

THE CORPORATION OF THE DISTRICT OF BURNABY

TRANSPORTATION COMMITTEE

HIS WORSHIP, THE MAYOR
AND ALDERMEN

MADAM/GENTLEMEN

REPORT OF THE TRANSPORTATION COMMITTEE

RE: THE GREATER VANCOUVER TRANSPORTATION TASK FORCE REPORT

RECOMMENDATION:

1. THAT Council approve the attached submission (Attachment B) for transmittal to Mayor Gordon Campbell, Chairman, GVRD Development Services Committee, as Council's response to the report of the Greater Vancouver Transportation Task Force.
2. THAT Council designate the Chairman of the Transportation Committee to present a summary of the attached submission (Attachment B) at the meeting of the GVRD Development Services Committee on 1989 October 25.
3. THAT Council forward a copy of this report to the Honourable E. Veitch, Minister of State for the Mainland-Southwest Economic Region.

R E P O R T

1.0 INTRODUCTION

1.1 Background

At its regular meeting held on 1989 July 24, Council received a staff report on the findings of the Greater Vancouver Transportation Task Force and adopted the following recommendation:

"THAT a copy of this report and the Greater Vancouver Transportation Task Force report be forwarded to the Burnaby Transportation Committee for the development of a position paper on the details of the Task Force report for submittal to Council."

The position paper is intended to provide a basis for a Council response to the GVRD Board on the report of the Greater Vancouver Transportation Task Force. Subsequently, at its meeting on 1989 August 24, the Transportation Committee considered a proposed process for review of the report. Arising from the discussion on this report, the Committee adopted the following motion:

"THAT the Transportation Committee approve the process for consideration of the Transportation Task Force Report in this memorandum with the addition of providing for the opportunity of public participation."

INTERNAL DISTRIBUTION:
AGENDA 1989 OCTOBER 16
COPY - MUNICIPAL MANAGER
- ACTING DIRECTOR ENGINEERING
- DIR. PL. & BLDG. INSP.

To facilitate public participation, the public was invited to a round table discussion of the Task Force Report on 1989 September 28. The Minutes of this meeting are provided in Attachment A.

The following section outlines the process followed by the Committee to develop a position paper on the report.

1.2 Process

The process for review of the Task Force Report by individual Municipalities as outlined by the GVRD Development Services Committee, requires that comments on the report be available for consideration by the Development Services Committee as follows:

- (i) Special meeting(s) - held by the Development Services Committee on 1989 October 25 to receive comments on the report.
- (ii) Regular meeting of the Development Services Committee - held on 1989 November 08 to prepare recommendations to the GVRD Board at its meeting of 1989 November 29.

To accommodate this timing, the Transportation Committee approved a process to review the Task Force Report and prepare a position paper over four meetings scheduled in September and October as follows:

- (i) September 15 Committee Meeting - presentation of an issues paper prepared by staff for the Transportation Committee. The issues paper outlined the major implications of the Task Force Report for the Municipality.
- (ii) September 18 Council Meeting - Council and staff met to discuss the issues paper prior to the formal meeting of Council.
- (iii) September 28 Public Meeting - a public discussion of the Task Force Report by individuals from various interest groups in the municipality.
- (iv) October 05 Committee Meeting - consideration of a draft submission for consideration by Council based on the discussions at the September meetings.

2.0 CONCLUSION

The submission in Attachment B outlines the Committee's position on a number of issues relative to the recommendations made in the draft report. The submission is prepared from Committee consideration of these issues and the comments received at the public discussion on 1989 September 28.

The Development Services Committee has scheduled a special meeting to receive verbal comments from Municipal Councils on the reports before framing recommendations to the GVRD Board of Directors for transmittal to the Province. This meeting will be held:

Wednesday, 1989 October 25
13:00h to 15:00h and 19:00h to 22:00h
GVRD Boardroom
4330 Kingsway, Burnaby, B.C.

It is proposed that if approved by Council, this submission would be forwarded to Mayor Gordon Campbell, Chairman of the GVRD Development Services Committee and a summary statement would be prepared for verbal presentation by the Chairman of the Transportation Committee at the meeting on 1989 October 25. Written submissions must be received by the close of business on Friday, 1989 October 27, to ensure they will be considered by the Development Services Committee.

It is also proposed that a copy of this report be forwarded to the Honourable E. Veitch, Minister of State for the Mainland-Southwest Economic Region.

