

ITEM 1
MANAGER'S REPORT NO. 29
COUNCIL MEETING 85/04/22

RE: PROGRESS REPORT ON THE IMPLEMENTATION OF THE
COMPREHENSIVE TRANSPORTATION PLAN

MUNICIPAL MANAGER'S RECOMMENDATION:

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

* * * * *

TO: MUNICIPAL MANAGER 1985 April 04
FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 08.126

SUBJECT: IMPLEMENTATION OF THE COMPREHENSIVE TRANSPORTATION PLAN:
PROGRESS

RECOMMENDATION:

THAT this report be received for information purposes.

R E P O R T

1.0 INTRODUCTION/SUMMARY

The purpose of this report is to provide an update on the progress made on the implementation of the Comprehensive Transportation Plan. Subsequent to Council's adoption of the Comprehensive Transportation Plan the Transportation Committee developed a strategy for the implementation of the plan. This strategy is summarized in the chart of project linkages attached as Figure 1 and was used as the basis for defining a ten year implementation schedule extending from 1981 to 1990. This implementation schedule was adopted by Council as a guideline on 1980 July 09 and is also attached. Both the project linkages chart and the implementation schedule have been annotated to reflect current information on the progress made towards implementation of the plan. The implementation schedule also shows the current estimates of the gross capital cost of uncommitted projects. The discussion below which reviews progress is ordered in accordance with the attached implementation schedule. The report concludes with a broad appraisal on progress and assessment of the requirements for reviewing the implementation strategy.

The major conclusions are: that there has been reasonable progress on initiatives that are a municipal responsibility; that substantial improvements to Public Transportation are in the offing; and that improvements to the primary arterial system in the Municipality which are a provincial responsibility have been relatively minor and there is no assurance of major new initiatives in the near future.

2.0 PROJECTS CONSIDERED A BC TRANSIT RESPONSIBILITY

The Comprehensive Transportation Plan placed considerable emphasis and priority on the improvement of public transportation in Burnaby. The implementation schedule proposed an incremental approach to the reorganization of transit services to achieve the transit focus concept outlined in the plan. The minor improvements proposed have not been realized but they will be implemented as a package with the significant major improvements discussed below.

2.1 Short Term Bus Improvements: The implementation schedule proposed the extension of Vancouver trunk line trolley services into Burnaby as a precursor to the implementation of the transportation focus concept. None of these extensions have been made although it is envisaged that Hastings and Broadway services will be extended as part of the North Burnaby Area Plan. This area plan has been deferred a number of times but the current indication is that it will proceed in 1986. Kingsway trolley services will be extended to Metrotown as a part of the reorganization of routes to complement (feed) ALRT.

2.2 Long Term Bus Improvements: Long term bus improvements were specifically related to the reorganization of routes to reflect the transit focal point concept. Metrotown and Edmonds/Rumble bus interchanges will be operational with the reorganization of routes in South Burnaby to reflect the opening of the ALRT in early 1986. In North Burnaby, staff are working with B.C. Transit and the respective private interests to facilitate the relocation and expansion of the existing Loughheed Mall interchange and the implementation of a new bus interchange at Brentwood Mall. These focal interchanges would become fully operational with the North Burnaby Area Plan as previously discussed.

2.3 Construction of the ALRT: ALRT construction is proceeding as originally scheduled except that the extension of service from New Westminster to Loughheed Mall will not be implemented as part of the first priority line (as was recommended by the GVRD Rapid Transit Project). A decision has been made to proceed with an ALRT extension to Surrey by 1988 but the Loughheed Mall extension has not been scheduled at this time.

2.4 Passenger Rail Service Along Burrard Inlet: In 1981 May the Urban Transit Authority (now BCIT) published a "Proposal for an Integrated Commuter Transit System for the Lower Mainland". There is no plan to proceed with this proposal at this time. The major impediment appears to be the amount of compensation demanded by the Canadian Pacific Railway for the use of its track along the Burrard Inlet by a commuter rail system.

