

REPORT
Regular Council Meeting
1992 March 23

THE CORPORATION OF THE DISTRICT OF BURNABY

TRANSPORTATION AND TRANSIT COMMITTEE
(TRANSPORTATION & TRANSIT DIVISION)

HIS WORSHIP, THE MAYOR
AND ALDERMEN:

BURNABY TRANSPORTATION PLAN RENEWAL:
COUNCIL REVIEW OF STRATEGY AND POLICIES

RECOMMENDATION:

1. THAT Council approve in principle the strategy and policies in the revised document entitled "A Strategy for Transportation in the Nineties".

R E P O R T

"At its regular meeting of 1992 February 12 the Traffic and Transportation Committee approved in principle the strategy and policies defined in the document "A Strategy for Transportation in the Nineties" for review by Council members. Subsequently on 1992 March 05 the document was submitted for comment by Council members in a workshop meeting. At this meeting Council members suggested the following amendments to the strategy and policies:

- (i) an amended Policy #3 regarding the need to make the best use of existing roads;
- (ii) a new Policy #8 with respect to working with business interests to develop a truck route system;
- (iii) a new Policy #14 focusing on improving the quality and reliability of public transit;
- (iv) a new Policy #11 highlighting the need to protect future rights of way for transportation;
- (v) an amended Policy #16 with regard to the location of park-ride facilities;
- (vi) an amendment to Policy #32 noting the importance of prioritizing transportation improvements relative to other municipal expenditures.

Amendments have been made to the report to reflect these comments and it is recommended that Council approve in principle this document as per Attachment A."

Respectfully submitted,

INTERNAL DISTRIBUTION:

:- AGENDA 1992 MARCH 23
:- COPY - ACTING MUNICIPAL MANAGER
- DIRECTOR ADMIN. & COMM. SERV.
- DIRECTOR ENGINEERING
- DIRECTOR FINANCE
- DIRECTOR PLANNING AND BUILDING
- DIRECTOR RECREATION AND CULT. SERV.

Alderman J. Young,
Chairman

Alderman D. Evans
Member

Alderman D. Lawson
Member

Alderman C. Redman
Member

Mr. Peter Miller
Member

Mr. Ernest Neumann
Member

Mr. Len Werden
Member



BURNABY TRANSPORTATION PLAN RENEWAL

A Strategy for Transportation in the Nineties



1992 February



A NEW DIRECTION

A NEW DIRECTION

Transportation is essential to the life of a community. Both residents and businesses in Burnaby depend on access to an efficient transportation system for the movement of people and goods. Burnaby however, is also a part of a growing Greater Vancouver region and is affected by travel through the community from the more rapidly developing suburban areas to the east and south to employment, shopping and other attractions in Burnaby and Vancouver. As automobile ownership continues to increase faster than population growth in the region, the demand for travel will place increased stress not only on the transportation network but also the livability of the community.

The Burnaby Comprehensive Transportation Plan, developed in the late seventies, has guided the development of the transportation system in the Municipality over the past decade. Substantial progress has been made in implementing the policies defined in the Transportation Plan including those dealing with the development of the road and transit system, cycling and the protection of residential neighbourhoods. Over the next decade, not only must continued efforts be made to pursue these policies and others in the Plan but the Plan must also adapt to the changing context for transportation planning and the need to respond to livability issues emerging from environmental concerns.

The strategy and policies proposed in this document are part of an ongoing process for renewal of the Burnaby Transportation Plan to meet the transportation needs of the Nineties.

A CHANGING CONTEXT

The new directions proposed in the renewal of the Burnaby Transportation Plan are developed from an appreciation of the current context for transportation. This planning context includes the following considerations:

1 Regional Growth and Development

The natural attractions of the Greater Vancouver Region will sustain a high level of growth in population and employment in the Region. Continued separation of homes from workplaces however, will generate a growing demand for travel, especially during peak periods.

2. Municipal Development

Population in Burnaby is expected to grow relatively slowly compared to suburban municipalities. Commercial office and industrial development however, will expand rapidly to capitalize on the municipality's attractive location and amenities. As a result, over the decade Burnaby is expected to expand its role as a major employment centre and a destination for commuter trips.

3. Traffic Growth

The trend towards rapidly increasing automobile ownership and continued single occupant use is likely to increase the demand for private vehicle travel faster than the capability to increase road capacity. Resulting traffic congestion, especially during peak periods and its effect on residential neighbourhoods, will remain a major issue in the nineties.

