

TO: CITY MANAGER 1998 August 05

FROM: DIRECTOR PLANNING & BUILDING **OUR FILE:** 08.102.1

SUBJECT: BC TRANSPORTATION FINANCING AUTHORITY (BCTFA) HIGH OCCUPANCY VEHICLE PROGRAM: WILLINGDON HOV/BUS LANE PROJECT

PURPOSE: To request Council approval to cost share with the BC Transportation Financing Authority (BCTFA) a planning study of the Willingdon HOV/bus lane project.

RECOMMENDATION:

1. **THAT** a Capital Reserves Expenditure Bylaw in the amount of \$50,000 (inclusive of 7% GST) be brought down to finance the planning study for the Willingdon HOV/bus lane.
2. **THAT** copies of this report be forwarded to L. Holowachuck, Director, Highway Planning, BCTFA, W. Lambert, Director, Transportation Planning, BC Transit and D. Harvey, Director, Campus Development, BCIT.

REPORT

1.0 BACKGROUND

In April of this year, the BC Transportation Financing Authority (BCTFA) approached the City of Burnaby with a program to fund High Occupancy Vehicle (HOV) lanes on major roads throughout the Greater Vancouver Region. As part of a ten-year program, the BCTFA would cost share with municipalities the development of carpool lanes or bus lanes on provincial downloaded roads, on municipally uploaded roads in the proposed Major Roads Network (MRN) or on municipal roads not eligible for inclusion in the MRN. The BCTFA summarized their proposals in a consultant's report entitled "High Occupancy Vehicle Network Plan and Implementation Strategy," which Council considered on 1998 May 11. At that time Council was supportive of the proposal for a bus/HOV lane on Willingdon Avenue, but as Willingdon was a municipal road that

might be uploaded to the MRN, Council requested that the BCTFA finance the total cost of the planning studies, prior to GVTA inception in 1999 April, without cost sharing from the City of Burnaby.

However, as indicated in the *attached* correspondence (Attachment A) received by the City, the BCTFA has not responded positively to this proposal for the following reasons:

- the Province is already offering a significant financial incentive by agreeing to pay for 50% of the cost of HOV facilities on municipal roads;
- some financial contribution from the affected municipality is required as evidence of its commitment to the HOV project; and
- the BCTFA cannot make a special case for the City of Burnaby when other municipalities are currently cost sharing HOV Projects on municipal roads.

In view of this response and Council's positive view of this project, this report discusses an approach for the consideration of Council that would allow the planning studies for the Willingdon HOV/bus lane project to be advanced.

2.0 WILLINGDON HOV/BUS LANE

2.1 Project Description

The Willingdon HOV/Bus Lane project would involve conversion of the curb lane on Willingdon Avenue between Deer Lake Parkway/Sprott and Halifax Street in Brentwood to a designated lane during peak periods for high occupancy vehicles including buses and carpools. As insufficient buses are using the corridor at this time to warrant a dedicated bus only lane, it is likely that the proposed HOV lane could be initiated allowing a broader range of HOVs including vanpools and carpools. As transit service in the Willingdon corridor is improved with more frequent service and possibly larger capacity buses, the use of the lane by vanpools and carpools could be phased out. This project supports the objective of the Burnaby Transportation Plan to provide higher capacity, frequent transit service connecting designated town centres in Burnaby and will provide faster bus connections north/south between Metrotown, BCIT, Brentwood, Lougheed Rapid Transit line and a possible future new West Coast Express Station located at the foot of Penzance.

2.2 Proposed Planning Studies

In response to concerns expressed by BCIT with regard to the partial removal of on-street parking on Willingdon, staff have discussed with the Institute a phased program for implementation of the Willingdon bus lane, involving gradual removal of peak period on-street parking to accommodate the HOV lane as transit service is increased in the corridor. This proposed process may initially involve the removal of up to 20 spaces on the east side of Willingdon up to the BCIT main access driveway but is intended to reduce the need for on-street parking by gradually shifting private vehicle trips by BCIT students to transit.

To this end, the proposed planning studies are intended to define a preliminary design and identify the appropriate phasing for the bus/HOV lane prior to implementation, and would involve the following tasks:

- **demand analysis** - the usage of an HOV lane in the corridor relative to traffic volumes, vehicle types (cars, buses, trucks etc.) vehicle occupancy (number of persons), vehicle delay;
- **operations plan** - appropriate operation for the HOV lane relative to vehicle type (all HOVs, buses, vanpools), occupancy (2+, 3+), direction (peak direction only, both directions) period (peak periods, all day)
- **functional analysis** - how the HOV lane would function, including project length, parking removal, driveway access, signalization requirements, turning movements, bus stop locations etc;
- **benefits assessment** - travel time, safety, transit operating costs, transit ridership, transit reliability, transit revenue;
- **phasing** - initial HOV/bus lane operation, transitional operation and bus-only lane operation; and
- **preliminary design** - for each phase.

