

REPORT  
REGULAR COUNCIL MEETING  
1982 June 21

THE CORPORATION OF THE DISTRICT OF BURNABY

TRANSPORTATION COMMITTEE

HIS WORSHIP, THE MAYOR  
AND MEMBERS OF COUNCIL

Madam/Gentlemen:

FILE: 1763

REPORT OF THE TRANSPORTATION COMMITTEE

1. Burnaby Comprehensive Transportation Plan - Implementation Strategy Review

Recommendations:

- (a) "THAT Council charge the Transportation Committee with the responsibility of addressing expressed concerns of Burnaby residents with regard to the Comprehensive Transportation Plan and the need to protect residential areas from through traffic.
- (b) Arising from recommendation (a), the Transportation Committee be authorized to recommend to Council a Neighbourhood Protection Program that has as its ultimate goal the enhancement of the livability of Burnaby neighbourhoods with respect to through traffic in accordance with adopted policies.
- (c) Further, arising from recommendation (a), the Transportation Committee have referred to it by Council, concerns relative to transportation that go beyond the terms of reference of the Traffic Safety Committee and that amongst other things, the Transportation Committee be authorized to host public meetings and discussions with external jurisdictions and agencies relative to the Comprehensive Transportation Plan and implementation of that plan."

REPORT

The Transportation Committee met on 1982 June 10, to review amongst other things, the Implementation Strategy of the Comprehensive Transportation Plan for Burnaby.

The Director Planning and Building Inspection prepared a report in response to this matter which reads as follows:

Subject: "Burnaby Comprehensive Transportation Plan - Implementation Strategy Review"

(i) Recommendations:

THAT Council charge the Transportation Committee with the responsibility of addressing expressed concerns of Burnaby residents with regard to the Comprehensive Transportation Plan and the need to protect residential areas from through traffic.

AGENDA 1982 JUNE 21

COPY - MANAGER

- DIRECTOR PLANNING &

BUILDING INSPECTION.

- DIRECTOR FINANCE

REPORT  
REGULAR COUNCIL MEETING  
1982 June 21

-2-

- (ii) Arising from recommendation (i) the Committee be authorized to recommend to Council a Neighbourhood Protection Program that has as its ultimate goal the enhancement of the livability of Burnaby neighbourhoods with respect to through traffic in accordance with adopted policies.
- (iii) Further arising from (i), the Transportation Committee have referred to it by Council, concerns relative to transportation that go beyond terms of reference of the Traffic Safety Committee and that amongst other things, the Committee be authorized to host public meetings and discussions with external jurisdictions and agencies relative to the Comprehensive Transportation Plan and implementation of that plan.

Summary

The purpose of this report is to review the Burnaby Comprehensive Transportation Plan in the context of the adopted Implementation Strategy. The report is an update of transportation developments since the review carried out by the Transportation Committee 1980 July. As a result of this current review including consideration of the scheduling of specific projects, a number of conclusions may be drawn.

- (i) The Municipality's Comprehensive Transportation Plan and the policies upon which it is based are still a valid basis for meeting the transportation needs of the Municipality in the foreseeable future. There is some concern that the major strength of the Transportation Plan which is founded on a comprehensive approach to the implementation of Municipal transportation policies may be eroded if specific plan elements are compromised. To date, this has not happened.
- (ii) There has been slippage in the scheduling of individual transportation projects. In the formulation of the ten year implementation schedule, it was recognized that the timing of individual projects would be subject to planning and funding constraints of Burnaby and the other jurisdictions. The slippage has and will continue to be accommodated through rescheduling of projects in accordance with the implementation strategy. However, a prolonged failure to maintain momentum of the adopted implementation schedule could undermine public acceptance of the Plan and its formulation process.
- (iii) The implementation strategy developed by the Transportation Committee which is summarized as a critical path formulation (see appendix 'A') is still considered to be a valid basis for project scheduling. The strategy may need amendment in the future but it is flexible enough to accommodate change.