4. Environmental Concerns

Environmental quality is and will continue to be a major issue on all levels of society. Transportation is recognized as a major contributor to the degradation of the local environment through its direct impacts on air and water quality.

MAJOR ISSUES AND CONCERNS

The public was involved in the development of the transportation strategy in two phases: the identification of transportation issues (Phase I) and the review of the discussion paper "Directions for Transportation in the Nineties" (Phase II). Public input from these two sources yielded the following major issues and concerns:

1. Traffic Congestion

Traffic congestion during peak periods was viewed as a worsening problem requiring immediate attention to ensure that the mobility of Burnaby residents is not threatened by the burgeoning growth in traffic.

2. Transportation Improvements

Greater emphasis must be placed on transit improvements to accommodate peak period travel and promote broader usage but road improvements and traffic operations measures will also continue to be needed.

3. Manage Transportation Demand

While the transportation network needs to be improved, there was an awareness that it could be impossible to keep pace with transportation demands without measures to change the way we use the transportation system, especially our use of private vehicles.

4. Traffic in Neighbourhoods

The use of residential streets by non-local traffic and the impact on adjacent residential neighbourhoods remains a strong concern of Burnaby residents.

5. Growth Management

There was a perception that growth in the Region, especially in the municipalities east of Burnaby, needs to be better managed to reduce peak period trips through Burnaby and to promote the development of town centres.

6. Air Quality

Exhaust emissions from transportation sources were viewed as a major source of deteriorating air quality in the region - a problem which required reducing the number and making more efficient use of fossil fuel powered vehicles.

7. Alternative Modes

The current transportation system, especially the road network, was viewed as largely one dimensional in providing primarily for the private vehicle. Instead, there should be a greater emphasis on developing transportation networks to support travel by carpool, transit, bicycle and pedestrians.

The following sections build upon the changing context for planning and the major issues and concerns from the public process and define a transportation strategy and policies to guide the development of the transportation system in Burnaby in the Nineties.



A TRANSPORTATION STRATEGY

- 4 -

A strategy to guide the development of the transportation system in the Municipality has been developed to respond to the transportation concerns of Burnaby residents and the emerging issues of the nineties. The strategy is a road map for transportation by defining an overall transportation goal as the ultimate destination and a set of policy directions to get there.

TRANSPORTATION GOAL

THAT the Municipality, in consultation with its residents and other public and private agencies, strive to facilitate the efficient movement of people and goods in Burnaby in a cost effective manner which enhances the environment and livability of the entire community.

The Transportation Goal incorporates the following components:

1. "In consultation with its residents and other public and private agencies" imposes a requirement to inform and discuss transportation issues and proposals with the larger community on an ongoing basis.
2. "Strive to facilitate" explicitly recognizes the need for a proactive approach to effectively manage the transportation system.
3. The "movement of people and goods" rather than vehicles is the major focus of the goal.
4. To provide "efficient movement" supports efforts to maximize the capability of transportation facilities to carry more people in fewer vehicles.
5. To move people and goods "in a cost effective manner" recognizes the high cost of transportation facilities and the need to get the most transportation benefit for municipal expenditures.
6. To ensure that the provision of mobility "enhances" rather than degrades "the environment and livability of the community".
7. To ensure that the transportation system is developed to maximize the benefits "for the entire community" while ensuring that impacts on affected local residents are minimized.

MAJOR POLICY DIRECTIONS

The strategy defines seven major policy directions which support the Transportation Goal.

1. Move People Efficiently by Road

While rail transportation has a significant role in the movement of people, the road network will remain the workhorse of the transportation system in the nineties accommodating 95 percent of all travel in Burnaby including trips by private vehicle, bus, trucking, cycling and walking. During a period of rapid growth however, it may not be possible or cost effective to maintain an efficient road system by constructing new roads or expanding existing roads solely to meet the escalating demand for travel by single occupants in private vehicles. Improvements to the road system need to emphasize carrying more people in fewer vehicles and making optimal use of existing road facilities.

2. Move Goods Efficiently

An efficient and reliable system for the transportation of goods by road and rail is necessary to support economic activities in the Municipality. Trucking, as the predominant mode for movement of goods, relies on the development of a continuous and evenly spaced network of arterial and major collector roads serving all areas of the Municipality and providing access between industrial and regional highways. Developing a continuous arterial road network therefore not only provides for the movement of goods but also protects residential neighbourhoods by ensuring that trucks are maintained on streets designed to accommodate them.

