

RE: CENTRAL AREA TRANSPORTATION PLANNING STUDY  
(ITEM 10, REPORT NO. 11, 1984 FEBRUARY 13)

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building Inspection  
be adopted.

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TO: MUNICIPAL MANAGER 1984 June 06  
FROM: DIRECTOR PLANNING &  
BUILDING INSPECTION

SUBJECT: CENTRAL AREA TRANSPORTATION PLANNING STUDY  
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RECOMMENDATIONS:

1. THAT Council approve in principle the road network for the Central Area as illustrated on Figure 1 of this report.
2. THAT Council approve the alignment of that segment of the park drive through the Hart Mansion property as illustrated on Figure 2.
3. THAT Council approve in principle the boundaries of Burnaby Village Museum as illustrated on Figure 3.
4. THAT Council refer the neighbourhood traffic management concept as illustrated on Figure 4 to the Transportation Committee for review with the area residents.
5. THAT Council approve in principle the Implementation Strategy for the Central Area Transportation Planning Study as illustrated on Figure 5.
6. THAT Council approve the initiation of the work items associated with the advancement of the four components of the Implementation Strategy.
7. THAT a copy of this report be forwarded to the Parks and Recreation Commission, the Transportation Committee and the Century Park Museum Association Board for their information.

SUMMARY:

This report addresses the recommendations and comments of those that have reviewed the Central Area Transportation Planning Study. Among those who have participated in the review are the Parks and Recreation Commission, the C.P.M.A. Board and the Transportation Committee. There is agreement in principle by these three bodies to the proposed concept for the area.

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This report recommends the adoption of a road network for the Central Area as illustrated on Figure 1. It further recommends the initiation of a four component Implementation Strategy. These four components illustrated on Figure 5 are the external road network, the park drive, a landscape and signage concept and fourthly, a neighbourhood traffic management concept.

REPORT

1.0 BACKGROUND AND PURPOSE

The Municipal Council, at its meeting of 1983 September 23, received a staff report entitled 'Central Area Transportation Planning Study' and adopted the following motions:

1. THAT Council forward this report to the Parks and Recreation Commission, the Heritage Village Museum Board and the Transportation Committee for their consideration and comments of the proposed road plan illustrated on Figure 6 and of the proposed staged Implementation Approach.
2. THAT following receipt of comments of 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.

The reviews as requested by Council have now been completed. The purpose of this report is therefore to address the recommendations and comments of those that have reviewed the concept for the Central Area. Their comments and recommendations will be considered under two headings. Firstly, the proposed concept and secondly, the proposed implementation approach.