- (iv) Public transportation improvements are a major component of the Comprehensive Transportation Plan and it is gratifying that despite constraints working against rapid change major improvements such as commuter rail and A.L.R.F. are in the offing. There is however some concern about the uncertainty of early implementation of the Hastings trolley extension which is a prerequisite to the needed reorganization of North Burnaby routes.
- (v) Traffic management improvements particularly on the provincial arterials through the Municipality have not progressed with the vigour that was hoped for. In particular traffic management on the Hastings Corridor has been stalled by a lack of resolution with regard to the removal of parking during peak periods. The regulation of this parking would free up additional peak capacity to allow for the implementation of the trolley extension and to accommodate through traffic that is now seeking alternative routes to the adjacent residential areas.
- (vi) There is some uncertainty regarding the progression of major transportation improvements that are the responsibility of the Ministry of Transportation and Highways. The widening of the freeway and its extension to the Second Narrows bridge are both projects that would offer considerable significant benefits to both Burnaby and regional traffic. The development of the Annacis system can be accommodated by the Burnaby Comprehensive Transportation Plan if the links to the Queensborough Bridgehead are provided in accordance with the plan. The development of these links within New Westminster however is uncertain at this stage.
- (vii) The Joint Technical Staff Committee comprised of Municipal and Ministry of Transportation & Highways staff, has been meeting to resolve the issues outstanding from a joint agreement between the Province and the Municipality to the road elements of the Burnaby Comprehensive Transportation Plan. Up to now, one of the five issues outstanding has been resolved and the staffs have been concentrating on the Hastings/Gaglardi link issue. Progress has been limited by the availability of staff resources but resolution of the problem of double loading the Hastings Corridor by the extension of the Barnet Highway along the Burrard Inlet waterfront offers some promise. Municipal staff are increasing their initiative on this issue as the Hastings/Gaglardi link is a vital component of the peripheral route concept in the Comprehensive Transportation Plan.

REPORT  
REGULAR COUNCIL MEETING  
1982 June 21

-4-

- (viii) Major road projects that are a Municipal responsibility are being programmed in the Municipal Capital Budget. The completion of Boundary Road south of Imperial is exemplary in its application of the transportation policies. The implementation of A.L.R.T. will be a catalyst to the development of Burnaby's Metrotown and hence it is imperative that initiative on road improvements serving the town centre including improvements to Boundary Road north of Imperial, widening of Kingsway adjacent to Central Park etc. be maintained along with road improvements within Metrotown itself, particularly the extension of Willingdon across B.C. Hydro right-of-way.
- (ix) The Municipality's major collectors are an integral part of the Municipality's road hierarchy. Their development in accordance with the Transportation Plan must be adhered to. They are intended to be streets that are used by Municipal traffic, traffic having origin or destination in the Municipality and their function must not be confused with that of local collectors which meet the more immediate circulation needs of smaller neighbourhoods. Traffic management including the installation of signals at key major collector intersections should be implemented as warranted.
- (x) Neighbourhood protection continues to be a vital concern in Burnaby, however it must be recognized that the implementation of measures to protect neighbourhoods from through traffic should be carried out in the context of the Transportation Plan, policies and implementation strategy. As the major routes in Burnaby are developed and improved it is anticipated that the demand for commuter movement will revert to the appropriate routes. Obviously there will be instances where environmental protection measures will have to be carried out to deter traffic short-cutting through neighbourhoods. It is important that these protection measures are not carried out in an isolated or ad hoc fashion but rather within the comprehensive principles and policies of transportation planning.
- (xi) The role of the Transportation Committee since the adoption of the Comprehensive Transportation Plan and the Implementation Strategy for achieving the plan has been de-emphasized. It is now considered appropriate, to safeguard the implementation of the Transportation Plan, for the Committee to assume a leadership role in dealing with citizens from Burnaby neighbourhoods who are experiencing the erosion of their livability because of traffic problems. To this end the Committee is seeking Council's concurrence to the Committee coordinating a planning process which will lead to solutions to neighbourhood problems.