Respectfully submitted

Alderman G. Begin

Alderman D. Drummond

Alderman J. Sawicki

THE CORPORATION OF THE DISTRICT OF BURNABY

TRANSPORTATION COMMITTEE

M I N U T E S

A public meeting in the form of a "Round Table" discussion was hosted by the Transportation Committee in the Council Chamber, Municipal Hall, 4949 Canada Way, Burnaby, B.C. on Thursday, 1989 September 28 at 7:00 P.M.

PRESENT: Alderman R.G. Begin, In the Chair
Alderman D.P. Drummond

ABSENT: Alderman J.M. Sawicki
Mr. W.G. Ramsell
Mr. R.W. Tarling

STAFF: Mr. J.S. Belhouse, Assist. Director - Long Range Planning
Mr. R. Glover, Transportation Planner
Mr. W. Scott, Transportation Planner
Mr. R.D. Seath, Administration Officer II
Mrs. A.L. Lorentsen, Committee Secretary

The Chairman called the public meeting to order at 7:00 p.m.

Alderman R.G. Begin, Chairman of the Transportation Committee opened the meeting by welcoming those persons who had accepted the Committee's invitation to participate in this evening's round table discussion/meeting on the report of the Greater Vancouver Transportation Task Force. Alderman Begin explained the intent and general format of this evening's meeting.

Mr. J.S. Belhouse, Assistant Director - Long Range Planning, then addressed the meeting to describe the process followed to develop the Task Force report and the subsequent review of the report by this Municipality, the G.V.R.D. and the Province.

Mr. R. Glover, Transportation Planner then presented a brief outline of the major issues emerging from the report as identified by the Transportation Committee.

The Chairman then opened the floor for presentations to be followed by discussion by the participants.

Ms. Pauline Mudrakoff, representing the Gilmore Community Association, read a brief responding to the Task Force report generally, highlighting several areas of concern identified by the Gilmore Community Association and proposing some transportation alternatives. The speaker identified the proposed widening of Hastings Street between Barnet Highway and Boundary Road as a specific concern which would have a definite adverse impact on the Hastings/Willingdon Heights community. The Gilmore Community Association base this opinion on the following elements: the causes of increased traffic, the nature of the community and its population and local economic development plans under consideration. While commending the thinking expressed in the overall goal of transportation strategy the Gilmore Community Association would suggest the following alternatives when considering the Hastings Street problem:

- Municipal parking restrictions on one side of the street in peak hours;
- Encouraging car pooling and facilitating park & ride;
- High occupancy vehicle lane (reversible for peak hours);
- Improvements to bus system. Trolleys moved further east than at present;

- Improvements to Lougheed Highway and Freeway;
- Improvement of bus services to Vancouver and return (i.e. express buses);
- Light Rapid Transit (rail transit);
- Commuter train along Burrard Inlet as a short term solution.

In conclusion, the speaker acknowledged that traffic along Hastings Street is certain to increase; however the Association strongly opposes conversion of Hastings Street into a six lane arterial because it would divide the community, add to safety and health hazards and provide a major obstacle to development of a character shopping area. It urges consideration of plans that would reduce the number of automobiles on Hastings Street while increasing the number of people moved.

Mr. Dean Buchannon, 5588 Meadedale Drive, addressed the meeting and advised that he wished to discuss a matter not included in the Task Force Report - the problem of traffic on Curtis and Parker Streets. The speaker commented that traffic must be diverted off these residential streets onto Hastings Street which is a designated Provincial arterial.

A brief discussion then ensued between participants about the need and priority of the Hastings/Gaglardi Connector and its exclusion from the Task Force Report.

Mr. Tony Bosello, representing the Hastings Street Advisory Committee made a brief presentation on behalf of this Ad Hoc Committee who are assisting with the preparation of revised land use plans for the Hastings Street Community Plan Area. The speaker advised that although the goal of the Regional Transportation Strategy is to maintain livability a conflict exists between this goal and some of the recommendations contained in the report. In particular, the widening of Hastings Street is seen as being detrimental to the plans to revitalize the "downtown" Hastings Street area. The Hastings Street Advisory Committee recommend the following:

- The proposed widening of Hastings Street be cancelled.
- The Lougheed Highway be made the main east-west arterial route and that widening should proceed as soon as possible.
- Special bus only lanes be created on the Lougheed Highway.
- The Coquitlam skytrain corridor be given first priority.
- A waterfront highway be constructed only as a last resort and only after rapid transit is in place.

Further, the Committee agrees with those issues identified by the Transportation Committee as areas for review by the Task Force.

In response to a query from staff regarding rapid transit routes the speaker clarified that the Hastings Street Advisory Committee propose rapid transit (i.e. Skytrain) following an east-west route to Coquitlam.