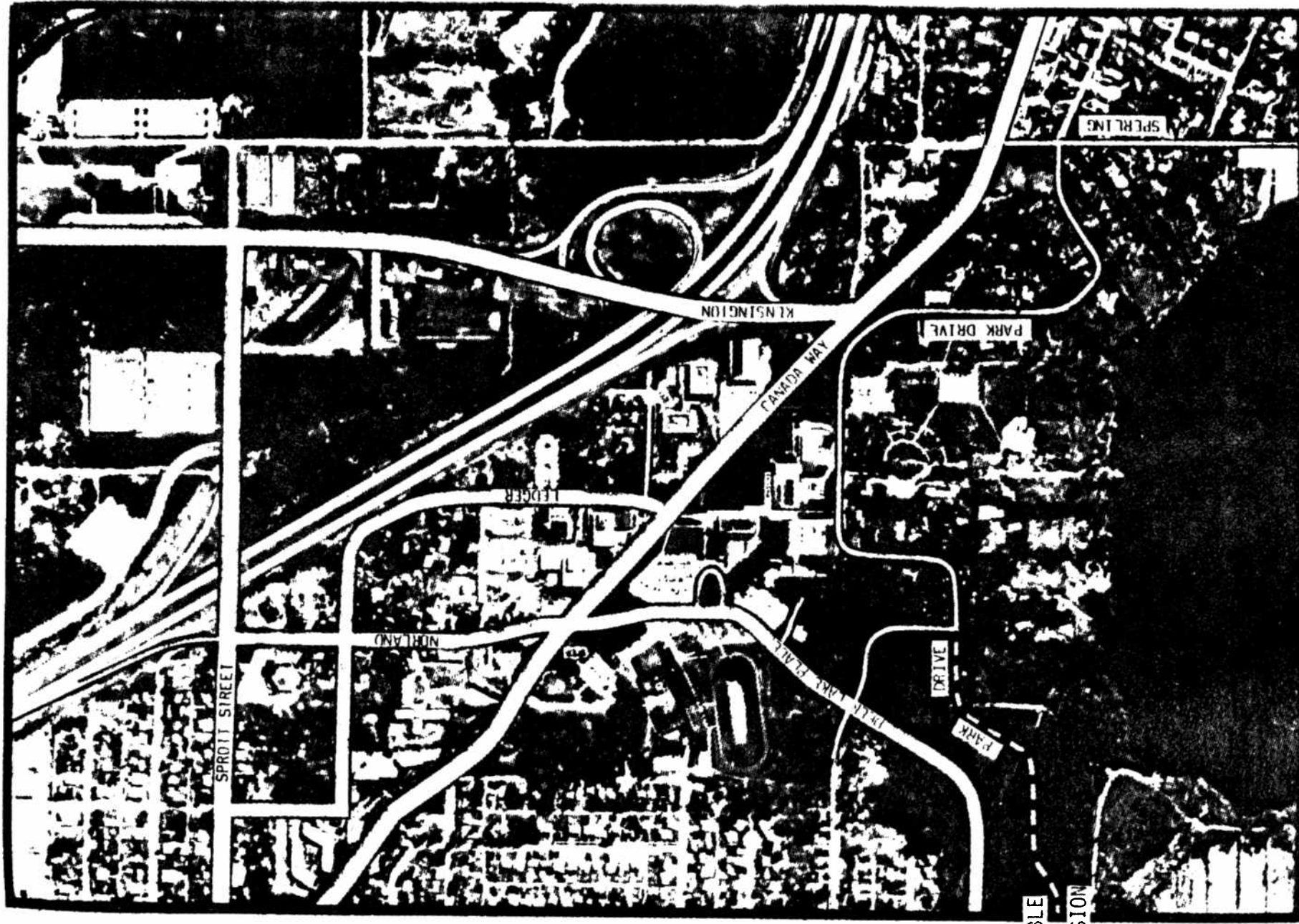
2.0 THE CONCEPT REVIEW

The underlying concept of the plan is to integrate the Municipal and park facilities in the Central Area by developing a 'campus' image. The major component of the concept is the proposed road network supported by appropriate gateways, signage, landscaping and parking. There is agreement in principle by the Transportation Committee, the Parks and Recreation Commission and the C.P.M.A. Board to the concept of integration and the proposed road network. A discussion of the concept components follow:

2.1 THE ROAD NETWORK

The road network consists of an inter-related external road network and a park drive. (See Figure 1.) Both the Transportation Committee and the Parks and Recreation Commission have recommended that Council approve in principle this road network. The CPMA Board has restricted its comments to the Museum's expansion plans and the park drive. The Board has expressed its unanimous support for the park drive.

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STAFF RECOMMENDED ROAD NETWORK

Figure 1

### 2.1.1 The External Road Network

The purpose of the external road network is twofold. Firstly to address the requirements of traffic growth and flow patterns in the Central Area and secondly, to promote the 'campus' image by diverting 'through' traffic away from the park.

The recommended external road network consists of:

1. The connection of Deer Lake Place to Norland Avenue with Norland designated as a commercial/industrial collector (i.e. a 4-lane capability).
2. The re-alignment of the Spratt Street 'off-ramp' to connect opposite Norland Avenue. This is presently under review of the Ministry of Transportation and Highways.
3. The closure of Century Park Way.

The Deer Lake Place/Norland Avenue alignment will require the north-east part of the Burnaby Central High School property presently used as a playing surface. School Board staff are prepared to support this alignment. The terms of the land transfer required are presently being explored. Additionally, the acquisition of portions of privately owned property at the Canada Way/Norland Avenue intersection will also be required.

#### 2.1.2 The Park Drive

Another element of the 'campus' image is a strong secondary road network and associated parking areas capable of taking the expected volume of park users. The park drive, which is seen to be similar in nature to the Stanley Park Drive, will provide this function. It is proposed to have a curb-to-curb width of 8.5 metres. 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.