- (xii) Recommendations of the Transportation Committee to Council are based on the foregoing summary of conclusions and the contents of the following report.

R E P O R T

1.0 Introduction

A review of Comprehensive Transportation Plan Implementation Strategy and an updating of the ten year Implementation Schedule was carried out by the Transportation Committee in the Spring of 1980 and was the subject of a report to Council at its meeting of 1980 July 21. At that time Council adopted the Strategy (as revised) and Ten Year Schedule as a guideline for planning purposes and the basis for the Municipality's capital budgeting. Council elected to review the Implementation Schedule annually and this has been carried out in the context of the capital budgeting process. (See Table 1 attached). Accordingly the purpose of the review of the Comprehensive Transportation Plan and Implementation Strategy in this report is to provide the Committee with an update of developments and to highlight specific areas of concern.

2.0 Public Transportation

With the passage of time, the reorganization of transportation services to the Lower Mainland which saw the establishing of the Metropolitan Transit Operating Company as the operator of bus services, G.V.R.D. as a planning authority and the U.T.A. as a funding agency, has begun to work more effectively as discussed below.

2.1 A.L.R.T.

Planning and design for the A.L.R.T. system is now well advanced and it is anticipated that the system between New Westminster and downtown Vancouver will be operational by 1986. Within the Municipality issues centred on vertical alignment and station location, have by and large been resolved. The A.L.R.T. system will run through the Municipality on B.C. Hydro right-of-way as shown on the Comprehensive Transportation Plan and be elevated for a substantial portion of its length. Station locations have been established at Patterson, Royal Oak and Edmonds. There will be a major transit interchange developed in the Metro core area as provided for in the Comprehensive Transportation Plan. Initially the system will be built so that a future station can be inserted at Kingsway in the vicinity of B.C. Tel.

REPORT  
REGULAR COUNCIL MEETING  
1982 June 21

-6-

The Urban Transit Authority and the G.V.R.D. have commenced a study of possible L.R.T. branch line extensions from New Westminster to the north east sector as well as Surrey. Municipal staffs are participating in this study.

## 2.2 Commuter Rail

The Urban Transit Authority has announced the implementation of a commuter rail service along Burrard Inlet CPR line. Although negotiations with the railway have been protracted, it is anticipated that this service may be operational within the year. Although there are not stations in Burnaby, it is expected that the Municipality will derive considerable benefit from it as travellers between the north east sector to the downtown area are diverted from existing congested east-west arterials.

## 2.3 Bus Improvements

Improvements to the bus system have been slow in coming because of limitations imposed by the existing bus fleet which was inadequate in size and comprised of a substantial number of obsolete vehicles. The U.T.A. have recently received delivery of 200 new trolley buses and about 50 new diesel units. As the majority of these units will replace buses that are being retired the scope of major expansion of transit services is limited in the short term.

Nonetheless there are plans which will move the Municipality towards the transit focus concept described in the Comprehensive Transportation Plan. Trolley extensions are planned along Hastings, Broadway/Lougheed and Kingsway. The Kingsway extension will not be implemented until a suitable terminus can be built at the Metro-town A.L.R.T. station but the other extensions were budgeted for implementation in this fiscal year. However informal discussion with G.V.R.D. staff suggests that the other extensions may also have to be deferred because B.C. Hydro (who used to run the bus system) have no interest in designing and constructing the trolley deferment of the Hastings trolley extension is cause of particular concern because its implementation along with the restructuring of North Burnaby routes will considerably improve bus services in that area.

## 3.0 Traffic Management

Traffic management was seen as a major component of the Municipality's Comprehensive Transportation Plan. It was anticipated that the Municipality would participate financially with the Ministry of Transportation and Highways on the implementation of traffic management measures on the major provincial arterials. Informal discussions indicate however that the Ministry of Transportation and Highways resources for traffic management improvements particularly with regard to signals are spread thinly across the Province as a whole.