Mr. Jack Kuyer, representing the Hastings Street Merchants Association, addressed the meeting and spoke on the subject of transportation and parking relative to the needs of local merchants and businesses. Currently, the business and residential communities are working together to improve the Hastings Street area by way of a Business Improvement Area and the Merchants organization are asking that consideration be given to maintaining the nature of the area and the vitality of the businesses when considering improvements to transportation.

Ms. Andrea Penfold, #71 - 7455 Woodbrook Place, advised that she is representing the interests of both herself and those of Mr. Barry Jones, M.L.A., Burnaby-North.

Firstly, Ms. Penfold wished to address those issues which are of concern to Mr. Jones and his constituents. The need to construct the Hastings/Gaglardi Connector is considered to be a main priority and Mr. Jones is working with both residents and the government in this regard. The widening of Hastings Street is also viewed as being a matter for review because the project has been prioritized ahead of other related road improvement projects and the concerns expressed by Hastings Street merchants and residents need to be addressed. The creation of a park and ride facility, located in north-east Burnaby, was suggested as a solution to reducing traffic along Hastings Street. Lastly, reduction in HandiDart services, especially for recreational purposes, is a concern of many Burnaby residents and should be reviewed.

For herself, Ms. Penfold advised that improvements to transit are a priority. The speaker noted that recent changes to North Burnaby bus routes have resulted in a decrease in service to Burnaby residents and she further advises there is inadequate bus service and parking for Simon Fraser University. In conclusion, the speaker recommended that a fast bus service from North Burnaby to downtown Vancouver would greatly improve transportation problems along the Hastings corridor.

Commissioner Dan Johnston, representing the Burnaby Parks and Recreation Commission advised that the Parks Commission had reviewed this report approximately one month ago and wished to note the following concerns not addressed in the Task Force report:

- Public transportation be integrated into the newer areas (i.e. Greystone, Cariboo) of Burnaby in order to better serve the recreational needs of those residents;
- Improved access and egress to park and recreational facilities be considered as part of road and transportation improvements.

Loretta Wren, 6662 Curtis Street, informed the meeting that her main concern is the construction of the Hastings/Gaglardi Connector. The speaker advised that there is an unacceptable number of vehicles moving along Curtis and Parker Streets, both residential streets, which should be diverted to either Hastings Street or Lougheed Highway the main Provincial arterials. Mrs. Wren expressed concern that the Hastings/Gaglardi Connector was not included in the Task Force report. The speaker further advised that the Provincial government have promised to look at this proposal again.

Alderman Drummond, member of the Transportation Committee, advised that the Transportation Committee and Burnaby Council have listed the Hastings/Gaglardi Connector as a priority and are pursuing its inclusion in the Task Force report. Further, Alderman Drummond suggested that all major road improvements should be accompanied by improvements to or the creation of public transit.

Mr. Hartley Olson, 6544 Curtis Street, informed the meeting that rapid transit along Burrard Inlet should be pursued as an alternative to widening roads through North Burnaby.

Mr. T. Kanjer, 7101 Curtis Street, addressed the meeting and advised that he is against the widening of Barnet Road prior to construction of the Hastings/Gaglardi Connector. The speaker supported the views expressed by previous speakers.

Alderman Drummond suggested that in conjunction to construction of the Hastings/Gaglardi Connector improvements should be made to Lougheed Highway as Hastings Street will be unable to handle the resultant increase in traffic.

A brief discussion then took place about the priority of widening Loughheed Highway.

The Chairman, Alderman Begin, advised that Burnaby Council, during the recent U.B.C.M. Convention, met with Mr. Vant, Minister of Highways to discuss the Hastings/Gaglardi Connector and since that time an announcement has been made that the Task Force will consider the Connector project again.

Mr. Bal, 6521 Curtis Street, advised that he too wished to see the Hastings/Gaglardi Connector set as a priority.

Mr. Dino Altoe, 7250 E. Hastings Street, addressed the meeting and advised that he is a resident of Hastings Street who would be affected by the construction of the Hastings/Gaglardi Connector. Mr. Altoe, although sympathetic to the Curtis and Parker residents, feels that the Connector will not solve, only move, the problem. The speaker suggested that proposed improvements such as the widening of Loughheed Highway and Highway No. 1 and the extension of Skytrain to Loughheed Mall and Coquitlam should be fully evaluated before committing to the Hastings/Gaglardi Connector.

Mr. Nathan Davidowicz, 2924 E. 41st Avenue, Vancouver, advised that Burnaby Council has supported the widening of Loughheed Highway in the past and have attempted to provide for it through rezoning, although the recent expansion of Brentwood Mall does not. The speaker felt that widening of Loughheed Highway should take place at both Brentwood and Loughheed Malls. Mr. Davidowicz also informed the meeting that he felt all parking should be banned on Hastings Street between 3 and 6 p.m.