The proposed park drive recommends the connection of Gilpin Street across Deer Lake Brook to Sperling Avenue, utilizing existing portions of both Deer Lake Avenue and Dale Avenue. Those parts of the park drive requiring new construction are:

1. A road connection across the Hart property to connect Dale Avenue to Sperling Avenue.
2. A bridge to cross Deer Lake Brook to connect Deer Lake Avenue and Dale Avenue.
3. The relocation of the current one-way traffic control island on Sperling Avenue immediately south of Rugby Street to Buckingham immediately east of Sperling Avenue.

The park drive proposal has implications on:

1. The expansion plans of Burnaby Village Museum.
2. Neighbourhood traffic management.
3. The provision of facilities parking.

These implications will now be reviewed.

2.1.2.1 The Potential Expansion of Burnaby Village Museum

The Century Park Museum Association (CPMA) Board has proposed that the properties on the west side of Deer Lake Avenue, which they had considered as an area of potential expansion for the Museum be removed from their planning program. In its place, the Board wishes to expand into the northern part of the Hart property.

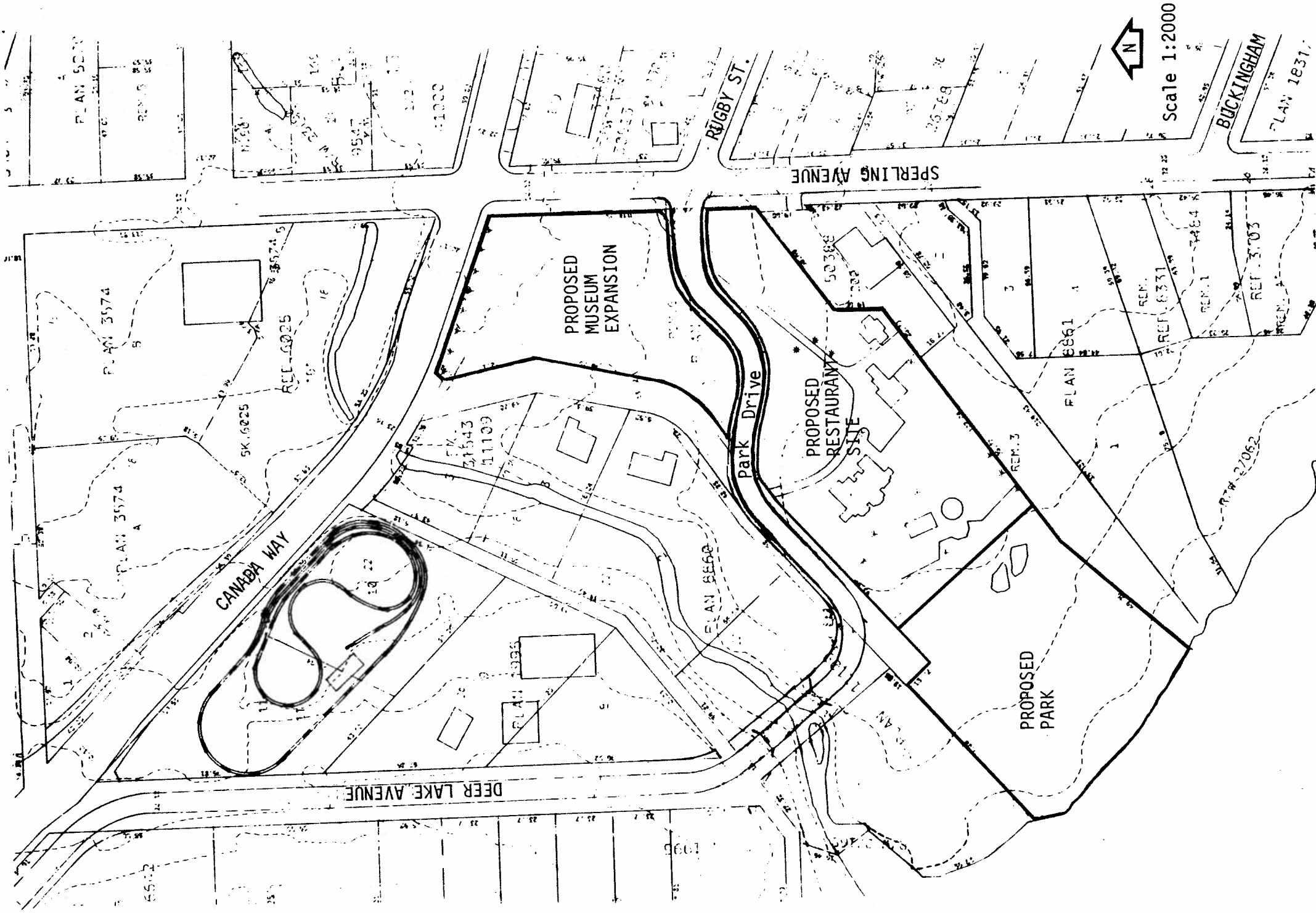
Because the southern part of the Hart property is proposed for restaurant purposes, Council directed the Director Planning & Building Inspection to determine with the CPMA Board, a mutually-acceptable northern boundary for the restaurant. In other words, the proposed park drive through the Hart property was to be the boundary between the restaurant and the area proposed for expansion by the CPMA Board.

