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MANAGER'S REPORT NO.	17
COUNCIL MEETING	93/03/22

TO: CITY MANAGER 1993 MARCH 17

FROM: ACTING DIRECTOR PLANNING & BUILDING OUR FILE: Still Creek

SUBJECT: STILL CREEK / BRENTWOOD TOWN CENTRE  
TRANSPORTATION STUDY

PURPOSE: To secure funding for a comprehensive Transportation Study of the Still Creek/Brentwood Town Centre area to be jointly funded by the Ministry of Transportation and Highways and the City of Burnaby.

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**RECOMMENDATION:**

1. **THAT** Council approve a Transportation Study of the Still Creek/Brentwood Town Centre area as outlined in the attached Terms of Reference.
2. **THAT** a Capital Reserve Fund Expenditure Bylaw in the amount of \$50,000 be brought forward to cover the cost of the study.

**REPORT**

**1.0 BACKGROUND**

A recent review of the Still Creek project (RZ #38/91) by the Ministry of Transportation and Highways identified the need for a transportation study on which to evaluate further major rezonings in the area, and their potential impact on the area transportation system. The development of a comprehensive plan for the area will also enable City staff to identify road network improvements on a broader network basis rather than for each specific redevelopment.

The Ministry of Transportation and Highways is willing to share the cost of the transportation study, as long as the consultant is retained before the Provincial Government year end on March 31, 1993. After the end of the fiscal year, there will be no provincial money available to share the funding of the study. It is important, therefore, from the City of Burnaby's perspective, that a consultant is retained as soon as possible.

The road network under consideration in the Transportation Study extends west to Boundary Road, east to Kensington Avenue, north to Halifax Street, and south to Canada Way. Because of the potential for extensive redevelopment in the Still Creek/Brentwood Town Centre area, it is necessary to identify any potential traffic

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problems well in advance. The identification of desired road network improvements, and the provision of rapid transit, will assist City staff in responding to development proposals and reserving rights of way over the next few years.

## 2.0 STUDY PROCESS

The attached Terms of Reference, developed by the City of Burnaby in conjunction with the Ministry of Transportation and Highways, outlines the scope of the proposed Transportation Study.

The study is divided into two phases. Phase I looks at the existing transportation system within the study area, along with that which will be required to handle traffic generated by the 2001 development scenario. The extent of development in the area over the next eight years will be identified by staff, but will primarily emphasize either committed or planned projects.

Phase II of the study considers the transportation impact of development in the area to the year 2021, including assumptions concerning the provision of rapid transit along the Lougheed corridor. City staff are currently developing the Brentwood Town Centre Area Plan. Completion of the plan is expected within the next several months. At such time as information is available regarding development potential in this area, and further development work on the network aspects of the Burnaby Transportation Plan Review has been completed, Part II of the study will commence.

The Terms of Reference would be distributed to Transportation Planning/Engineering Consultants to solicit the submission of detailed proposals. The successful consultant will develop a detailed computer model of the study area road and transit network, and will recommend solutions to anticipated traffic problems in the area.

## 3.0 CONCLUSION AND RECOMMENDATION

When considering the potential for development within the study area, it is important that a comprehensive study be conducted. Otherwise, as each development proposal is submitted, the traffic associated with that development will be considered in isolation, therefore producing an incomplete representation of the future demand.

The Ministry of Transportation and Highways has indicated that a comprehensive transportation study will be required to evaluate further development proposals in the Still Creek/Brentwood area. The City of Burnaby, in conjunction with the Ministry of Transportation and Highways, is planning to retain a consultant to analyse the transportation network, and recommend solutions to potential problems in the area.

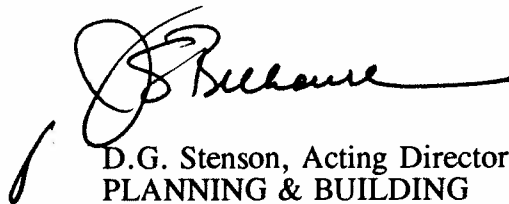
The major objective of the study is the assessment of the transportation network, including rapid transit for the area.