Mr. Kuyre of the Merchants Association commented that the nature of Hastings Street shopping is such that a ban on parking during these hours would cripple businesses.

Mr. Tony Wong, 4837 Westlawn Drive, addressed the meeting and advised that he has been a resident of this area for the past five years and during this time both traffic and vehicle speeds have increased dramatically. The speaker feels that this has been the result of traffic spilling off of Parker and Curtis Streets into other residential neighbourhoods. Mr. Wong concluded by encouraging the development of improved public transit.

A discussion then took place concerning the destruction of neighbourhoods due to increasing volumes of traffic.

Mr. Fred Grimm, 5555 Monarch Street, addressed the meeting and advised that he was initially pleased that the report was attempting to address issues of preservation of livability, environment and community life; however he felt the end result of the report was aimed at accommodating the automobile and nothing else. The speaker felt rapid transit such as ALRT should be emphasized rather than automobiles. In this regard Mr. Grimm requested that parking facilities be provided to accommodate rapid transit.

Mr. Frank Alder, 5560 Monarch Street, expressed his agreement with the Transportation Committee's position regarding policy issues with special reference to management of the future and minimizing the environmental impact of transportation. He agreed with the previous speaker's statement that some of the project issues are in contradiction with the policy issues and that improvement in roads must be accompanied by improvements in transit. The speaker feels that, overall, there is a need to shift public attitude from dependence on the automobile to rapid transit. Mr. Alder also feels park and ride facilities need to be provided, particularly in the north-east sector. In conclusion, the speaker suggested that an underground transit system should be considered as a transportation alternative.

Mr. Brian Elder, 6157 Berwick Street, in response to the previous speaker's comment regarding underground transit advised that soil conditions in the Lower Mainland make the cost of this alternative prohibitive.

A brief discussion took place among participants regarding alternative transportation methods including underground and cut and cover approaches.

Mr. Rick Moor, 8270 Wedgewood Street, advised that he is a recent resident of Burnaby and agreed with the attitude of opposition expressed this evening to increasing traffic through Burnaby. The speaker feels that an east-west corridor for rapid transit would be the most suitable to the north-east sector. If a north-south Skytrain link must be utilized then the speaker would recommend routes such as New Westminster, Lougheed Mall via Brunette or Metrotown through Oakalla along Highway No. 1 to Lougheed Mall. Mr. Moor expressed concern about the environmental impact of current transportation trends. In conclusion, the speaker felt that not enough time or public participation has been given to this Task Force report.

Ms. Barbara Bolding, 5631 Bessborough Drive, addressed the meeting and advised that direct rapid transit from North Burnaby east to downtown is essential. The speaker expressed concern that the objective of creating a waterfront arterial, as contained in the Task Force report, is unclear and further that an overly large portion of the allocated transit budget is to be spent in extending rapid transit to Richmond. Ms. Bolding felt that transit funds could be better spent and should be re-prioritized. The speaker also agrees with previous comments on extending the current ALRT system to Lougheed and to Coquitlam -- that it is too indirect to be useful. In conclusion Ms. Bolding enquired about the Committee's stand on commuter rail through North Burnaby.

In response to this query, Alderman Drummond advised that the Transportation Committee and Burnaby Council have in the past supported this concept; however since there is no Provincial support for the commuter rail option other alternatives should be considered.

Mr. Nathan Davidowicz, 2924 E. 41st Avenue, Vancouver, addressed the meeting and expressed concern that the Transportation Committee and the public were having to give an opinion on the Task Force Report without the opportunity to read the entire report. The speaker expressed frustration that the summary report of the Task Force Report is the only portion available for consideration at this time and that after this meeting there will be no other opportunity for public input. Mr. Davidowicz also questioned why certain road projects were not included in the Task Force Report.

Mr. R. Glover advised that the main emphasis of the Task Force Report is on Provincial Highways projects, funded 100 percent by the Provincial Government. He commented that some revenue/sharing projects may have been included in the Report but no Municipally funded projects were included.

A brief discussion then took place concerning the waterfront roadway and why it is not supported by Burnaby Council. The cost of such a short term alternative as well as preservation of land for park considerations were cited as being reasons for this.

ATTACHMENT B
SUBMISSION BY
THE COUNCIL OF THE DISTRICT OF BURNABY
TO
THE GVRD DEVELOPMENT SERVICES COMMITTEE
ON THE REPORT OF
THE GREATER VANCOUVER TRANSPORTATION TASK FORCE

1.0 BACKGROUND

At its regular meeting held on 1989 July 24, Council received a staff report on the findings of the Greater Vancouver Transportation Task Force and adopted the following recommendation:

"THAT a copy of this report and the Greater Vancouver Transportation Task Force report be forwarded to the Burnaby Transportation Committee for the development of a position paper on the details of the Task Force report for submission to Council."

