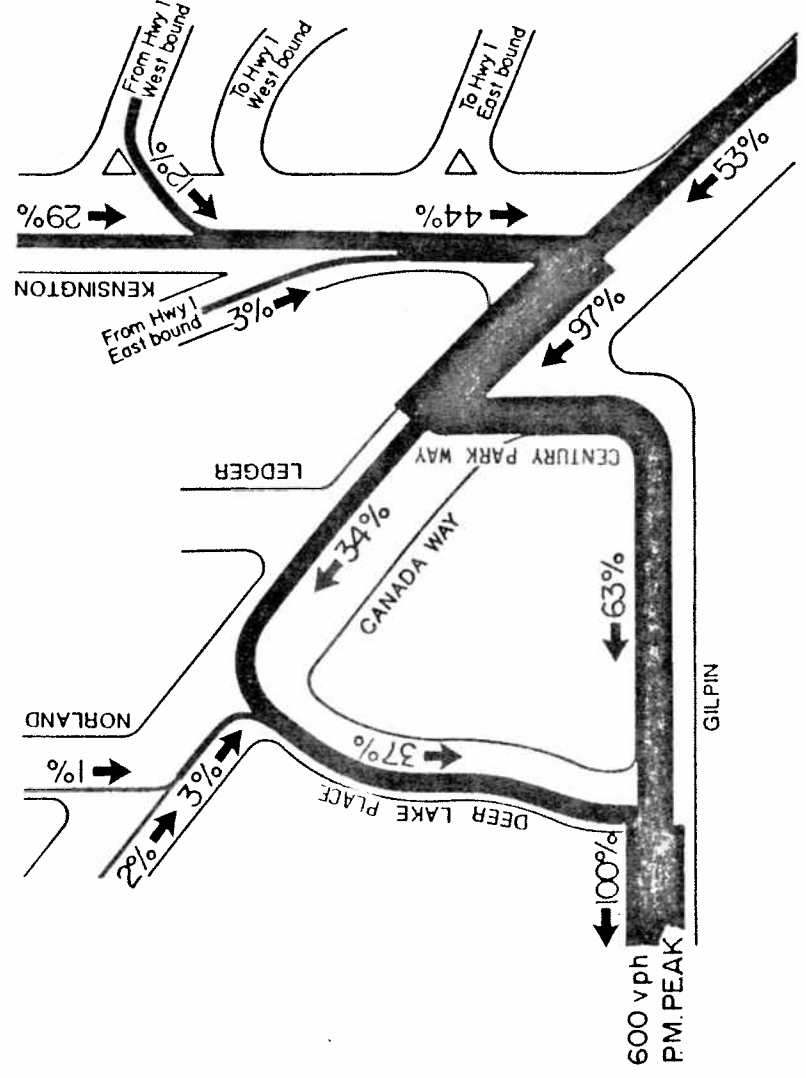
The practical operating capacity of the intersection (service level 'D') is approached when long queues of vehicles occur and each signal cycle is fully utilized leaving vehicles waiting for more than one signal cycle.

There are times, particularly during the P.M. peak travel period when this intersection would operate at service level 'D'.



←  
 FIGURE 3

P.M. TRAVEL PATTERN - GILPIN EASTBOUND



←  
 FIGURE 4

P.M. TRAVEL PATTERN - GILPIN WESTBOUND

5.4.2 Century Park Way/Canada Way Intersection

The Consultant concluded that there are operational problems at this intersection. These problems are primarily caused by vehicle volumes, turning and weaving movements and the proximity of the Kensington/Canada Way intersection.

5.4.3 Deer Lake Place and Canada Way

The build up of traffic volume on Canada Way causes limited time gaps on Canada Way making turns difficult between Deer Lake Place, other intersections and Canada Way. Further, the close proximity of intersections (Norland, Deer Lake Place, Ledger, Century Park Way) and traffic wishing to enter Canada Way reduces the capacity of Canada Way causing additional congestion along the route.

5.5 PARKING

The Consultant determined that parking supply for the Municipal Administrative Area is adequate to accommodate the daily needs. The demand for the Justice Building and Burnaby Central Secondary School parking areas was high and these areas were heavily used. Further, parking for the Art Gallery, the Arts Centre, Heritage Village Museum and Deer Lake Beach were determined to be adequate for weekday uses. However during summer-time weekends, especially when a Craft Fair is in progress, visitors to the area found searching for parking locations confusing and difficult. Poor circulation, lack of directional and informational signing and direct visual identity of facilities within Century Park appeared to be the major cause of confusion.

The Consultant also inventoried the number of off-street parking spaces in the study area. These are summarized as follows:

Century Park Area	332
Municipal Administrative Complex (South of Canada Way)	949
Administrative Office Complex (North of Canada Way)	1182
Burnaby Lake Sports Complex	964

Total 3427  
=====

In addition to the off-street parking spaces there are approximately 300 on-street parking spaces in the Primary Study area. The total number of parking spaces is therefore approximately 3700. Of these, approximately 2400 spaces are currently available for public parking during non-office hours.