3.0 PROJECTS CONSIDERED A PROVINCIAL RESPONSIBILITY (Ministry of Transportation and Highways)

The Ministry of Transportation and Highways (MOTH) is responsible for the majority of the primary arterial network in the Municipality. The Comprehensive Transportation Plan proposed an extensive program of improvements to the primary arterial system in order to accommodate growth in inter-municipal vehicular travel demand. The ten year program of the Ministry of Transportation and Highways improvements in this Municipality was estimated to cost in excess of \$67 million in 1979 (we estimate current costs to be 50% more than 1979 costs). To date improvements by the Ministry have been modest (Marine Way) and it appears that only about 15 percent of the proposed expenditure has in fact taken place within the Municipality.

Our understanding is that funds for new capital works by the Ministry are extremely limited. Currently resources are being directed to completion of the Coquitella Highway and the Annacis Crossing System. It is reasonable to assume that the next major initiative in the Lower Mainland, subsequent to the completion of Annacis will be the Cassiar project which will see the extension of the Freeway to Second Narrows bridge. Even if an agreement to proceed is reached on the Cassiar project construction is not likely to commence until 1987, after Expo 86. This improvement is a prerequisite to major projects in Burnaby, most particularly widening of the

Freeway. Unless there are significant changes to Ministry of Transportation and Highways funding and priorities it would seem to be unrealistic to expect significant improvements within Burnaby before 1990.

3.1 Traffic Management: The Comprehensive Transportation Plan proposed an extensive program of traffic management on the major provincial arterials including widening of congested junction approaches, implementation of parking regulations, signal progression, etc. Some improvements have been made but the comprehensive approach proposed has not been realized. Completed improvements include widening and channelization of the Canada Way/Burriss intersection as well as a partial traffic management solution for the Hastings Corridor.

3.2 Hastings/Gaglardi Connector: The agreement between the Ministry and Municipality to Burnaby's Comprehensive Transportation Plan as a basis for Revenue Sharing left certain projects outstanding at the Ministry's request. Some of these outstanding issues have been resolved by a Joint Technical Staffs' Committee but others such as the Hastings/Gaglardi project have not been resolved. In this instance the differences appear to be irreconcilable.

The Ministry does not support the implementation of the Hastings/Gaglardi connector because this link when coupled with widened Barnet Highway would "double load" the Hastings Corridor. The waterfront extension of the Barnet Highway to the vicinity of the Second Narrows bridgehead in Vancouver has been proposed as a means of overcoming the double loading problem but the Ministry has reservations on this proposal. Staff will continue discussions with the Ministry in order to define agreed statements of difference on the remaining outstanding issues if resolution is not achieved.

3.3 Broadway from Gaglardi to North Road: The Ministry has in the past agreed to widen Broadway east of Gaglardi Way providing the Municipality provides some continuity for Broadway west of Gaglardi Way. Irrespective of our agreement to safeguard the possibility of westward continuity it is the Municipality's contention that the inter-municipal nature of the traffic demand on Broadway east of Gaglardi Way mandates improvement of this road as a provincial responsibility.

3.4 Widening of Freeway: The implementation strategy specified widening the freeway as a most cost effective way of providing substantial increase in east/west road capacity through Burnaby. The freeway was constructed to readily accommodate future widening. The Ministry of Transportation and Highways' staff have indicated support for widening of the freeway particularly to meet increased demand arising from the Maryhill project. The implementation strategy proposed freeway widening concurrent with or subsequent to the extension of the freeway to the Second Narrows bridge (the Cassiar project) and it is our understanding that this project linkage is also recognized by MOTH. However there is no firm commitment when the Cassiar project will go ahead.

3.5 Stormont/Newcombe/McBride Connector: The Stormont/Newcombe/McBride Connector is also one of the items outstanding from the Ministry's agreement to the Comprehensive Transportation Plan. In this instance the disagreement centers on the design standard proposed by the Municipality; viz. cut and cover.