Subsequently at its meeting on 1989 August 24, the Transportation Committee considered a proposed process for review of the report. Arising from the discussion on this report the Committee adopted the following motion:

"THAT the Transportation Committee approve the process for consideration of the Transportation Task Force Report with the addition of providing for the opportunity of public participation."

The process provided for review of the Transportation Task Force Report at special meetings held on 1989 September 06 and 1989 September 15 and 1989 October 06.

In addition, the public was invited to a round table discussion of the Task Force Report conducted on 1989 September 28.

This Submission was developed and approved by the Transportation Committee on 1989 October 05. The Council of the District of Burnaby submits these comments to the GVRD Development Services Committee for their consideration in the further development of a transportation plan for the Greater Vancouver region.

2.0 A BOLD APPROACH

The Council of the District of Burnaby has welcomed the report of the Greater Vancouver Transportation Task Force with great interest and expectation. At no other time in recent years has the need for an overall regional plan for transportation been more evident. The urban environment in Greater Vancouver appears to be changing faster than our ability to absorb the magnitude of the change and prepare for its inevitable challenges. As the region's transportation systems become more congested, there is more pressure both from those with cars to build more roads and from those who rely on transit to provide increased service. There is also a temptation to react to these demands by perpetuating the approaches which have sustained the transportation system in the past.

Out of a growing environmental awareness, however, the public is becoming impatient with these approaches and is demanding more innovative and aggressive solutions to transportation problems. On the other hand the proposals in the Task Force Report appear to emphasize the need to respond to a future which is more closely allied to a continuation of current trends in growth and development, transportation modes and environmental impacts. An approach based on a response to current trends however, would perpetuate the cycle of greater separation between home and workplace, increased commuter travel, higher traffic congestion and air pollution, and more road construction which promotes increased suburban development. It is Council's view however that a bold approach is required to break this cycle. To maintain the livability of the region as it grows and develops, we cannot merely respond to the travel demand occasioned by current travel habits and locational choices. Instead, we must begin to more actively manage growth and shift travel behaviour to more efficient and environmentally acceptable travel modes.

The following sections outline the measures Council believes are required to shape and direct market forces and individual behaviour in the areas of development, transportation modes and environmental impacts.

2.1 Regional Growth and Development

The forecasts of travel demand in the Task Force Report are based on "trend" growth derived from Municipalities' expectations of future growth. In this sense the assumptions of population and employment distribution do not appear to reflect the existence of a regional strategy to manage growth and thus travel demand. The report establishes two alternative land use scenarios including "Focused Growth" and "Balanced and Concentrated Labour Force and Employment" and the impact of these scenarios on travel demand is not outlined in the report.

Further assessment of these scenarios is required as a basis to develop an integrated approach to manage travel demand and future transportation needs. Transportation and development need to be interlinked as part of an overall strategy to manage growth in the region. In the absence of a regional development plan, the transportation facilities will continue to support undesirable growth trends.

2.2 Balance of Roads and Transit

The Task Force Report emphasizes the need for a balanced program of road and transit improvements. Council however is concerned that the report appears to emphasize road projects in its capital spending. To address the priority projects over the 1991-1996 period it is proposed to spend \$825M on road projects and \$616M on transit projects, \$510M of which is on a single capital project, the Vancouver to Richmond rapid transit line.

From Council's perspective, the issue is broader than simply providing the appropriate mix of roads and transit projects, it is the need to actively promote more efficient use of both existing and future transportation facilities. From Burnaby's perspective unless strong initiatives are taken to increase the capacity of east-west travel corridors to emphasize the movement of people rather than vehicles, there will be little hope of addressing the municipality's primary transportation problem - commuter traffic congestion on both arterial and major collector routes and the spillover through residential neighbourhoods.

This view does not diminish support for the widening of major arterial routes such as Highway 1 and Lougheed Highway but rather is raised as a matter of emphasis in the utilization of road facilities during peak periods. Where feasible and appropriate, new or expanded road facilities should include provision for high occupancy vehicle lanes, park-ride and associated car pooling facilities. With respect to Burnaby, these measures should be introduced on road projects which carry east/west traffic through the municipality such as the Barnet Highway, Hastings Street, Highway 1 and the Lougheed Highway.