The rail system will also continue to play an important role especially in the transport of bulk commodities, and the preservation of a viable rail network in the Municipality remains important.

3. Reduce the Need for Travel

As the Region and the Municipality grow and commuter travel increases, it is more critical that development and the transportation systems which support development be planned together rather than as separate elements. Land use and transportation must be developed based on the fundamental concept of providing opportunities for people to live close to work, shopping and recreational facilities through the development of town centre areas throughout the Region linked by rapid transit.

- 6 -

4. Promote Alternative Modes

Recognizing that the road network during peak periods may be unable to keep pace with the increase in demand for travel from single occupant private vehicles, greater efforts must be made to promote alternative modes of transportation which make more efficient use of road space to carry more people in fewer vehicles (transit, carpools) or in vehicles which occupy less road space (cyclists) or as pedestrians.

5. Protect the Livability and Environment of the Community

While transportation can enhance the livability of a community by expanding opportunities for access to jobs, shopping and recreation, it can also adversely affect the environment and livability for those directly affected by transportation improvements. As fossil fuel powered vehicles are major contributors to the degradation of the air and water, these problems may be most effectively handled through new, less polluting, technologies. Transportation measures to reduce vehicular use however, can play a significant role in addressing the environmental impacts of transportation and the impacts of unwanted traffic in residential neighbourhoods.

6. Manage the Transportation System

Implementing the transportation strategy will require new approaches to actively manage and direct the development of the transportation system. The Municipality will need to clearly define transportation needs and develop a transportation program reflecting those needs while working closely with other public and private agencies to implement the programs.

7. Inform and Educate the Public

As the transportation problem is a product of scores of individual choices about personal transportation, changes in the transportation system will require changes in travel behaviour. A key component of the Burnaby Transportation Plan Strategy entails measures to educate the public about the need to use alternative modes and to inform the public about the transportation decisions at the local, regional and provincial level which affect their lives.



TRANSPORTATION POLICIES

1. MOVING PEOPLE EFFICIENTLY BY ROAD

FUTURE DIRECTION

To transport people efficiently in the nineties will require a more efficient use of the road system. Constructing new roads or expanding existing ones simply to keep pace with ever increasing peak period travel by single occupant private vehicles is no longer acceptable. It is costly and environmentally inappropriate during a period of rapid growth in Greater Vancouver. The expansion of the road system in the nineties must therefore emphasize projects which either carry more people rather than more vehicles or maximize the use of the existing road system during peak periods. The people moving capacity of a road can be increased by giving priority to high occupancy vehicles including transit and carpools while the efficiency of the existing road system can be improved through the application of traffic operational improvements.

POLICIES

Road System

1. That the arterial road system in the Municipality be developed to emphasize the movement of more people in fewer vehicles during peak periods.
2. That a road network plan for the Municipality be developed reflecting a hierarchical classification of roads and appropriate design standards.
3. That a traffic operations strategy be developed to maximize the efficient and safe movement of vehicles and pedestrians on existing roads in the Municipality.
4. That except in designated commercial areas, the Municipality ensure that the provision for parking on arterial and major collector streets in commercial and industrial areas during peak periods reflects the need to maximize mobility.

2. MOVING GOODS EFFICIENTLY

FUTURE DIRECTION

A viable regional and municipal economy relies on an efficient system for the transportation of goods. Burnaby plays a key role in the transportation of goods due to its location at the centre of the Region and its traversal by major highways and rail lines. While trucking has become the predominant mode for the transportation of goods, rail retains a major role in the transportation of bulk commodities to and from the Port of Vancouver.

A continuous network of Provincial highways and municipal arterials is required to accommodate truck movements in the Municipality while ensuring that trucks do not use local residential streets. Further improvement of the arterial system in the Municipality to move goods efficiently is therefore compatible with the need to protect residential areas. The location of truck routes away from residential areas also improves safety in the transport of hazardous goods.

POLICIES

5. That the Municipality accommodate truck movements by the development of a continuous and evenly spaced network of arterial and major industrial collector roads.
6. That truck routes be designed and improved to accommodate the transportation of hazardous goods in a safe manner.
7. That the Municipality support the continued development and use of the rail system for the transportation of bulk commodities.
8. That the Municipality in consultation with businesses in Burnaby work to ensure the efficient movement of goods.