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Provision has been made in the draft 1993 Capital Budget for \$50,000 to cover the cost of the study, 50% of which will be reimbursed by the Ministry of Transportation and Highways. Staff seek prior approval for the expenditure of \$50,000 on this basis.

Because of the importance of conducting a comprehensive study, and the potential to share the cost with the Ministry of Transportation and Highways, staff recommend that this funding be allocated for the City of Burnaby's portion of the Still Creek/Brentwood Town Centre Transportation Study.

  
D.G. Stenson, Acting Director  
PLANNING & BUILDING

DAB/dab  
Attachment

cc. Director Engineering  
Director Administrative and Community Services  
Director Finance  
Director Recreation and Cultural Services

# STILL CREEK / BRENTWOOD TOWN CENTRE TRANSPORTATION STUDY

## TERMS OF REFERENCE

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### 1.0 PURPOSE

The City of Burnaby, in conjunction with the Ministry of Transportation and Highways, is conducting a review of the road network in the Still Creek/Brentwood area. Because of the potential for redevelopment in this area, it is important to develop a comprehensive plan for the area road and transit system, as opposed to conducting separate studies for each redevelopment. The existing zoning is predominantly M2 (General Industrial), but there are also large parcels of M1 (Manufacturing), CD (Comprehensive Development), and M5 (Light Industrial), as well as other commercial/industrial uses. There are also some areas of residential included in the eastern portion study area.

Recent development has taken place in the area, and there are already some obvious deficiencies in the network, particularly in the area of Willingdon Avenue and the Lougheed Highway, and the vicinity of the Highway 1 interchange at Willingdon Avenue. It is apparent that the existing network will be unable to handle traffic generated by future development in the area, as well as the overall growth in the region.

Several growth scenarios must be considered, including development corresponding to the existing zoning, and development according to potential rezoning. The purpose of this study is to recommend a network which will be capable of accommodating all possible growth in the area.

The study will be split into two phases. The first phase will involve the analysis of the existing condition, as well as the year 2001 scenario. A range of development expected to take place in the area over the next eight years will be identified by City of Burnaby staff. Phase II of the study will be the analysis of conditions expected in the year 2021. City of Burnaby planning staff are currently developing the Brentwood Town Centre Area Plan which involves defining the urban form of the town centre. Once the area plan has been completed, details of the development potential will be available to the consultant.

The City of Burnaby is currently updating the Burnaby Transportation Plan. As part of the process, the City has defined a transportation network which will provide more capacity to accommodate future travel. These new links will be analyzed as part of the Still Creek/Brentwood Town Centre Transportation Study for future horizon years.

108 While the major focus of the study will be a review of, and recommendations with respect to the road system, other transportation elements, such as general provisions for existing and future transit services (including rapid transit), bicycle and pedestrian routes will be considered.

## 2.0 STUDY AREA

The study area, shown in the attached Figure 1, is bounded by Boundary Road to the west, Kensington Avenue to the east, Halifax Street to the north, and Canada Way to the south. The network analyzed is to include the boundary streets.

## 3.0 STUDY HORIZON YEARS

The study will focus on the existing conditions, and those projected in 2001 and 2021. As outlined above, the study will take place in two phases: Phase I analysis of existing and 8 year scenario, Phase II is analysis of long-term scenario 28 years in the future. The horizon years have been chosen to avail of population and employment information available from the GVRD. The phasing of transportation improvements for these horizon years should be identified.

## 4.0 STUDY TASKS

As mentioned above, the study will take place in two phases. The first phase will look at the existing conditions in the area, and potential development to the year 2001. Phase II will be the study of potential development in the area to 2021, and will include the analysis of information related to the Brentwood Town Centre Area Plan. Because of the nature of the project, there will be some overlap in the specific tasks to be performed in each phase.