This Department has discussed with the Century Park Museum Board the alignment of the park drive through the Hart property. Agreement has been reached. Details of the alignment, which conforms to the concept on Figure 1, is shown on Figure 2.

The CPMA Board has endeavoured to finalize the Master Plan for the Museum. This finalization has been contingent upon adoption of a road network for the area and the definition of an area that would meet the future expansion needs of the Museum.

Figure 3 indicates the boundaries of Burnaby Village Museum as now proposed by the CPMA Board. It incorporates an area of approximately 9.1 acres. The Planning and Building Inspection Department has been working with the CPMA Board on a Master Plan for the Museum and supports the revised boundaries of Burnaby Village Museum.

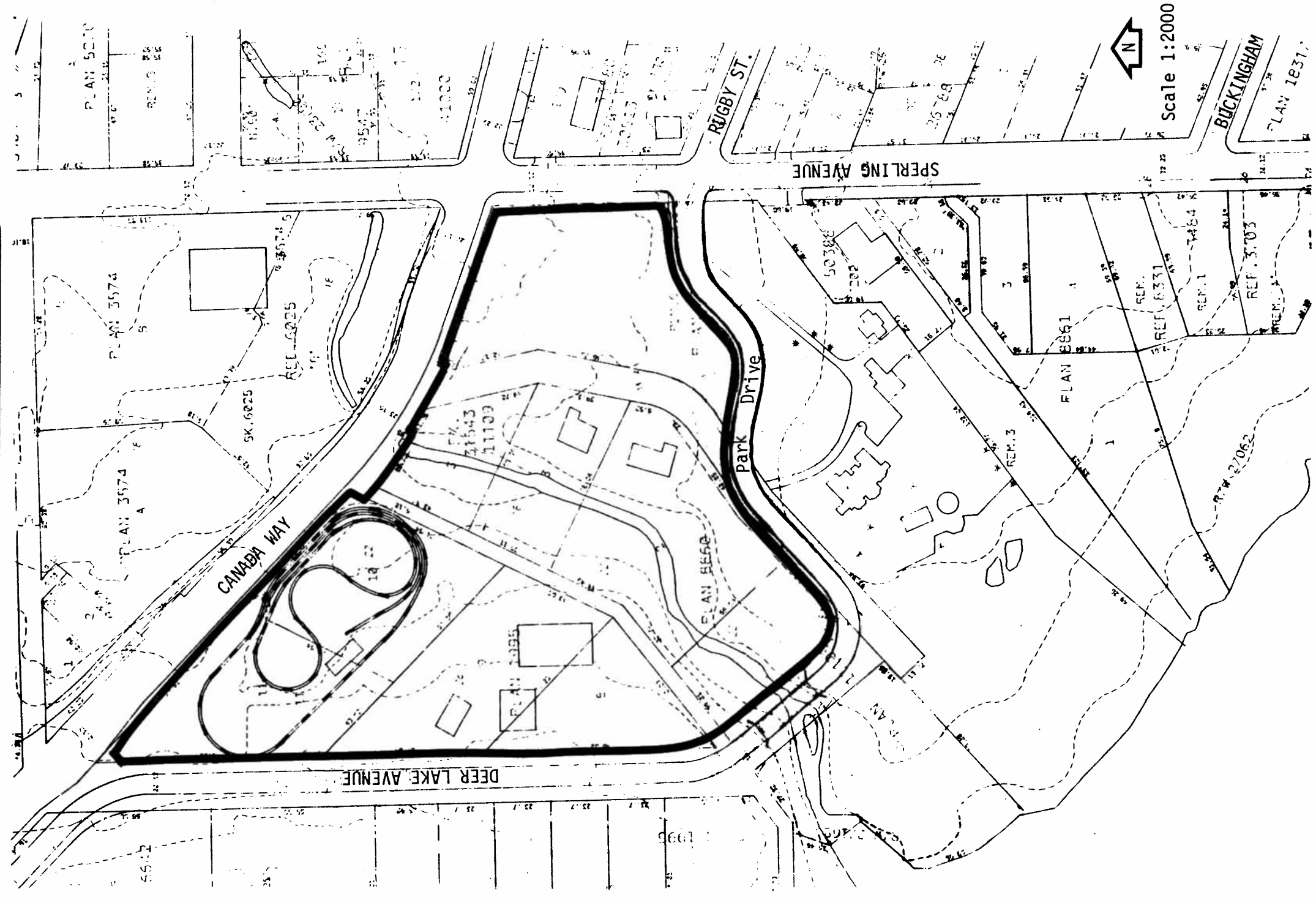
The Museum boundary on Figure 3 is only marginally different from the boundary of the Museum proposed by the CPMA Board prior to the resolution of the park drive and endorsed by the Parks and Recreation Commission. This very minor difference results from the alignment of the park drive through the Hart property. As such, the boundary on Figure 3 is considered within the scope and intent of the Parks and Recreation Commission's endorsement.