As a consequence the Engineering Department has been attempting to advance traffic management improvements that lie within Burnaby's direct jurisdiction and resources. There is some concern about the resistance being met to implementation of improvements. The proposed signalization and approach improvements at the Parker/Holdom intersection is illustrative of the problems being encountered. Of greater concern however, is the slow progress that is being made on the regulation of parking along Hastings Street. Parking regulations on major arterials is the traffic management measure that provides the greatest return in realizing the capacity potential of the urban road network.

At this time the City of Vancouver is moving towards comprehensive upgrading of its traffic signal systems with strong emphasis placed on system management through computer control. It would be desirable to integrate corridor management of some of the Burnaby arterials particularly Kingsway with the Vancouver system and this is being explored.

#### 4.0 Ministry of Transportation & Highways Projects

The Municipality is looking to the Ministry of Transportation and Highways for the early implementation of major projects that fall under the Ministry's jurisdiction. For example, the Transportation Plan calls for the extension of the freeway (replacement of Cassiar Street to the Second Narrows Bridge). This project is seen as a prerequisite for other improvements including the widening of the freeway through Burnaby. Although this project was announced some time ago its implementation has been delayed to allow for discussions between the Ministry and the City of Vancouver regarding terms of reference for further studies. Delays in this project will impact the development of other needed improvements in the Municipality, particularly in Burnaby North.

In Burnaby South, the major Ministry of Transportation and Highways project scheduled for early implementation is Marine Way and it is anticipated that this project will be completed within the next two years. This project must be finished before the Annacis system opens. The design of this route in New Westminster has not been fully resolved because of the lack of agreement to the road connections to the Queensborough Bridgehead.

#### 5.0 Joint Technical Staffs Committee

The Joint Technical Staffs Committee was established as a result of the agreement between the Ministry of Transportation and Highways and the Municipality regarding the Comprehensive Transportation Plan. The Committee was charged with resolution of road network issues outstanding from the Joint Agreement. The staff's committee has been meeting sporadically because staff resources available to do the necessary technical work are limited.

REPORT  
REGULAR COUNCIL MEETING  
1982 June 21

-8-

However, the Committee has resolved one of the five specific items referred to it and has made progress on the matter of the Gagliardi Way - Hastings link (and related projects). To date, work on the Gagliardi Way/Hastings connector has largely been focused on the provision of an alternative to the connection of Barnet Highway to Hastings Street. It has been demonstrated that the waterfront extension of the Barnet Highway into Vancouver is technically viable. Staff level discussion with the City of Vancouver Engineering Department suggests that such a road is a feasible option in the city. Although further technical work is in progress, it now appears reasonable to take steps to safeguard the ultimate implementation of a waterfront route. Municipal staff will be pursuing this with other concerned parties, particularly the National Harbours Board.

#### 6.0 Major Municipal Projects

The Comprehensive Transportation Plan Implementation Schedule has been used in the Municipality's Capital Budgeting Process (see Table 1) for major roads as well as traffic management. The dispatch with which major Municipal road improvements are carried out is a function of their priority relative to the Implementation Strategy and the availability of both Municipal funding and funding by the Province under the Revenue Sharing Act and other agencies as applicable. The timing of some major Municipal road projects is also dictated by land use development within the Municipality and is anticipated that the implementation of A.L.R.T. will act as a catalyst in this regard. Thus particular effort will have to be made to ensure that road systems serving Burnaby's Metrotwon are developed as a priority.

#### 7.0 Neighbourhood Protection Program

The Comprehensive Transportation Plan drew attention to the need to protect residential areas from commuter traffic and recommended the implementation of a neighbourhood protection program as a solution for dealing with residential areas where problems are not directly addressed by the Plan improvements. Such a program has yet to be implemented although various neighbourhood protection methods have been carried out on an ad hoc basis (e.g. the Buckingham area) or in the context of the Community Plans.