5.6 PUBLIC TRANSIT

The bus connections serving the Municipal Hall area are indirect and of moderate frequency. While the Canada Way corridor is relatively well served, connections from the north-south direction, the south-west and the north-east are circuitous. These factors were observed to increase the preference of choice of transit riders to use private vehicles. As a result there is a lowered expectation and dependency on transit. This declining trend of dependency is unlikely to be broken until such time as transit becomes more attractive to patrons in terms of convenience, travel time and cost.

Currently, bus "stop" locations are generally scattered. In future planning for bus "stop" locations there is a need to provide for a more conveniently located bus interchange facility and supporting bus "stop" locations to serve the park and work areas.

#### 5.7 THE PEDESTRIAN CIRCULATION SYSTEM

Presently pedestrian traffic is considered light. The prime pedestrian route is a north-south spine that spans Canada Way between the Municipal Hall complex and the offices to the north. The pedestrian interaction among the facilities was observed to be low during office hours.

In addition, the Consultant believed that a pedestrian bridge network over some of the major traffic routes would help to integrate the area by linking the various pedestrian trails in the General Study Area.

#### 6.0 THE CONSULTANT'S RECOMMENDATIONS AND STAFF REVIEW

This section of this "follow-up" report discusses the Consultant's recommendations relative to the desired character and the over-all transportation requirements for the Primary Study Area.

#### 6.1 CONCEPT OBJECTIVES AND CONCEPT PLAN

The objective of the Consultant's recommendations is to simplify and clarify the existing transportation network, remove through traffic, accommodate parking, allow for proposed developments, provide 'gateways' to the area and to knit together the various administrative, commercial, cultural and recreational activities in the study area thereby providing a sense of place. The Consultant's recommended roadway concept based on these objectives is illustrated in Figure 5.

#### STAFF REVIEW

Staff agrees with the Consultant's objectives in preparing a plan for the area. The Consultant has recommended one approach to meeting the objectives. Staff has reviewed the implications of the Consultant's recommendations and are of the opinion that certain amendments would better address the objectives identified. This revised roadplan concept is illustrated in Figure 6.

A more detailed description of the Consultant's recommendations for the various components of the proposed concept are outlined in the following section and each is followed by staff review comments.