3. REDUCING THE NEED FOR TRAVEL

FUTURE DIRECTION

The need to travel results from the separation of places where people live, work, shop, learn and recreate. Reducing the separation between these centres of activity is therefore an effective approach to manage the overall need to travel from place to place.

The concept of regional and municipal town centre areas envisions places where employment areas, shopping facilities and residences can be located in walking distance of each other. To reduce the dependence on the private vehicle however, town centres must have high accessibility by transit to other town centres and to surrounding lower density employment and residential areas.

A focus of the Burnaby Transportation Plan is to encourage the creation of a regional land use and transportation strategy, and to support the development of regional and municipal town centres by the provision of rapid transit and appropriate road facilities to serve these centres.

POLICIES

Regional Planning

8. That the Municipality support enhanced responsibilities at the regional level to coordinate regional land use and transportation planning.
9. That the Municipality support the development of a clearly defined and workable strategy to manage regional growth and transportation.

Municipal Planning

10. That the Municipality support the continued development of its town centre areas with the provision of efficient transit linking these town centre areas with other town centres and road facilities linking town centres with surrounding areas.
11. That the Municipality work with the Provincial government to reserve rights-of-way for high occupancy vehicle lanes and rapid transit linking town centres.
12. That the Municipality promote appropriate high density development along existing and proposed major transit facilities.

4. PROMOTING ALTERNATIVE MODES OF TRANSPORTATION

FUTURE DIRECTION

To fully address the problems of traffic congestion and the environmental impacts of transportation will require individuals to reduce their use of the private vehicle especially during peak periods. To support this change in travel behaviour will take a concerted effort at all levels of government and society. The attractiveness and use of alternative modes of transportation including transit, carpooling, cycling and walking must be promoted and an associated strategy be developed and implemented. The greater use of alternative modes also complements the strategy of moving people efficiently by road as alternative modes permit the road network to carry more people in fewer vehicles.

Transit must develop as an attractive transportation mode for those with access to a private vehicle. To fulfill these expectations will require substantial improvements to the transit system to enhance the speed, convenience and comfort of transit relative to the automobile. While the major responsibility for these initiatives is with BC Transit, the Municipality has a major role in providing guidance and assistance to BC Transit in ensuring that transit meets the needs of this community and in actively promoting policies which enhance the attractiveness of transit as an alternative transportation mode.

Carpooling addresses the need for more efficient use of road facilities to carry more people rather than more vehicles. This is especially important during peak periods when road capacity is less available. The Municipality has a major role to play in encouraging carpools through its role as a provider of transportation, through the control of development and parking and as a major employer.

Cycling also has a significant role as an alternative mode of transportation other than just for recreation. Facilitating the greater use of cycling will require policies which provide a range of facilities to support this mode.

Similarly, pedestrians must be accommodated not only as a alternative mode of travel but also to support transit usage. Sidewalks and other walkways must be provided to permit safe pedestrian movement and convenient access to transit stops, notably for the mobility impaired.

- 11 -

POLICIES

Transit System

13. That the Municipality develop an overall transit concept plan which provides efficient mobility to town centres within Burnaby and major centres outside the Municipality.
14. That the Municipality work with B.C. Transit to ensure the provision of efficient, convenient and reliable public transit service.
15. That the Municipality ensure that land development and the road network are designed to facilitate transit.
16. That the Municipality support the development of appropriately located park-ride facilities to help divert through commuter trips to transit.

Carpooling

17. That the Municipality pursue the development of programs in Burnaby designed to encourage carpooling as a mode of travel during peak periods.
18. That the Municipality seek the support of other agencies in encouraging carpooling on a coordinated regional basis.
19. That the Municipality, in conjunction with the Ministry of Transportation and Highways, develop a High Occupancy Vehicle Road Network which will designate roads for use by carpools and buses during peak periods.

Cycling

20. That safe and convenient cycling facilities be provided as an alternative to the use of private vehicles.
21. That a cycle route network be prepared which ensures that arterials and major collector roads are designed to facilitate cycling.

Pedestrian Facilities

22. That safe and comfortable pedestrian facilities be provided on municipal roads and in street-oriented commercial areas.
23. That town centre areas be developed as pedestrian-oriented centres.
24. That the Municipality develop pedestrian facilities with full access for the mobility impaired.

5. PROTECTING LIVABILITY AND THE ENVIRONMENT

FUTURE DIRECTION

While transportation can greatly enhance the life of a community and the well being of its citizens, it can also contribute to the degradation of the environment and reduce the livability of residential areas in the community. As continued development of the transportation system will be required to move people and goods efficiently, greater efforts will be required to reduce the undesirable impacts of transportation on people's lives.