2.3 Transportation and the Environment

The five elements of the Livable Region Strategy are environment, accessibility, regional economy, centres, and community life. To maintain and enhance Greater Vancouver livability the strategy foresees the need to act on each element together with the others. With respect to environment and accessibility, these elements are described as follows:

(i) Environment: Protect Greater Vancouver's natural environmental quality through the conservation of natural amenities, the maintenance of air and water quality.

(ii) Accessibility: Improve accessibility for people and goods through achieving a jobs to labour force balance in all parts of Greater Vancouver, fully utilizing the existing transportation system, and developing a cost-effective and balanced set of improvements to transit facilities and roads.

The Task Force Report however, appears to focus on maintaining and improving accessibility through road and transit improvements. Without measures to protect the environment, air quality can be expected to further deteriorate with the forecasted increase in vehicle usage. Environmental considerations are only addressed in the report as one criterion in the evaluation of individual projects. A more comprehensive and integrated approach is required not just to maintain but to improve environmental quality. This approach could include aggressive promotion of alternative fuels and vehicles not powered by fossil fuels.

3.0 AN ONGOING PROCESS

From the perspective of the Municipality, the potential implications of the recommendations in the Task Force Report are enormous. If adopted and implemented, the recommendations for road and transit improvements can constitute one of the largest single forces shaping the development of the region and its livability. Recognizing this, Council is convinced that transportation systems should not be planned independently of a strategy for regional development. Otherwise the transportation system is constantly reacting to urban change instead of leading in new and more positive directions. The type of transportation plan needed in Greater Vancouver however cannot be achieved within the very tight timetable imposed by the Provincial budget process.

Council therefore supports Recommendation 2 of the GVRD Board that the Provincial Government establish an ongoing transportation planning process for Greater Vancouver involving all orders of government and all modes of transport.

4.0 AN INTEGRATED CAPITAL BUDGET PROCESS

The planning and provision of transportation in the region is undertaken by the Municipalities, the Provincial Ministry of Transportation and Highways, and BC Transit. At the present time, however, there is no formal approach or funding mechanism for dealing with the transportation system as a whole and defining a balance of roads versus transit in this broader context.

In the future, as travel and traffic congestion increases, the need for coordination will become more critical if the capacity of the overall transportation system is to be optimized at the minimum cost. A major challenge in the future will be to work towards a coordinated approach to planning and funding transportation infrastructure, so that the relative costs and benefits of road and transit alternatives are explicitly recognized.

Council concurs with Recommendation 3 of the GVRD Board which calls for a single budget process for improving roads and transit in Greater Vancouver and that such a capital budget should support capital investment in public transit to increase significantly the mode split for transit. Council also supports Recommendation 4 with respect to funding provisions for provincial highways and transit and Recommendation 5 regarding the provisions of the Revenue Sharing Act.

5.0 EAST/WEST TRANSPORTATION CORRIDORS

The location of Burnaby, between the residential development occurring in the N.E. Sector, Surrey and North Delta and the employment growth in Vancouver, reinforces the role of the Municipality as a conduit for commuter traffic on east/west corridors. It is recognized that these corridors need to be further developed to handle travel growth. There is however, the fundamental question of the most effective use of these corridors to carry more people rather than simply more vehicles. Maximizing the people-moving capacity in these corridors will require a variety of innovative measures as discussed in the following sections:

5.1 Barnet Highway/Hastings Street

Recommendations 20(d) and (e) of the Summary Report propose the widening of Barnet Highway to four lanes and selective widenings and intersection treatments on Hastings Street between Burnet Highway and Boundary Road to achieve three through lanes in each direction. It is clear from the Task Force Report that Hastings Street is intended to function as a major east/west corridor for through traffic from the N.E. Sector - an approach which does not recognize its local traffic function in serving North Burnaby residents and businesses. For residents of the area however, this local traffic function is expected to become more significant with the construction of the Cassiar Connector and concurrent removal of the Cambridge Overpass. This project will increase vehicular usage of Hastings Street to access the Vancouver and Burnaby Heights areas.

Recognition of the local traffic function of Hastings Street is important to local merchants and neighbourhood residents to preserve the integrity of the North Burnaby area. Therefore while Council recognizes the pressures to accommodate through traffic from the N.E. Sector, it is not prepared to accept the expansion of Hastings Street and the imposition of parking restrictions solely to accommodate peak period general vehicular traffic from a widened Barnet Highway.

Considering the absence of options to substantially increase vehicular traffic capacity on Hastings Street, the emphasis in the Burnet/Hastings corridor must be on measures to increase the efficiency of this facility in moving more people. Accordingly, Council supports the widening of Burnet Highway to four lanes (Recommendations 20(d) and 20(e)) but only if the additional lanes are limited during peak periods to high capacity express buses and high occupancy vehicles. Application of these measures in the curb lanes of Hastings Street from Inlet Drive to Main Street in the City of Vancouver (Recommendation 22(b)) should also be pursued.