The Ministry staff have indicated that the design standard used for the Cassiar connector may to some extent establish Ministry policy on environmental measures such as cut and cover.

3.6 Marine Way: Marine Way is now substantially complete and we anticipate its opening some time this year when the final connection is made at the Queensborough bridgehead.

3.7 Widening of the Following Roads

3.7.1 Loughheed Highway: There is no commitment to widening of this road nor has there been any discussion with Ministry staff regarding widening.

3.7.2 Sprott Street Overpass to Kensington Avenue: This project is a minor one related to the Municipality's completion of the BNR overpass. MOTH staff are in general agreement to the widening but commitment as to timing is not known.

3.7.3 Kensington Avenue - Canada Way to Sprott: Comments relative to Sprott Street above apply to this project.

3.7.4 Barnet Road: We understand the Ministry has designed this widening project and staff have suggested there is some urgency to proceed because of growth in the north-east sector. The decision to proceed however should await the resolution of the Hastings/Gaglardi issue.

3.7.5 Tenth Avenue: McBride to 20th Street: This is a longer term project related to the Marine Way/Tenth connector and has not been subject of discussion with the Ministry.

3.8 Marine Way/Tenth Connector - Marine Way to 20th Street: The initial implementation strategy for the Comprehensive Transportation Plan listed this project as municipal responsibility. Subsequent appraisal suggested that it would be more appropriately classified as a provincial responsibility inasmuch as it links provincial arterials and is expected to primarily address inter-municipal travel demand which is the acknowledged MOTH responsibility. The Ministry has however been reluctant to take on any responsibility for the project. Accordingly it fell to the Municipality to ensure that ALRT construction did not prejudice future development of the road. This necessitated development of a preliminary plan which was used as a basis for prebridging the ALRT guideway (over the road) and the definition and grading of the ALRT yard site to allow for the future roadway.

4.0 PROJECTS CONSIDERED A MUNICIPAL RESPONSIBILITY

4.1 Neighbourhood Protection Program: At the recommendation of the Transportation Committee Council adopted, at its meeting of 1983 June 21, terms of reference for a residential area traffic management program that would address neighbourhood traffic problems on a comprehensive basis. The process of problem definition and solution was based on extensive participation by affected residents, the Transportation Committee and staff. As yet the procedure has not been invoked in dealing with neighbourhood problems placed before the Committee.

- 4.2 Other Council Adopted Implementation Actions: In Appendix I of the Comprehensive Transportation Plan there are 34 specific implementation actions that were adopted in principle by Municipal Council. Some have been explicitly addressed, others not. The implementation actions serve as a guideline for municipal transportation planning, traffic operations and the Municipality's relationship with the other agencies involved in the provision of transportation services.
- 4.3 Traffic Management: The Comprehensive Transportation Plan implementation schedule included a municipal traffic management program that would complement the traffic management initiatives that were proposed to be undertaken by the Ministry of Transportation and Highways on provincial arterials. In the absence of substantial provincial traffic management program, municipal traffic management expenditure has been less than was originally envisaged. Nonetheless some progress has been made; for example, signal progression has been implemented on Imperial Street and various intersection improvements have been carried out.
- 4.4 Cost Shared Projects: The major road improvements that are a municipal responsibility are typically eligible for cost sharing with the provincial government on a fifty-fifty basis through the Revenue Sharing Act. Notwithstanding the very limited revenue sharing funding available, the Municipality has been successful in securing financial assistance and a significant number of major cost shared projects on the implementation schedule have been completed. Other projects have of necessity been deferred to later years and successive CIPs. On the basis of the original Implementation Strategy cost schedule it would appear that up to 40 percent of the programmed expenditure on major municipal roads has been completed or committed. The cost estimates listed against uncommitted major municipal projects in the attached 10 year implementation schedule are drawn from the current CIP.