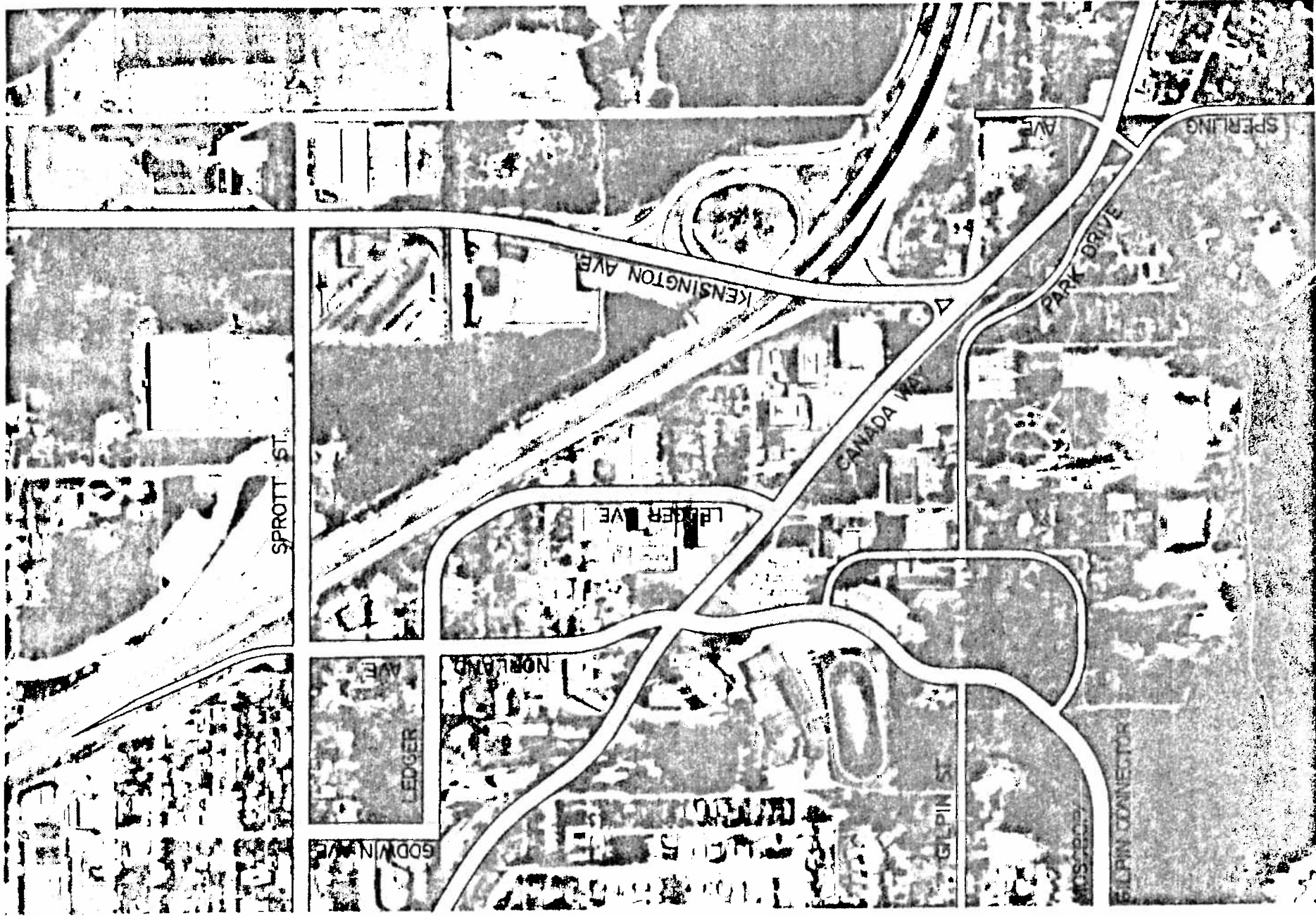
#### 6.2 CONCEPT PLAN COMPONENTS

The Concept Plan Components considered of primary importance by the Consultant to achieve the objectives included the proposed character of the area, improvements required to the external road network, parking and public transit.

##### 6.2.1 Proposed Character

To enhance the Central Area of Burnaby as an integrated place, it is the Consultant's opinion that there must be a sense of visual unity and a clear identification of function to motorists and pedestrians. This is to be achieved by developing a 'campus' image for the Central Area by establishing well defined gateways, clear signage and landscaping, a park drive and pedestrian pathways.

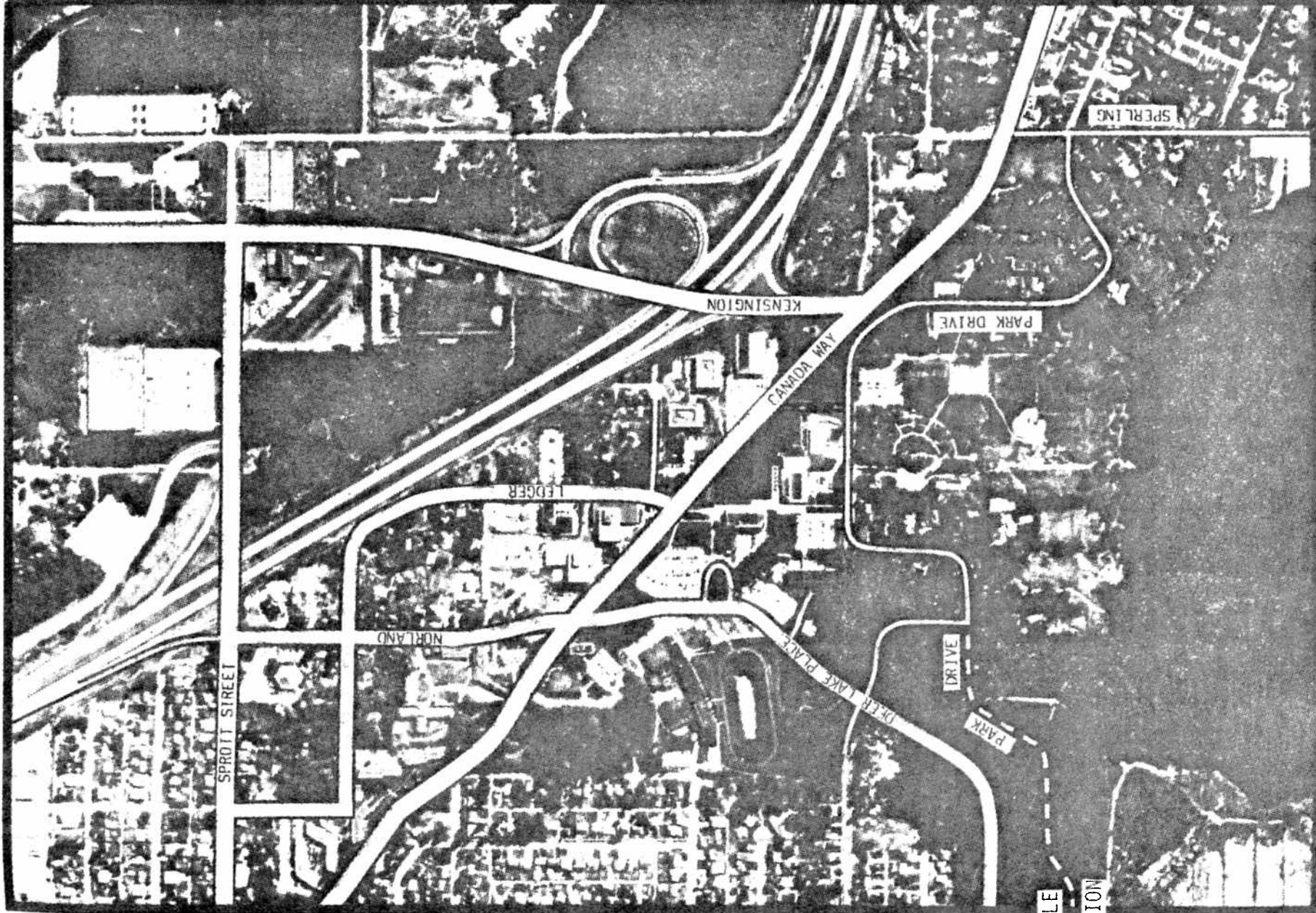
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CONSULTANT'S RECOMMENDED ROAD NETWORK