When demand begins to exceed the capacity of express buses, consideration should be given to the introduction of rail transit on Hastings Street. Conversion from bus to rail transit could be initiated with streetcars in the high occupancy vehicle lane and progress at higher levels of demand to rail transit within an exclusive lane.

5.2 Broadway/Gaglardi Corridor

The widening of Broadway between North Road and Gaglardi Way is identified as a committed project in the Task Force Report. Broadway, between North Road and Gaglardi Way, forms part of the primary arterial network for the municipality that recognizes the need for east-west continuity via Hastings Street and the Lougheed Highway. In this context, the Transportation Plan provides for this continuity by way of the proposed Hastings/Gaglardi connector. The Burnaby Municipal Council is of the view that the Broadway Improvements should not be done in isolation, but rather in conjunction with the needed Hastings/Gaglardi connector.

Council therefore does not approve the inclusion of the Broadway widening as a committed project without concurrent development of the Hastings/Gaglardi connector. Council is extremely concerned about the impact of east/west traffic from Gaglardi Way on residents of the Parker/Curtis area and therefore omission from the report of this significant link in the Provincial Highway system in Burnaby is not acceptable to the Municipality.

5.3 Lougheed Highway Corridor

Widening of the Lougheed Highway to six lanes is not identified as a priority project for the 1991-1996 period. This project however, is necessary to supplement the Broadway/Gaglardi/Hastings connector route in accommodating N.E. Sector travel demand. Council will be ensuring that the highway is widened to six through lanes in conjunction with major new developments in this corridor. Council therefore requests that Recommendation 20 be amended to include this project as a priority for the 1991-1996 period.

5.4 Highway 1

Council supports Recommendation 20(c) of the Report regarding an immediate start on the planning and construction of Highway 1 from the First Avenue interchange to the west end of the Port Mann Bridge. While it is recognized that this corridor is not particularly suitable for transit, high occupancy vehicle express lanes (two or more persons) and park-ride facilities however should be considered to promote more efficient peak period use of the freeway.

5.5 Marine Way/10th Avenue Connector

Council notes that the Marine Way/10th Avenue connector is shown as a committed project in the Report. Council is concerned, however, that the upgrading of 10th Avenue between 19th/20th Street and the Stormont/McBride connector in the overall program should also be included to be consistent with the primary arterial status assigned to this route in the Municipality's Conceptual Transportation Plan.

5.6 Stormont/McBride Connector

The proposed Stormont/McBride connector is included in the priority road network improvements and shown for construction in 1994, with planning and design in 1991 and 1993 respectively. Council supports the need for this project provided that a "cut" or "cut and cover" approach, as included in the Burnaby Comprehensive Transportation Plan, will be implemented to minimize the potential disruption of this proposed arterial on the adjacent residential community.

6.0 TRANSIT IMPROVEMENTS

6.1 SkyTrain Extension to Coquitlam Centre

The Task Force Report recommends that BC Transit begin the detailed planning of the SkyTrain service to Lougheed Mall (Phase I) and Coquitlam Centre (Phase II). It is proposed that the planning and design phases of the Lougheed Mall extension occur in 1992 and 1994 respectively, with construction to occur in the 1997-2001 period. Council notes that this timing conflicts with the Provincial Transit Program announced in July which envisions completion of the SkyTrain extension to Lougheed Mall by 1993.

Council is concerned however that major transit improvements to serve the N.E. Sector are relegated to a longer term status in favour of rapid transit improvements to Whalley and Richmond. It is difficult to accept the highest priority accorded to the Richmond extension when this conclusion appears to be incompatible with population and development trends. In the N.E. Sector the rate of population growth is expected to be almost double that of employment growth (13% compared to 7%) while in Richmond employment growth is expected to exceed population growth (10% compared to 15%). Council therefore does not find the analysis in the Task Force Report sufficiently convincing to support the Report's conclusions with respect to rapid transit priorities in the region.