PROPOSED PARK DRIVE ALIGNMENT THROUGH  
HART MANSION PROPERTY

FIGURE 2

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PROPOSED BURNABY VILLAGE MUSEUM BOUNDARY

The CPMA Board has requested the early adoption by Council of the proposed Museum boundaries in order that it may proceed with more detailed planning of the Museum and pursue funding and grant applications that have imminent deadlines. Consequently, it is recommended that Council approve, in principle, the boundaries of Burnaby Village Museum as illustrated on Figure 3.

#### 2.1.2.2 Neighbourhood Traffic Management

The staff review report proposed a concept which saw the relocation of the current "one-way" northbound traffic restriction on Sperling immediately south of Rugby Street to Buckingham Avenue immediately east of Sperling Avenue to operate as a "one-way" westbound control.

The relocation of the one-way restriction is to better integrate the park with the public beach and to ensure access to the beach need not only be via the circuitous Burris/Buckingham route.

To provide for more controlled turning movements for park users and to meet the access/egress requirements of the residents in the Clayton Avenue Community Plan Area, the consultant had recommended a traffic signal and channelization on Canada Way at Sperling Avenue.

Staff has given careful consideration to retaining the 'one-way' restriction at its present location or alternatively, moving it to other locations. On balance, it is considered that the proposal of relocating the 'one-way' restriction to Buckingham Avenue immediately east of Sperling Avenue together with a controlled intersection on Canada Way is, from an overall community viewpoint, the most appropriate. This proposal is shown on Figure 4. A description of the proposal and the function of each component follows:




#### 1. Signalized Intersection on Canada Way

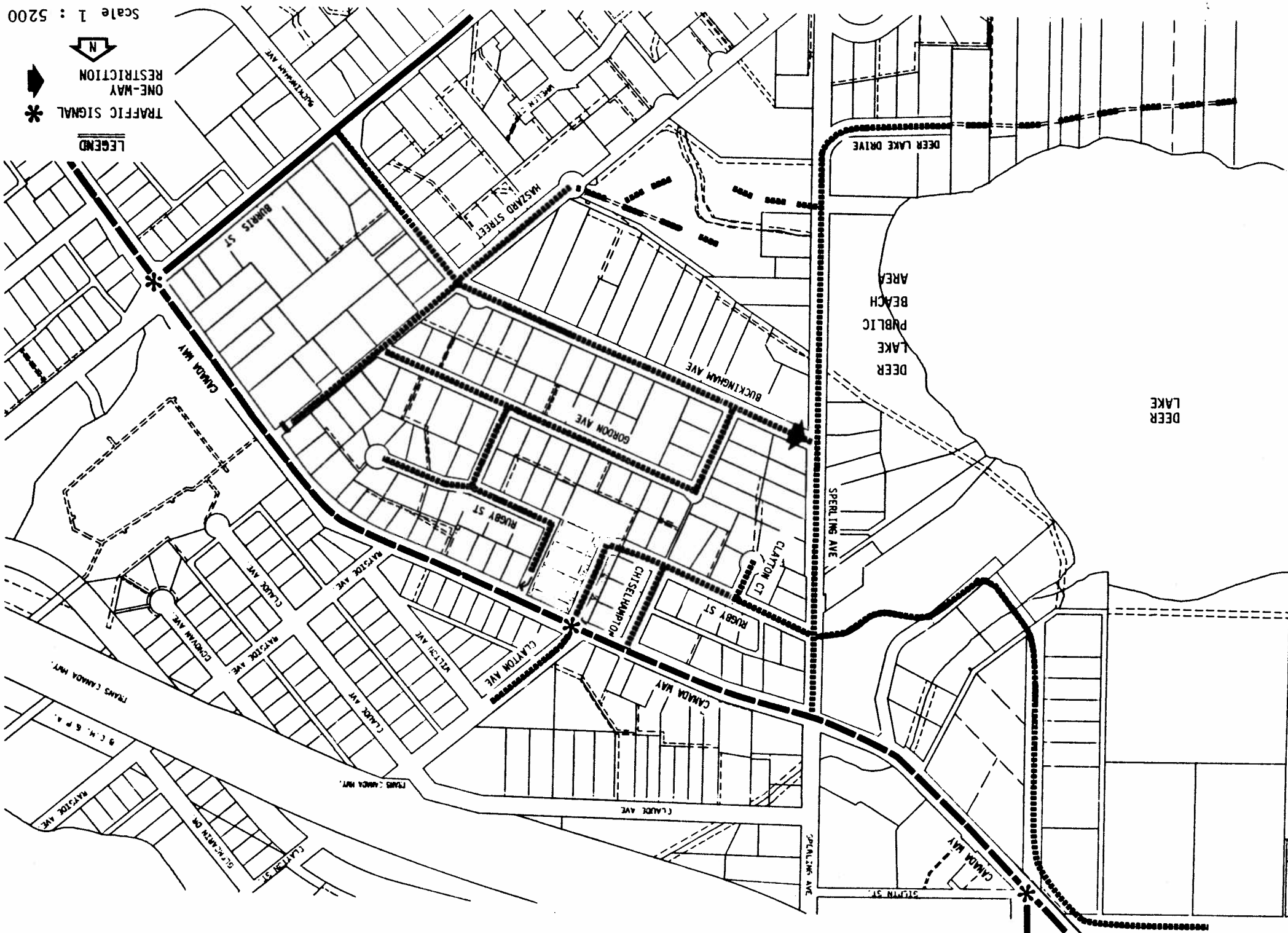
The intersection proposed for signalization is located on Canada Way mid-way between the traffic signals at Kensington and Burris. Clayton Avenue would be re-aligned to meet Canada Way at right angles. Rugby Street would be extended to this intersection across an undeveloped parcel of land. The Ministry of Transportation and Highway has rejected a traffic signal at Sperling Avenue because of its proximity to the Kensington Avenue signal. The proposed mid-way location is more appropriately located from traffic operational aspects.



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Scale 1 : 5200

 N  
 ONE-WAY RESTRICTION  
 TRAFFIC SIGNAL  
**LEGEND**



NEIGHBORHOOD TRAFFIC MANAGEMENT CONCEPT Figure 4

As Council is aware, from the Clayton Avenue Area Plan and representation from residents, access and egress from the Clayton Avenue area north of Canada Way has been of long standing concern. Without a controlled intersection, turning movements to and from the area south and north of Canada Way onto Canada Way is extremely difficult at times. The signalization will provide for controlled turning movements for the Clayton Avenue area residents, park users and residents in the neighbourhood south of Canada Way.

2. One-Way Restriction at Buckingham

This 'one-way' restriction on Buckingham Avenue immediately east of Sperling Avenue would only allow westbound movement. The relocation of the 'one-way' restriction would have the following results:

- a. The park drive would link to the public beach.
- b. Access to the public beach can be from Sperling Avenue. All beach-bound traffic therefore need not come through the residential neighbourhood on the Burris/Buckingham route.
- c. Eastbound traffic cannot use Buckingham as a short cut as the 'one-way' restriction will have the same effect as the present restriction.
- d. It is recognized that those residents on Sperling Avenue between Buckingham Avenue and the present 'one-way' restriction will likely experience more traffic than presently exists. This would also be true for the residents on Rugby Street. In total, there are 28 properties so affected. However, from an overall viewpoint it is considered that the benefits to the community far outweigh the likely increase in traffic on these two sections of street.