Continued efforts must therefore be made to ensure that transportation systems, particularly the road network, are developed to reduce traffic in residential areas. Expansion of the road network should emphasize arterial road improvements which attract traffic away from residential neighbourhoods while at the same time specific measures may be required in local areas to discourage through traffic on neighbourhood streets.

Urban transportation is a major contributor to the degradation of the environment particularly through its impacts on air quality. While air pollution is currently being addressed by federal, provincial and regional agencies, the Municipality can assist efforts to reduce overall harmful vehicle emissions. As a provider of transportation services, the Municipality can work towards reducing the traffic congestion which increases the production of air pollutants and develop facilities for less polluting alternative modes. As a regulatory authority over development, the Municipality can determine development patterns which influence the level of trip making and thus the volume of pollution. Finally, the Municipality can show leadership to the community through the active promotion of low-emission or emission-free vehicles.

POLICIES

Neighbourhood Livability

25. That the Municipality develop a continuous arterial road system to attract through traffic away from residential streets.
26. That the Municipality develop community transportation plans intended to reduce through traffic in residential neighbourhoods while maintaining access for local residents.

- 27. That the Municipality develop the street network in new residential areas to discourage through traffic.
- 28. That arterial road improvements be designed to buffer adjacent residential areas from traffic noise and visual intrusion.

Environment

- 29. That the Municipality promote the use of low-emission and no-emission vehicles in Burnaby.
- 30. That the Municipality seek the cooperation of provincial and regional agencies to improve air quality in the Lower Mainland.

6. MANAGING THE TRANSPORTATION SYSTEM

FUTURE DIRECTION

The transportation system in Burnaby has developed to respond to growth in the community and the travel desires and mode choices of its residents. As Burnaby changed from a rural district to a suburban municipality, new highways were constructed and streets were expanded to accommodate the rapid growth in automobile travel and commuting to jobs in Vancouver.

As Burnaby moves into the nineties and develops into a city, it has become more apparent that new approaches are required to address the old transportation problems created by continued growth. Reacting to traffic congestion by building more roads without managing their use is no longer affordable and the impacts of this reactive approach on the environment and residential neighbourhoods is no longer acceptable.

The new approaches required to implement the transportation strategy focus on policies to manage the transportation system. These are policies which define specific means to modify travel behaviour rather than react to it, to reduce the impact of transportation on the air and water rather than accept it and to develop transportation modes which enhance rather than degrade neighbourhoods.

POLICIES

Communicating Transportation Policies

31. That the Municipality develop position papers on major transportation initiatives for submission to and discussion with the Province.

Intermunicipal Coordination

32. That the Municipality take the lead in seeking a coordinated position on transportation matters of relevance to Burnaby and adjacent municipalities.

- 15 -

Transportation Programming and Budgeting

33. That a Five Year Municipal Transportation Program, Transportation Status Report, and Capital Budget be prepared annually by the Traffic and Transportation Committee for subsequent recommendation to Council for prioritization as part of the Annual Capital Budgeting Process.

Cooperation of Other Agencies

34. That the Municipality develop network plans for major roads, high occupancy vehicle lanes, transit truck routes and cycling in collaboration with the Province, G.V.R.D. and adjacent Municipalities.

7. INFORMING AND EDUCATING THE PUBLIC

FUTURE DIRECTION

The transportation strategy in the Burnaby Transportation Plan is founded upon the support of a community whose residents are well informed about transportation plans and educated about transportation issues and the need for efforts to establish new directions for transportation in the future. In terms of information the public has a right to be kept fully informed about the transportation plans which can directly affect their lives, including major road and transit developments, truck routes, traffic operations measures and local community transportation improvements.

At a broader level, the initiatives in the Burnaby Transportation Plan represent a significant change in direction requiring the support of the community for their implementation. To effect changes in the transportation system will require changes in the individual's use of transportation especially with regard to alternative modes. Clearly an educated public is required to make informed choices about transportation which affect everyone.

POLICIES

Information

35. That the Municipality ensure that residents of Burnaby directly affected by arterial road improvements, major transit facilities, truck routes, traffic operations measures and community transportation plans are made aware of these plans on an ongoing basis.

Education

36. That the Municipality educate the public and foster public awareness of programs to promote alternative modes and reduce the environmental impacts of transportation.
U0p12.00h10.0v0s0b3T