5.0 DISCUSSION AND CONCLUSIONS

The Comprehensive Transportation Plan Implementation Strategy and Project Schedule adopted by Council in 1980 was developed in a period when continuing high growth in regional travel demand was forecast. The early implementation of major projects was considered imperative because of forecast capacity shortfalls. Congestion was projected to increase rapidly and there was an expectation that residential areas would increasingly suffer the pressure of through traffic diverting from a congested major road network. The subsequent economic recession has abated the growth in travel demand and reduced the urgency (but not the need) for augmenting transportation infrastructure capacity.

The economic recession also had a restraining effect on the level of funding available for transportation improvements particularly relative to the significant arterial improvements that are a responsibility of the provincial government. With economic recovery we can expect travel demand to once again increase although at this time we expect that the rate of growth will not be as high as forecast in the late 1970s.


Staff will be using the GVRD (Development Services) EMME/2 transportation model to substantiate the capability of the Comprehensive Transportation Plan to meet revised forecasts for travel demand. Model test results will be used to determine the effects of transportation improvements and to optimize the scheduling of these

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improvements. It is anticipated that the bulk of this initial review will be completed this year. In subsequent years there will be further appraisal and fine tuning when origin/destination data becomes available to improve the calibration of the transportation model.


A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

PL/mcb
Attach:

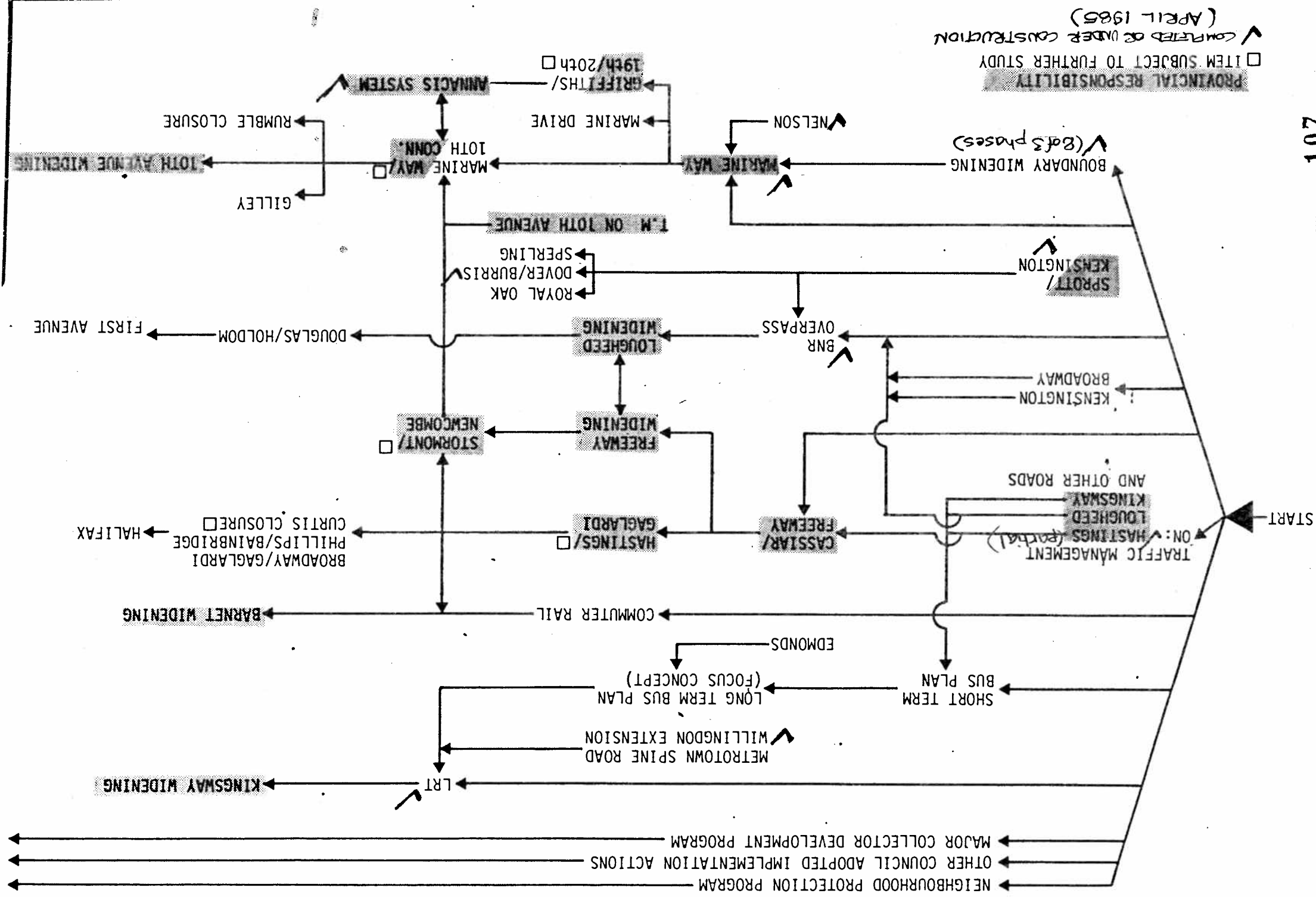
cc: Director Engineering

COMPREHENSIVE TRANSPORTATION PLAN
IMPLEMENTATION STRATEGY: PROJECT LINKAGES

Fig. 1

(REVISED: 1980 JUNE 16)

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PROVINCIAL RESPONSIBILITY
 ITEM SUBJECT TO FURTHER STUDY
 COMPLETED OR UNDER CONSTRUCTION
 (APRIL 1985)