It is proposed that the 'one-way' restriction at Sperling Avenue be relocated only after the park drive has been completed and the signalization on Canada Way installed. This will ensure that the proposed traffic management system will operate effectively from the outset.

2.1.2.3 Parking

The provision of discreet and convenient parking was considered important. The concept of 'necklace' parking along the park drive could in certain locations be supplemented with some on-street parking.

## 2.2 SIGNAGE, LANDSCAPING, GATEWAYS

Appropriate landscaping and signage is another key component of developing the 'campus' image. There is strong support for common and clear signage by all the organizations (Art Gallery, Arts Council and Burnaby Village Museum) within the Century Park area. All agencies have suggested that signage should be given priority and dealt with immediately rather than be left until the completion of construction of all roads. The Parks and Recreation Commission's recommendation to Council is that "immediately following Council's approval of the proposed road network, the design of the required external and internal signage is commenced".

This Department concurs that the implementation of signage is a priority and that planning should commence immediately on Council adoption of the road network. Signage aspects that would need to be addressed would include such items as location, size and type.

The location and type of signs could include signage for major through roads (e.g.: Highway No. 1, Canada Way), gateways to the park, internal park traffic, pedestrians, facilities and events. Such a plan would require the co-operation of Burnaby staff, MOTH and the users of the Century Park facilities.

In summary, there is a strong request from the reviewing bodies for the priority development and implementation of a signage and associated landscape plan for the Central Area. On Council adoption of the road network, it is recommended that a signage and landscape plan for the Central Area be initiated immediately in close consultation with the user bodies involved.

## 3.0 IMPLEMENTATION APPROACH

### 3.1 PHASING

There is a clear expression by both the Parks and Recreation Commission and the CPMA Board to effect an early implementation of the proposed concept for the Central Area.

The Commission has recommended the concurrent implementation of the Canada Way/Norland/Deer Lake Place connection, the closing of Century Park Way and the construction of the park drive to Sperling Avenue.

The CPMA Board has requested priority be given to the construction of the park drive with the first phase of construction to be from Sperling Avenue across the Hart property to Dale Avenue. This would then allow the museum boundaries to be defined and its expansion plans initiated. In addition, with the completion of this segment of the park drive, the proposed restaurant will also be able to tie its vehicular access and egress to it.

As previously discussed, there has also been a strong request made to Council by the Century Park users to commence planning for a signage and landscape plan as soon as possible.

The Transportation Committee has recommended to Council that staff provide for the Committee "the order of sequence for the proposed implementation of the Central Area Transportation Planning Study".

A strategy has been developed with the objective of implementing the Central Area Transportation Plan in the shortest possible time. This involves simultaneously advancing on four fronts. These four fronts are:

1. The external road network.
2. The park drive.
3. Landscape and signage.
4. A neighbourhood traffic management concept.

A flow chart indicating the relationship of the above four components to one another and the specific actions required to implement each component is shown on Figure 5. As can be seen from the chart, Council approval will be sought at critical stages as the implementation of each component proceeds.

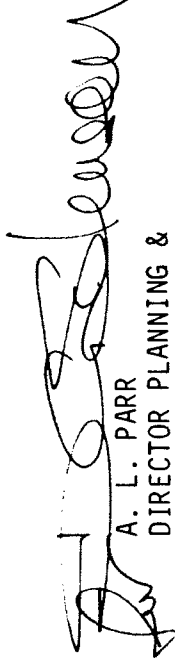
In summary, by advancing the project on four fronts, a delay in the resolution of one component will not hold up the advancement of the other components. For example, while the implementation of the external road network is being proceeded with, the matter of the Sperling/Dale connection of the park drive and the landscape and signage concept may be initiated and proceeded with.

Given the request to implement the concept for the Central area as soon as possible, it is therefore recommended that Council approve the implementation strategy for the Central Area Transportation Study as shown on Figure 5 of this report.

### 3.2 FUNDING

The Commission, in its report to Council, had requested an early completion of this report in order that a 1984 source of financing for the road network could be identified if it is accepted by Council.