FIGURE 5

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POSSIBLE  
EXTENSION



STAFF RECOMMENDED ROAD NETWORK

FIGURE 6



STAFF REVIEW

Staff agrees with the principle of developing a 'campus' image for the Central Area. Comments on the four components that would provide this image follow the Consultant's recommendations on each component.

6.2.1.1 Gateways, Signage and Landscaping

Three areas were identified by the Consultant as being appropriate for development of principal gateways and signing. They are:

- Sperling at Canada Way
- Gilpin Street
- Deer Lake Place

The Consultant sees Canada Way as the principal roadway through the 'campus' area providing orientation for visitors to the area whilst accommodating traffic movement through the area with linkage to regional arterial facilities. Access to the area would be clearly identified for visitors by appropriate and uniform signage at each gateway location.

In the Consultant's opinion an essential element of the 'campus' image is the landscape design of Canada Way between Deer Lake Place and Sperling Avenue. The lawn areas associated with the Municipal Hall, Justice Building and Century Park are proposed to be preserved and extended to Sperling Avenue. This stretch of Canada Way is recommended for development with a sense of 'boulevard'.

STAFF REVIEW

Under the revised plan, all the 'gateways' recommended would not be necessary. Staff supports the concept of improved signage for Deer Lake Park and for the facilities within the Park (e.g. Century Park, Heritage Village Museum and the Art Gallery). However, gateway and facility signage should be part of an integrated proposal after the adoption of a road plan for the area. Signage aspects that would need to be addressed would include such items as location, size and type.

Staff supports appropriate landscaping along Canada Way. However, landscaping should be integrated with proposed land use, road plans and signage.

Consequently, staff would recommend that a gateway and facility signage plan be developed for the Central Area in conjunction with a landscape plan along Canada Way after the adoption of the road plan for the area.

6.2.1.2 Park Drive

Another major element of the 'campus' image proposed by the Consultant is a strong secondary road network and associated parking areas capable of taking the expected volume of park users. This proposed park drive (see Figure 5) is seen to be similar in nature to the Stanley Park Drive. This drive is also proposed to provide vistas of the area, encourage park use and be compatible with the pedestrian walkway and 'campus' landscape plan.

One of the major elements of the Park Drive System as seen by the Consultant is the opportunity to connect the Municipal Hall to the 'campus' concept by creating an entrance on the west side of the Municipal Hall building next to the existing courtyard. This entrance will be additional to the pedestrian access on Canada Way. The proposed new entrance will, according to the Consultant, increase the

significance of the courtyard by providing a vehicle drop off point, and provides access to the entrance of the Municipal Hall at this location. It was also suggested that it could be treated as a formal entrance for special events.

The Park Drive as proposed, will require the relocation of the model railway facility at Heritage Village Museum. This change according to the Consultant will achieve unity of landscaping for the 'campus' image, continuity for the Park Drive and an opportunity for Heritage Village Museum to access the Park Drive directly at its front gate.

#### STAFF REVIEW

The Park Drive proposed by staff (Figure 6) is considered to offer the following advantages over that recommended by the Consultant:

- The relocation of the Model Railway at Heritage Village Museum will not be necessary. Consequently there will be saving in costs in not having to rebuild and relocate the railway operation.
- The berm between Canada Way and Heritage Village Museum would not be lost. This ensures that the Museum is more divorced from the noise and urban nature of Canada Way.
- The route proposed by staff meanders through the Park. As a park drive this is more desirable because it provides for a better park experience, controls speeding and discourages its use by through traffic.
- The route can be staged over time in terms of both construction and location. Initially the Park Drive would utilize existing portions of both Deer Lake and Dale Avenues. Then, depending on the development plan for the Museum and the ultimate use of the Hart (Riley) property, the location of the Park Drive through the Hart property to Sperling Avenue may be adjusted to meet land use objectives for the area.
- With the relocation of the current one-way northbound traffic control device on Sperling Avenue immediately south of Rugby Street, the Park Drive will also provide access to Deer Lake Beach. This will better integrate the beach area with the Park. Access to the beach need not be only via the circuitous Burris/Buckingham route. To ensure that the Buckingham area residents continue to be protected against through traffic presently provided by the one-way traffic control device it is recommended that it be relocated to Buckingham Avenue immediately east of Sperling Avenue and operate as a "one-way" west bound control.
- The overall Park Drive route would improve accessibility and visibility to the Hart property, the Museum and to the Arts Complex. This increased exposure would be beneficial and would provide improved vistas of the Deer Lake Park and Deer Lake.
- The new vehicular access to the Municipal Courtyard proposed by the Consultant cannot be supported as it is considered too disruptive to the area. The route proposed by staff would not bring traffic to this pedestrian precinct.