**PROGRESS UPDATE AS AT APRIL 1985
BURNABY COMPREHENSIVE TRANSPORTATION PLAN - IMPLEMENTATION SCHEDULE**

STATUS: Planning & Design & Construction Timing Unknown

Projects Considered	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	Cost \$ m
Projects Considered CHARTERED Responsibility											
1. SHORT TERM BUS IMPROVEMENTS INCLUDING:											
(a) Extension of HASTINGS services											
(b) Extension of BURNABY/CHIEF services											
(c) Extension of KINGSWAY services											
2. LONG TERM BUS IMPROVEMENTS INCLUDING:											
(a) METRON INTERCHANGE (Focus)											
(b) BREITENBOD INTERCHANGE											
(c) RUBLE INTERCHANGE											
(d) LOUGHEED INTERCHANGE											
(e) HASTINGS/HILLINGDON INTERCHANGE											
3. Construction of L.R.T. ALRT TO NEW WEST MALL											
4. Passenger Rail Service along Burrard Inlet											
Projects Considered Provincial Responsibility (MOT)											
1. TRAFFIC MANAGEMENT to the following roads:											
(a) HASTINGS ST.: Boundary Rd. to Bannet Rd.											
(b) LOUGHEED HWY.: Boundary Rd. to North Rd.											
(c) CANADA HWY.: Kensington to 10th Av.											
(d) KINGSWAY: Boundary Rd. to 10th Av.											
(e) 10TH AV.: Kingsway to Marine											
(f) Widening of congested intersection approaches											
2. HASTINGS/GOVERNMENT Connector											
3. BROADWAY from England to Birch Park											
4. Widening of FREEMAN from Grandview to Sturmont											
5. STURMONT/HENRIE/HEBRIDE Connector											
6. MARIE HWY.											
(a) Boundary Road to Byrne Road											
(b) Byrne Road to New Westminister											
7. Widening to the following roads:											
(a) LOUGHEED HWY.: Boundary Rd. to North Rd.											
(b) SPROUT ST.: Freeway overpass to Kensington											
(c) REDINGTON AVE.: Canada Hwy to Spruce											
(d) BARNET RD.: Hastings to Port Moody boundary											
(e) 10TH AV.: Hebride to 20th St.											
8. MARINE HWY/10TH AVE. COR. Marine Hwy to 20th St.											
Projects Considered Municipal Responsibility											
1. NEIGHBOURHOOD PROTECTION PROGRAM (Continued)											
2. OTHER COUNCIL ADOPTED IMPLEMENTATION ACTIONS											
3. TRAFFIC MANAGEMENT to the following roads:											
(a) CANADA HWY.: Boundary Rd. to Kensington											
(b) IMPERIAL ST.: Kingsway to Boundary											
(c) HILLINGDON: Kingsway to Hastings St.											
(d) 10TH AV.: 20th St. and Kingsway											
(e) NORTH ROAD: North of Freeway											
(f) Widening of congested intersection approaches											
4. COST SHARED PROJECTS											
(a) NORTH ROAD: New Westminster to Freeway											
(b) BIR OVERPASS: Laurel St. to Lougheed Hwy.											
(c) NELSON AVE.: Marine Dr. to Marine Hwy											
(d) BOUNDARY ROAD:											
(1) Marine Hwy to Imperial Street											
(11) Imperial St. to Kingsway											
(111) Thurston to 29th Avenue											
(e) SPROUT ST.: Douglas to Freeway											
(e) ROYAL OAK AVE.: From to Canada Hwy											
(b) PHILLIPS/MARLBOROUGH Contention to Humboldt											
(b) HOSKOP/STICHOV/NOZELAKO RD SPROUT											
(1) REINSTRUCTION AVENUE: Spruce to Laurel											
(1) GILMORE AVE.: Lougheed to Still Creek Ave.											
(1) DAKENING ST.: Royal Oak Ave. to Sparling Ave.											
(1) MILLIKEN-METRON											
(m) BYRNE RD.: Marine Hwy to Newcastle Ave.											
(n) DOUGLAS RD./LOUGHEED AVE. BIR OVERPASS											
(o) BROADWAY: Underhill Ave. to Lake City Hwy											
(p) BIG BIRD LOOP ROAD											
(q) GRIFFITHS ST./19th-20th DIVERSION											
5. LOCAL IMPROVEMENT PROJECTS (MAJOR COLLECTIONS)											
(a) RESOLUTION AVE.: Broadway to Hastings											
(b) BROADWAY:											
(1) Elfric to Balmaine											
(11) Balmaine to Lake City Hwy											
(c) GILMORE AVE.: Douglas Rd. to Hastings St.											
(d) FIRST AVE.: Boundary Rd. to Gilmore Ave.											
(e) GILLEY AVE.: Imperial to Marine Drive											
(f) EDWARDS ST.: 19th-20th St. to Kingsway											
(g) SPERLING AVE.: Burns St. to Kingsway											
(h) HULLERAK ST.: Sparling Ave. to Phillip Ave.											
(1) MARINE HWY.: Boundary Rd. to Byrne Rd											
(1) STATELEIGH AVE.: 6th St. to Cumberland St.											
(1) PATTERSON: Marine Dr. to Gilley Ave.											
(1) STILL CREEK ST.: Gilmore to Boundary											
6. DEVELOPER COST PROJECTS											
(a) INTRODUCTORY CENTRAL (SERVICE ROAD) ROAD											
(b) CARLTON/ILLICIA (DISCOVERY PARK)											
(c) STILL CREEK ST.: Wittington to Gilmore											
7. OTHER PROJECTS											
(a) RUBLE ST.: Closure as through route											
(b) PARKER/CURTIS: Closure as through route											
(c) STILL CREEK ST.: Wittington Loop											
(d) BEAVERBROOK EXTENSION											
(e) CARLTON ROAD											
(f) GOVERNMENT ROAD: Brighon to Haldim											

* Scheduling dependent upon revised 1985 5-year budget.
* Scheduling primarily dependent on land use development.
* Project subject to further study regarding alignment/jurisdiction.

TOTAL ESTIMATED COST

ADOPTED AS A GUIDELINE BY BURNABY COUNCIL ON 1980 JULY 09. ACTUAL TIMING SUBJECT TO AVAILABILITY OF FUNDING

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