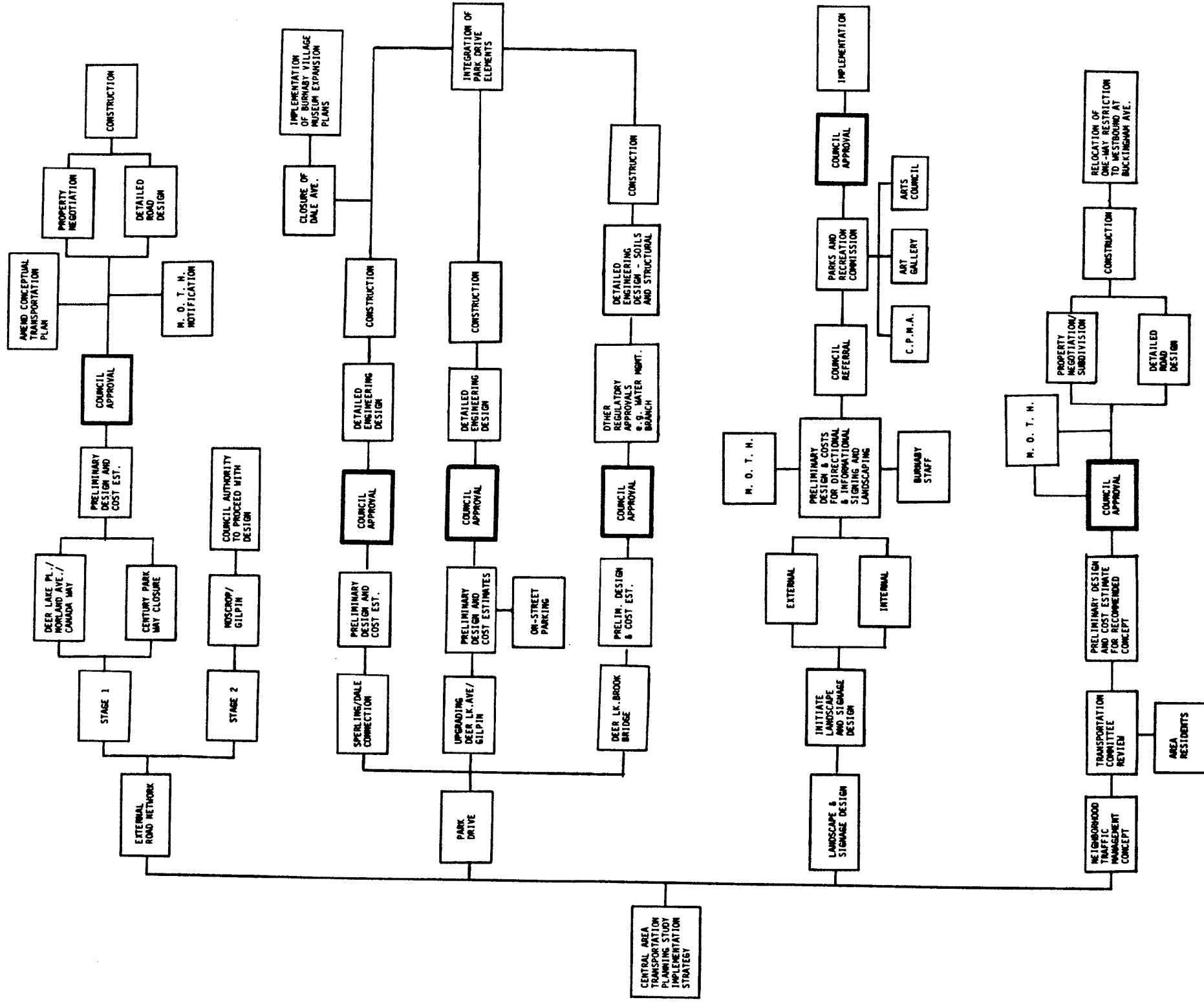
As can be seen from the Implementation Strategy on Figure 5, one aspect of each of the four components is a preliminary design and cost estimate for the specific proposal. The Council report following this work for each component will identify the cost and recommend a source of funds.

  
A. L. PARR  
DIRECTOR PLANNING &  
BUILDING INSPECTION

BL:WSS/jce  
Attach.

cc: Director Recreation & Cultural Services  
Director Engineering  
Director Finance  
Museum Director

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CENTRAL AREA TRANSPORTATION PLANNING STUDY IMPLEMENTATION STRATEGY

Figure 5