### 6.2.1.3 Pedestrian Pathways and Circulation System

In addition to the existing pedestrian circulation system proposed for the area, which the Consultant supports, they have proposed two additional links across the Freeway. One to connect Burnaby Lake Regional Nature Park with Deer Lake along the Dale Avenue trail. The other to connect the Central Administrative (Office) Area to the Sports Complex Area. In this way provision is made for a pedestrian path system throughout the Cultural and Administrative Area.

The Consultant feels that in future planning consideration should be given to the layout of new buildings and activities along the pedestrian ways to make full use of the pedestrian system. There should be clearly defined destinations and points of interest along the routes to make them attractive to use.

#### STAFF REVIEW

The Consultant's recommendation of providing pedestrian links between Burnaby Lake and Deer Lake and between the Central Administrative Office area and the Sports-complex is in keeping with the proposal of the Burnaby Trail Study adopted by Council in 1980.

The trail study shows a new crossing of the Freeway at a point near Clayton Avenue and proposes that the Office-Sports Complex Link be achieved through use of the existing Sprott Street overpass. Staff do not propose any amendments to the trail study at this time.

### 6.2.2 Improvements To External Road Network

These improvements address the requirements of traffic growth and flow patterns in the area and accommodate altered travel patterns resulting from street pattern changes proposed.

The improvements to the road network external to the Primary Study Area as outlined by the Consultant were considered in light of the improvements scheduled under the 1982/83 Capital Improvement Program. A key element in the program is the construction of the Oakland-Burris major collector street between Royal Oak Avenue and Burris Street along the south side of Deer Lake Park.

Reflecting the road network heirarchy the following improvements were recommended by the Consultant and each is followed by staff's review comments.

#### 6.2.2.1 The Sprott Street "off-ramp"

This "off-ramp" from the Highway No. 1 freeway is recommended by the Consultant to be realigned to connect opposite Norland Avenue. This realignment would eliminate an awkward jog in the traffic flow pattern and offer a more direct connection, across Sprott Street, to the road network serving the Central Area.

#### STAFF REVIEW

Staff concurs with the Consultant's recommendation although this realignment improvement is not seen as a high priority requirement at this time.

#### 6.2.2.2 Kensington/Canada Way

It is the Consultant's opinion that by 1990 traffic growth at this intersection will require improving the left-turn capability by assigning two left-turn lanes for eastbound Canada Way traffic.

#### STAFF REVIEW

Traffic flow improvements and potential need for additional capacity at this intersection should be reviewed following the completion of proposed improvements to the Norland/Canada Way intersection and closure of the Century Park Way/Canada Way intersection.

#### 6.2.2.3 Canada Way

There are no additional improvement requirements recommended by the Consultant on this arterial other than at intersections where left-turn bays would be required.

It is the Consultant's opinion that widening of Canada Way to six lanes plus intersection channelization would be required if the Oakland-Burriss collector street were not constructed as scheduled.

#### STAFF REVIEW

Staff concurs generally with the Consultant's recommendation that left-turn bays would be required on Canada Way at the key intersections. Further, it is noted that the Oakland-Burriss collector street has not been constructed as initially scheduled because economic conditions have led to fiscal restraint policies at the Provincial and Municipal Government levels. Notwithstanding the preceding, and although the traffic levels on Canada Way have remained high they have not developed to the point where widening of Canada Way to six lanes is an immediate requirement.

#### 6.2.2.4 Sperling Ave/Canada Way

The Consultant recommends the realignment of Sperling Avenue to connect their Park Drive (frontage road) with Canada Way. This would also be one of the gateways to the Park.

#### STAFF REVIEW

Staff concurs with the concept of a gateway on the eastern side of the Century Park Area. However, the location of the Park Drive route together with its connection to the street network as recommended by the Consultant cannot be supported because of the advantages of the revised Park Drive route being recommended by staff. These advantages have been discussed in a previous section of this report.

#### 6.2.2.5 Norland/Deer Lake Place/Canada Way

Deer Lake Place south of Canada Way has been recommended by the Consultant to be realigned to link directly with Norland Avenue at Canada Way. Norland Avenue was also proposed to be widened to 4 lanes.

#### STAFF REVIEW

Staff concurs with the Consultant's recommendations.

#### 6.2.2.6 Ledger Ave/Canada Way

The Consultant has suggested an additional approach lane for eastbound traffic on Canada Way and a traffic signal could be required at this intersection by 1990. The timing of these improvements will, according to the Consultant, depend largely upon the growth rate of the Central Administrative Area and traffic flows through the area.

#### STAFF REVIEW

Staff concurs with the Consultant's recommendations but would advise that because the improvement is not an immediate requirement the situation at this intersection should be monitored on a periodic basis.