In Council's view, major transit improvements are needed to serve the N.E. Sector to balance the substantial upgrading of east/west highway capacity through Burnaby proposed in the Task Force Report. To successfully compete with private vehicles in these corridors, SkyTrain should be extended to directly serve the primary source of N.E. Sector traffic, the growing communities located north of the Lougheed Highway. A phasing strategy which would terminate SkyTrain at Lougheed Town Centre would not be effective in this respect due to the minimal potential for park-ride in the Lougheed Town Centre and the necessity for less attractive bus connections to SkyTrain at this location. Council therefore would strongly urge that the entire SkyTrain extension to Coquitlam Centre be completed by 1995 instead of the 1996-2001 period as suggested in Recommendation 10 of the Task Force Report. If a phasing strategy is required, Council would suggest an interim Phase I terminus in the Port Moody area in conjunction with a large park-ride facility to divert to transit a substantial number of private vehicle trips from the Barnet/Hastings corridor where the options for increasing highway capacity are limited.

With regard to the SkyTrain extension to Lougheed Mall, the summary report indicates two conceptual alignments: one is the Edmonds corridor alignment, while the other would see an extension via New Westminster. As there are indications that BC Transit intends to proceed with a complete review of route options, it is Council's view that any comment on alignments is premature until completion of the appropriate studies and subsequent consultation with the community.

6.2 Bus Acquisition

In conjunction with the bus priority measures proposed for the Barnet Highway and to provide the maximum capacity Council endorses the use of higher capacity articulated buses in the Barnet corridor. On this basis, Council supports Recommendation 19 of the Task Force Report regarding the purchase of 20 articulated buses annually from 1990-1996.

6.3 Park-Ride Facilities

Recommendation 16 outlines proposals for park-ride facilities at a number of transit foci including Metrotown and the Lougheed Town Centre in 1991 and 1992 respectively. The Lougheed Town Centre park-ride, located at the proposed terminus of the SkyTrain extension, differs from the location at the Stormont Interchange of Highway 1 proposed in a 1986 BC Transit Study. While no size or specific site is mentioned in the Report, Council does not support the establishment of single purpose park-ride facilities at these locations. Park-ride is not appropriate for these areas as they represent an under-utilization of valuable land and could add significantly to the level of congestion in peak travel periods within these major commercial/residential centres.

As was previously noted in conjunction with the extension of SkyTrain to Coquitlam, if the extension is to be phased a more appropriate terminus of the first phase would be located in the Port Moody area. In order to enhance the attractiveness of the extension in capturing private vehicle trips, it is proposed that a major park-ride be located at this interim terminus.

With regard to the proposed park-ride facility at Kootenay Loop, it is difficult to understand the rationale for this proposal in view of its close proximity to the existing P.N.E. park-ride site and the complete absence of available land in the area for a large scale parking facility. The establishment of park-ride facilities at the Kootenay Loop would also reinforce a transit exchange which in Council's view should be downgraded over time in favour of the Brentwood Town Centre transit exchange.

7.0 LONGER TERM FACILITIES

The Task Force Report outlines a number of proposals under Recommendation 24 to be examined in the longer term planning of the Municipalities' and Provincial transportation agencies. Proposals in this category which directly affect Burnaby are the following:

- (i) A new freeway link connecting the Richmond Freeway to Highway 1 along the line of Boundary Road with a new bridge across the Fraser River North Arm (Recommendation 24(b)).
- (ii) A new waterfront road along the south shore of Burrard Inlet connecting the Barnet Highway to downtown Vancouver (Recommendation 24(g)).

With regard to Item (i), the Municipality is prepared to investigate the options for a north/south freeway connection in the context of updating the Burnaby Transportation Plan.

With regard to the waterfront road, Council will not seriously consider a waterfront road located on the south shore as a viable inter-municipal arterial road until the following prioritized components of the Burnaby Transportation Plan are completed:

- (i) The upgrading of the Cassiar Connector.
- (ii) Widening of Highway 1.
- (iii) Widening of the Lougheed Highway.
- (iv) Development of a rapid transit system on the CP Rail tracks or on the Barnet Highway/Hastings corridor
- (v) The Hastings/Gaglardi Connector

8.0 CONCLUSION

The Greater Vancouver Regional District Transportation Task Force is to be commended for the completion of Phase I of the project in accordance with the very tight timetable imposed upon it. Having satisfied the more immediate demands of the Province for direction on transportation needs from the Greater Vancouver Region and its member municipalities, it is now appropriate to initiate an ongoing regional transportation planning process. This process should begin immediately to establish a regional development and transportation planning framework within which provincial and municipal transportation proposals can be evaluated and coordinated.

In providing input to the process, the Municipality of Burnaby will be insisting on an overall approach which recognizes not a balance of roads and transit projects but instead the more aggressive promotion of the existing transit system, the immediate planning and construction of rapid transit projects and the pursuit of road improvements to carry more people in high occupancy vehicles (including buses). Council views these efforts to more fully utilize the transportation system during peak periods as essential to maintain the quality of life in Burnaby and the Region against the pressures of growth, development and travel demand.