There is however some evidence that a more formal process of dealing with neighbourhood traffic problems is warranted. In particular the lack of any resolution to problems being encountered in Burnaby Heights as well as recent concerns expressed by residents of other areas suggests that a comprehensive approach should be taken towards the resolution of through commuter traffic problems. These concerns must be addressed in the context of the Comprehensive Transportation Plan and the Implementation Strategy.



--9--

REPORT  
REGULAR COUNCIL MEETING  
1982 June 21

This will be difficult because some issues such as the volume of traffic on Parker/Curtis route, do not lend themselves to an immediate solution.

It would seem to be most appropriate that the Transportation Committee assume responsibility for a participative process that will address the concerns of Burnaby residents. To do this the Committee delegated by Council, would be responsible for hosting meetings with neighbourhood groups as well as the general public. The draft terms of reference for a neighbourhood improvement program are attached as Appendix 'B'.

Respectfully submitted,

Alderman T.W. Constable,  
Chairman

Alderman G.H.F. McLean,  
Member

Alderman E. Nikolai,  
Member

Mr. W.G. Ramsell,  
Community Group Representative

Mr. R.W. Tarling,  
Community Group Representative

IDS:SW

SUMMARY OF EXPENDITURE 1982 - 1986

Account No.	1982	1983	1984	1985	1986	Total
Phillips alternate	98,207	36,700	1,106,100			98,207
Bainbridge/Phillips connector	210,780	242,400				453,180
Beaverbrook - Noel to Cameron						4,640,000
Big Bend Loop Road	806,095					806,095
Boundary Road - Imperial to Marine Way	43,740	290,000				333,740
Boundary - Thurston to 29th Avenue	232,000	333,500				565,500
Boundary - Imperial to Kingsway						377,000
Broadway - Underhill to Lake City Way						377,000
Broadway - Lake City to Bainbridge	8,481,696	9,463,655	1,335,406			19,280,157 (1)
B.N.R. Overpass	78,041					78,041
Wunwood - Aubrey to Curtis						6,200,000
Byrne - Marine Way to Mandeville	40,000					40,000
Cameron						303,050
Edmonds Street - 19th to 20th St. to Kingsway			441,000			441,000
Halifax - Sperling to Phillips						191,400
Kensington - Sprott to Laurel	230,040					441,000
Kincaid - Ingletton to Carleton						230,040
Moscrop - Wayburne to Canada Way	80,000					1,402,400
Nelson - Marine Drive to Marine Way	261,654					261,654
North Road - Freeway to New Westminster						3,275,025
Boundary	2,594,640	680,385				989,600
Oakland - Royal Oak to Sperling	177,600	812,000				2,743,000
Royal Oak - Grange to Canada Way	1,090,000	826,500	826,500			373,940
Sprott - Douglas to Freeway	21,300	352,640				405,000
Still Creek - Willingdon Loop	205,000	200,000				1,740,000
Marine Drive - Boundary to Byrne Road						46,000
Marine Way to Patterson - pedestrian		46,000				1,624,000
Overpass (Burnaby share)						1,624,000
Willingdon Avenue - B.C.H.R. to Patterson						48,858,829
	14,686,893	13,908,280	4,811,206	8,668,000	6,784,450	48,858,829
	1982	1983	1984	1985	1986	Total

REPORT  
Regular Council Meeting  
1982 June 21

NOTE: (1) excludes \$1,436,739.08 expended prior to 1982 total program \$20,716,896.

Source 1982-6 Capital Budget



APPENDIX "B"DRAFT TERMS OF REFERENCE RESIDENTIAL AREA TRAFFIC MANAGEMENT PROGRAMMEIntroduction

The fundamental transportation goal adopted by Burnaby Council states

"THAT Council strive to facilitate the movement of people and goods within and through the Municipality in a manner that is most cost effective and efficient while at the same time endeavouring to maintain and improve the integrity and environment of residential neighbourhoods."