#### 6.2.2.7 Deer Lake Place/Gilpin

The Consultant has recommended that all "through" traffic on Gilpin Street east of Deer Lake Place be directed to Deer Lake Place. To facilitate this movement, intersection improvements are required in the northwest corner of this intersection.

#### STAFF REVIEW

The improvement recommended by the Consultant is not supported by staff because it would tend to perpetuate the flow of "through" traffic along Gilpin, a residential street.

Earlier capital works budgets as well as the 1982/86 and the current 1983/87 Capital Budget have included the design and construction of the Moscrop major collector route to connect to Deer Lake Place. The work items budgetted in 1982 were deferred until this year (1983) because of Provincial and Municipal economic restraint policies.

Recent advice from the Province has indicated the restraint policies are still being observed resulting in further project deferrals. Unless the design of this collector facility can be completed "in house" by the Engineering Department during 1983 as scheduled, the project design will need to be further deferred to 1984 with subsequent construction (subject to Council approval) to take place during 1985.

The development of this new collector route will therefore not require the connection of Gilpin street to Deer Lake Place in the manner recommended by the Consultant, rather, it will allow Gilpin Street to function as a local residential street within the neighbourhood.

#### 6.2.2.8 Century Park Way/Canada Way

The Consultant has recommended Century Park Way be closed to traffic except in cases of emergency need.

#### STAFF REVIEW

Staff concurs with the Consultant's recommendations as this closure to public access is one of the key elements in relieving the congestion and delays experienced on Canada Way west of Kensington Avenue and will eliminate "through" traffic flow on an important segment of the Park Drive facility whilst providing for emergency access/egress for fire, ambulance and police vehicles.

6.2.3 Parking

The Consultant's examination of the parking and circulation requirements in the Century Park Area, specifically the Arts Complex and Heritage Village Museum, concluded that increased parking capacity and better circulation were required.

Table I summarizes the parking recommendations of the Consultant which also took into consideration the requirements of the Burnaby Zoning Bylaw.

TABLE I - PARKING REQUIREMENTS - CENTURY PARK AREA

FACILITY	NUMBER OF PARKING SPACES		ADDITIONAL REQUIRED
	RECOMMENDED	EXISTING	
ARTS CENTRE	200	178	22
ARTS GALLERY	50	30	20
HERITAGE VILLAGE MUSEUM*	65	20	45
TOTAL	315	228	87

\* A revised estimate will be required when expansion plans are formalized.

The Consultant has recommended the concept of "necklace" parking (see Figure 7) along the Park Drive as an effective and more sensitive means of providing additional parking rather than substantially enlarging or creating new parking lots with access roads into the Park area. The Consultant has recommended that the additional parking be provided in this manner because it is considered that this "necklace" parking together with the existing parking is adequate in terms of number and proximity to the facilities in the Century Park Area.

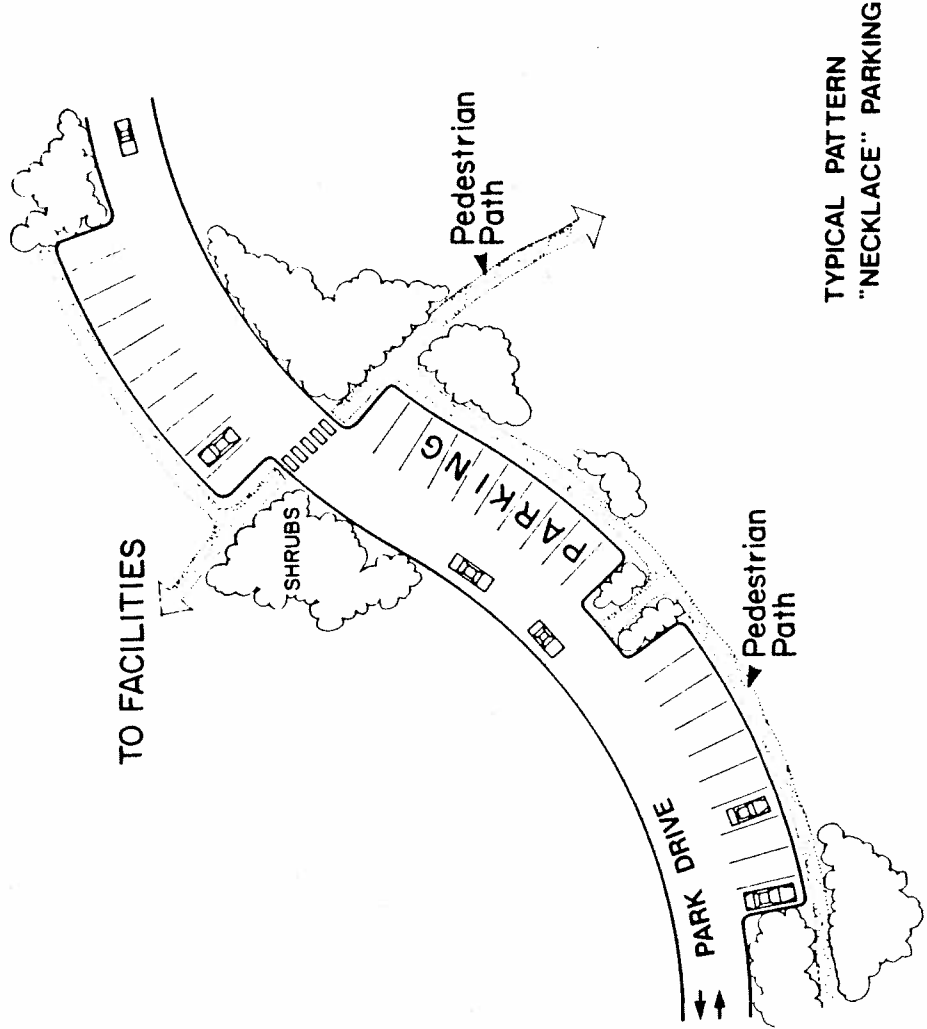
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Staff concurs with the concept of "necklace" parking. Excluding the proposed new "necklace" parking there are currently approximately 850 public parking spaces within 10 minutes walking time of the Arts Centre Complex. Ten minutes walking time is considered about the maximum for park users. The "necklace" parking will provide for more parking closer to the various facilities than currently provide by virtue of the nature of the parking design. It will also easily meet the 87 additional parking spaces identified by the Consultant as being required.