### Phase I

The specific tasks to be performed by the consultant as part of Phase I, include:

- \* collection and review of all existing traffic data from the City of Burnaby and the Ministry of Transportation and Highways.
- \* field collection of any additional counts required. Details on the locations, types, and periods of counts, with a cost estimate, should be included in the proposal.
- \* collection and review of available planning data (land use, population, employment, etc.) from the City of Burnaby, both for existing zoning, and for likely future zoning in the area, to 2001.
- \* collection of other relevant data, including transit information regarding bus routes, and possible rapid transit on the Lougheed Highway right of way.
- \* review of the current road network, and any future network changes as outlined in the Burnaby Transportation Plan, the Ministry of Transportation and Highways Major Road Network Plan, and the TransCanada Highway Planning Study (Delcan 1992). Any road network deficiencies should be highlighted, and solutions recommended.

\* projections of population and employment figures to 2001 for the study area, based on the OCPs and other available planning data including GVRD projections for population and employment in the Lower Mainland.

\* creation of an EMME/2 sub-area model of the transportation system for the study area, for both the AM and PM Peak Hours. The consultant should describe in detail the method chosen to develop the PM Peak Hour model, including the basis for approximation of PM Peak trip generation data. The model should be calibrated in order that the origin-destination information conform with data collected by the GVRD in its recent telephone interview survey.

The City of Burnaby uses the PC version of the EMME/2 program, and the consultant would have access to the software through the municipality if necessary. The model should include all highways, arterials, and collectors, as well as transit service. The City of Burnaby has access to a GVRD/BC Transit network as well as the projected population and employment information from the GVRD's Transport 2021 study. The proposed methodology for the EMME/2 modelling, including the development of the PM Peak Hour model, should be described in detail in the proposal. The cost for production of a PM Peak model should be included separately.

\* analysis of the impact of the CNR/BNR railways on the study area. The consultant should identify any impacts the railway has on the area road network, and recommend solutions to any problems.

\* consultation with the City of Burnaby and Ministry of Transportation and Highways representatives to discuss local concerns and issues related to the proposed study.

\* analysis of the transportation system for existing conditions, and conditions in 2001 to identify any network deficiencies. Both link and node capacities should be considered in the analysis.

\* recommendation of solutions for both the existing conditions and for 2001. Potential solutions are not to be limited to road network improvements.

\* discussion of alternatives at a joint meeting of the City of Burnaby and the Ministry of Transportation and Highways, to solicit their comments and input into the recommended solutions.

\* recommendation of typical cross-sections and design standards for various classifications of roads.