In order to maintain and improve the livability and general environment of residential neighbourhoods, Council has directed staff to investigate ways and means of discouraging through commuter traffic on designated collector routes within the residential neighbourhoods. Currently the management of traffic within neighbourhoods and environmentally sensitive areas is carried out on an ad hoc basis, however, Council's expressed policies suggest that a more comprehensive program is needed.

Accordingly, outlined below is a traffic management program for residential environmental protection. Before such a program can be implemented, it is necessary to identify the neighbourhoods that are experiencing traffic problems and deal with them on a priority basis. The establishment of this priority would be the responsibility of Council as a result of consultation with the Transportation Committee and as a response to concerns raised by Burnaby residents, staff, etc. The Resident Opinion Survey recently completed as part III of the Residential Neighbourhood Environment Study illustrated those neighbourhoods where residents see traffic as a problem. The survey results provide a good starting point for the proposed traffic management program.

It should be recognized that not all issues and concerns raised about traffic in neighbourhoods can be addressed by a 'solution'. For example:

- (i) it must be recognized that some streets will continue to carry 'through' traffic until relief is offered through implementation of specific elements of the Transportation Plan;
- (ii) some streets will carry more traffic than others because of road hierarchy needs. Not all streets in a neighbourhood can be 'local';

(iii) major collectors will carry more traffic than 'local' collectors and traffic on them will have to be managed so as not to impair mobility, or safety.

(iv) accessibility to land uses in a neighbourhood must be sufficient to allow for emergency services, bus routing, etc. to penetrate the neighbourhood whilst minimizing the amount of travel within the neighbourhood;

(v) traffic management in one neighbourhood must not adversely affect another.

Where it is determined that a specific neighbourhood is a candidate for a neighbourhood protection program the following process is suggested.

1. Problem definition

At this stage planning and engineering staff would gather relevant data on the neighbourhoods. Such data should include relevant correspondence from the residents, an O-D survey of peak period traffic, traffic counts on various roads, school catchment boundaries, accident records, etc. At this stage a formal liaison with fire and other emergency services would be established as well as with the GVRD (transit) and other agencies.

2. Public involvement

A brochure outlining the problems identified would then be circulated to all the residents in the neighbourhood and they would be invited to attend a public meeting in order to discuss what might be done to improve their environment. Specifically at this meeting we would acquaint the neighbourhood residents with the types of measures that we would implement such as road closures, regulatory measures, etc., as well as inform the neighbourhood what the constraints are with regard to the removal of 'through' traffic (e.g. deficiencies in the arterial road network). The need to define an intra neighbourhood road hierarchy that integrates with the Comprehensive Transportation Plan must be emphasized.

3. Formulation of Options

A number of options should arise from the ideas presented at the public meeting but it would be desirable to also have some continuing participatory planning input either from currently existing neighbourhood groups or from a committee of residents formed as a result of the public meeting. With active debate from residents, municipal staff and representatives of other agencies including fire department and the police, one or more preferred options should emerge.

4. The definition of a scheme for implementation

The preferred option(s) would again be circulated to the residents via a brochure and again another public meeting would be held to review the proposal(s) in order to come up with a scheme for implementation. The recommended plan would then be put to the Municipal Council for ratification or modification. It should be recognized that many neighbourhood traffic problems are such that not everyone in the area experiences the same problem and therefore not everyone will support/accept a solution.

5. Implementation of the scheme

It would be preferable that any adopted proposal be implemented on some temporary basis, for say six months or a year. When the scheme has been in place for some time we would do follow-up studies of traffic and make an objective assessment as to how it has succeeded or failed. After approximately a year, we would go back to the residents with the proposal to either maintain that particular scheme or some modification of it on a permanent basis with full landscaping treatment of road closures, etc. As part of the before and after studies it might well be desirable to carry out a sample survey of the residents in order to gain a more accurate assessment of residents' opinions. The implementation of schemes through a neighbourhood wide 'L.I.P.' type of process should be considered.