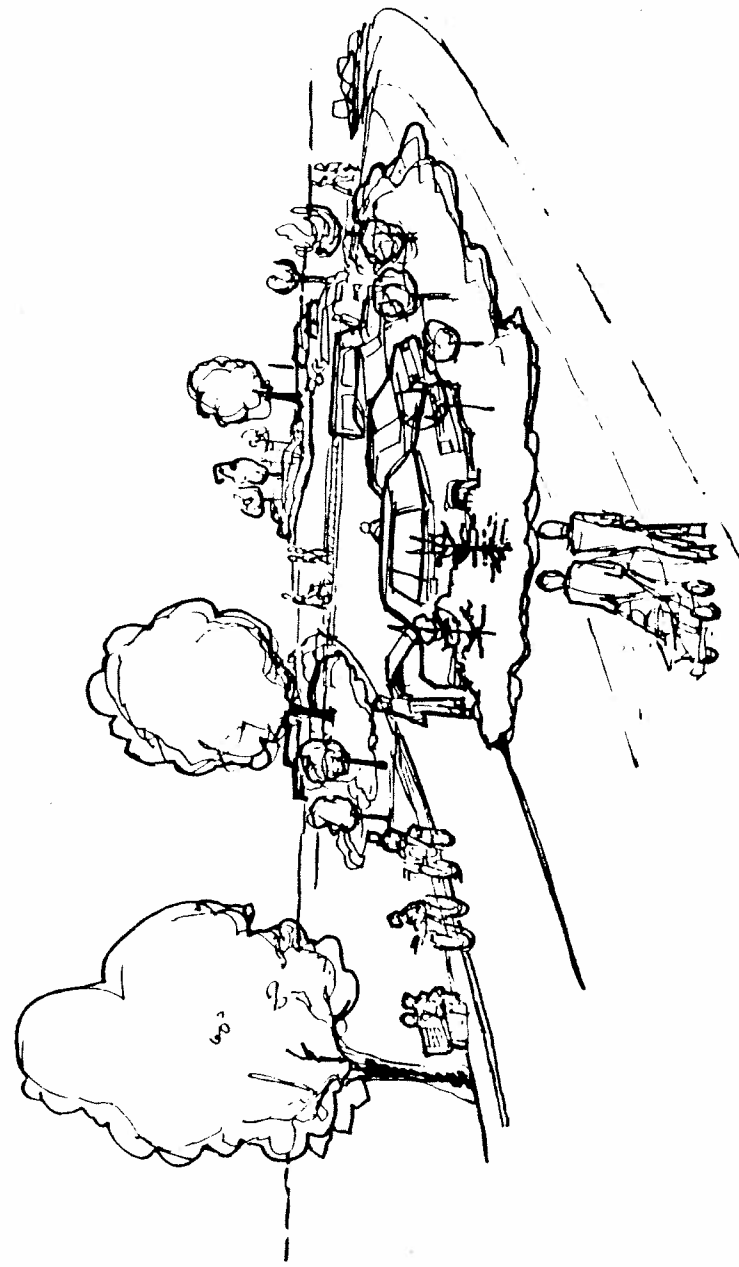
6.2.4 Public Transit

The Consultant is of the opinion that a strong need exists for a transit route rationalization study to integrate with the proposed ALRT system and improvements to north-south feeders.

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TYPICAL PATTERN  
"NECKLACE" PARKING



PARK DRIVE PARKING CONFIGURATION

FIGURE 7

Transit loads are expected to peak heavily in commuter hours in serving the school and office worker components. Public transit was believed to be best focussed on serving the employment locations rather than the off-peak cultural and recreational uses. As such, a transit interchange to accommodate 6-8 buses in the vicinity of the Deer Lake Place/Canada Way intersection is recommended by the Consultant. A site of approximately 1.5 acres would be required for such a facility.