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## Phase II

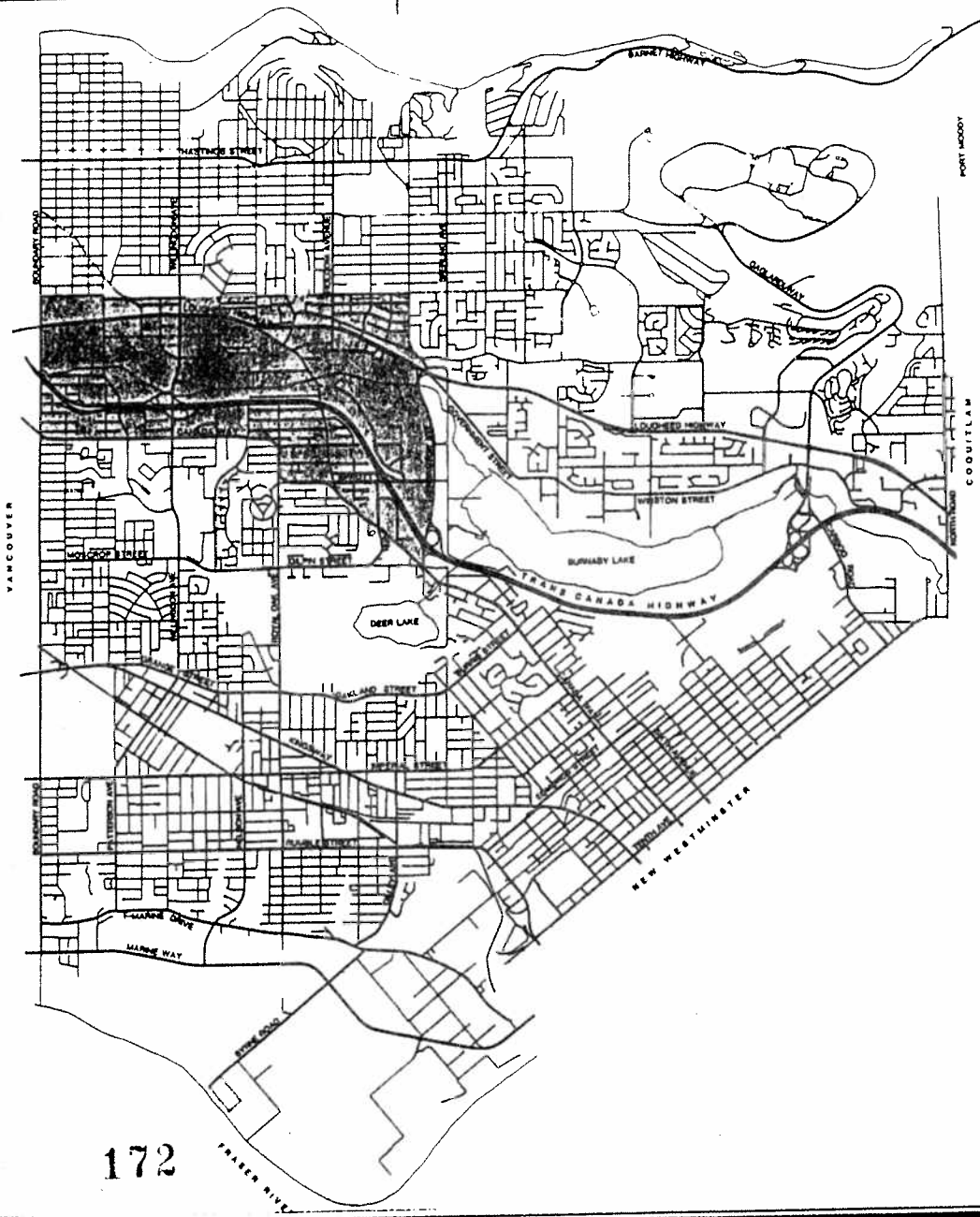
- \* collection and review of available planning data (land use, population, employment, etc.) from the City of Burnaby, for likely future zoning in the area, after completion of the Brentwood Town Centre Area Plan.
- \* assessment of the impact of rapid transit on travel demand. The consultant should assume that there is some form of rapid transit along the Lougheed Highway alignment.
- \* consultation with the City of Burnaby and Ministry of Transportation and Highways representatives to discuss local concerns and issues related to the proposed study.
- \* analysis of the transportation system for 2021 to identify any network deficiencies. Both link and node capacities should be considered in the analysis.
- \* recommendation of solutions for 2021. Potential solutions are not to be limited to road network improvements.
- \* discussion of alternatives to a joint meeting of the City of Burnaby and the Ministry of Transportation and Highways, to solicit their comments and input into the recommended solutions.
- \* recommendation of typical cross-sections and design standards for various classifications of roads.

## After completion of Phase I and Phase II

- \* draft report to be delivered to the City of Burnaby and the Ministry of Transportation and Highways, and a joint meeting be held to solicit comments for incorporation into the final report.
- \* 10 copies of the final report for distribution, and a diskette/tape containing all the files used in the modelling along with a log of the names of all the files contained therein.


Any questions regarding this Terms of Reference should be addressed to Maria Szalay-Swan / Maria Su (660-0448) at the Ministry of Transportation and Highways, or Deirdre Bostock (294-7404) at the City of Burnaby.

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**STUDY AREA**

FIGURE 1