#### STAFF REVIEW

The Comprehensive Transportation Plan for Burnaby included a Municipally oriented transit system within the context of a Regional transit system. The concept for the Burnaby system is to develop a local bus service which would "feed" major foci (Metrotown, Brentwood and Lougheed Mall) and secondary transit interchange points which would also provide "stops" for inter-municipal "trunk" service routes. The Municipal Hall vicinity (Central Administrative Area) was identified and designated as a suitable secondary transit interchange location because of the Central Area "office worker" and secondary school components.

Staff from both Burnaby and the G.V.R.D., Transit Planning section have met to discuss service improvements required in Burnaby, particularly in the North Burnaby service area (including the Municipal Hall area). Subsequently, G.V.R.D. staff have held public meetings and have studied the North Burnaby service routes. The staff report on the service improvements including service to the Municipal Hall/Central Area should become available shortly through the staff of B.C. Transit.

Predicated on the preceding, staff believe that until the results of the G.V.R.D. study become known through the Agency currently responsible for transit planning (namely B.C. Transit) we are unable to make further suggestions for improvements in transit service to the Central Area.

The recent announcement by the Province advised that the transit function has been given to B.C. Transit. In view of this announcement B.C. Transit staff will take up and continue the transit planning function initiated by the G.V.R.D. Municipal staff are currently meeting with B.C. Transit staff to advance this matter further.

#### 7.0 IMPLEMENTATION APPROACH

In considering the various problems that have been identified in the area and their possible solutions, staff is of the opinion that a staged implementation approach as follows would best provide for the orderly and comprehensive development of the area.

- (1) The road plan illustrated on Figure 6 is comprised of two inter-related parts; the external road network and the Park Drive. It is believed that careful coordination and timing of budgetting for the various design and construction elements can advance the over-all development thereby achieving the following:
  - The Municipal Administrative Complex will be thoroughly integrated with the Century Park area because all "through" traffic will be removed from between the two areas.
  - The Heritage Village Masterplan process can proceed with maximum flexibility.

- A more efficient traffic flow with less congestion will result on Canada Way through the Central Area.
  - Parking for the Arts complex and Heritage Village Museum will be more accessible yet provided in a discreet and sensitive manner.
  - There will be increased accessibility and identity of facilities within Century Park such as the Art Gallery, James Cowan Theatre (Arts Center), the Heritage Village Museum, the Hart property and Deer Lake Beach.
- (2) It is recommended that the improvement proposal on the external and Park Drive roads be received by Council and forwarded to the Parks and Recreation Commission, the Century Park Museum Association, and the Burnaby Transportation Committee for approval in principle. Following their review it is proposed that Council consider the matter and approve, in principle, the road plan and Park Drive proposed for the area.
- (3) Following Council's approval of the road plan "in principle", discussions will need to be held with the Burnaby School Board on the potential for land exchange and with Marathon Realty on land requirements to effect the realignment of the Deer Lake Place/Norland Avenue intersection at Canada Way.
- (4) The Ministry of Transportation and Highways was provided with a copy of the Consultant's report and was requested to provide specific comment on a number of the Consultant's proposals. The Ministry advised that it would only analyze individual proposals within its area of jurisdiction when submitted for approval. As such, those aspects of the road plan which are within the jurisdiction of the Ministry of Transportation and Highways would be submitted for their review subsequent to Council's approval.
- (5) Following receipt of approval of the road plans from the necessary authorities, agencies, committees, and organizations, the following actions would need to be taken in order to advance the concept to the implementation stage.
- Prepare an overall implementation flowchart for the various elements of the project.
  - Prepare design plans with cost estimates for:
    - the Park Drive access link across the Hart property between Dale Avenue and Sperling Avenue including closure of the current Dale Avenue link to Canada Way and initiate soils investigation and subsequently the structural design for the bridge over Deer Lake Creek which would link Dale Avenue to Deer Lake Avenue.
    - the Norland Avenue/Canada Way/Deer Lake Place intersection including turning lanes, signalization and property requirements.
    - the Moscrop/Deer Lake Place collector route as scheduled for 1983 in the current 1983/87 Capital Budget.
    - the closure treatment of Century Park Way allowing for emergency vehicle use only.
    - the balance of the Park Drive route which would link to the Moscrop collector route including property requirements.
    - the gateway elements, signage and landscaping required for the areas identifying the 'campus' concept.
  - Continue discussion with B.C. Transit staff for improved bus service to the Central Area and transit interchange requirements.

## 8.0 RECOMMENDATIONS

- (1) THAT Council receive this report.
- (2) THAT Council forward this report to the Parks and Recreation Commission, the Heritage Village Museum Board and the Transportation Committee for their approval, in principle, of the proposed road plan illustrated on Figure 6 and of the proposed staged Implementation Approach.
- (3) THAT following receipt of comments from the various groups in (2) above, a further report be prepared addressing the recommendations and implementation approach outlined in this report for the consideration of Council.

WSS/BLS/mcb