2.3 Project Funding

As the GVTA Board will not have an approved Major Roads Network (MRN) until next year there is no absolute certainty that Willingdon will be included in the MRN. It is therefore suggested that, for practical purposes, the Willingdon

HOV/bus lane should be considered an HOV project involving a municipal road which is not approved as a municipally uploaded road to the Major Roads Network. In this regard, the BCTFA-defined funding arrangements for HOV projects on municipal roads that are not part of the GVTA Major Roads Network specifies 50% BCTFA- 50% Municipality cost sharing.

In view of the availability of cost sharing from the BCTFA, the importance of the project to the City, and the opportunity to advance the necessary studies to bring this project to the implementation phase ahead of similar projects in other municipalities, it is recommended that the City of Burnaby agree to fund 50% of the maximum \$50,000 cost of the planning studies. This approach would permit the necessary planning studies to proceed in fiscal year 1998/99 and bring the project to an implementation phase in 1999 when, if Willingdon Avenue is accepted as part of the Major Roads Network, it would be eligible for funding from both the BCTFA and the GVTA.

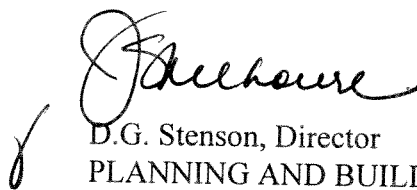
Sufficient Capital Reserves are available, however this project is not included under the 1998 Roads component of the 1998-2002 Capital Program. It is acknowledged that this project will exceed the Capital Spending Limit . As this project is cost-shared, Capital Reserves will be reimbursed upon completion of the project and the receipt of funds from the BCTFA.

It is recommended a Capital Reserves Expenditure Bylaw in the amount of \$50,000 (inclusive of 7% GST) be brought down to finance this project.

4.0 CONCLUSION

Council transportation policy, as embodied in the Burnaby Transportation Plan, supports the concept of HOV facilities. With regard to specific projects, the development of the Willingdon Transportation Corridor between Metrotown, Brentwood, the Hastings Street commercial area (and possibly further north to a future WCE station) as a major transit corridor and Urban Trail facility is a necessary component of the City's plans to link the growing town centres in Burnaby with high capacity transit service and improved bicycle/pedestrian facilities. Although the BCTFA has not responded positively to Burnaby's request to cover 100% of the estimated \$50,000 cost of the planning studies, it is recommended that Council consider funding 50% of the studies based on the rationale that Willingdon is currently a municipal road that is not part of the MRN and thus not eligible for GVTA funding. From this perspective, the opportunity to receive 50% cost sharing for the necessary planning studies to advance this HOV project to a point where

it could be implemented in 1999 with greater funding from the BCTFA and GVTA can be considered a worthwhile and cost-effective expenditure of City funds for an environmentally sound transportation future for Burnaby.


D.G. Stenson, Director
PLANNING AND BUILDING

Attachment
RG/sk

cc: Director Engineering
Director Finance

May 25, 1998

*BC Transportation
Financing Authority*

Bob Glover
Manager, Transportation
City of Burnaby
4949 Canada Way
Burnaby, B.C. V5G 1M2

Dear Mr. Glover:

I am writing to respond to our recent discussions regarding funding for the Traffic Impact and Assessment phase of projects proposed under the draft HOV Network Plan and Implementation Strategy for Greater Vancouver, and specifically the proposed Willingdon HOV/bus lane project.

As you are aware, the policy of the BCTFA with respect to funding for projects proposed under the draft HOV Network Plan and Implementation Strategy is as follows:

- for projects proposed on provincial facilities, the province will pay 100% of the project costs
- for projects proposed on municipal facilities, the province has offered to pay 50% of project costs, exclusive of property costs
- for proposed projects currently on municipal facilities that will be transferred to form part of the Major Roads Network (MRN), the province will cost share 50/50 with municipalities any work remaining in a particular phase (Traffic Impact and Assessment, Design and Engineering, or Construction) that is initiated prior to official start-up of the GVTA (expected to be April 1, 1999), and subsequent to that date cost-sharing will be 50/50 between the province and the GVTA/respective municipality (excluding property).
- for proposed projects currently on provincial facilities that will be transferred to the GVTA, the province will continue to fund 100% of any work that is initiated prior to April 1, 1999, and will fund work initiated after April 1, 1999 on a 50/50 basis with the GVTA (excluding property).

The report to Council on the draft HOV Network Plan and Implementation Strategy recommends, in part, that "The BC Transportation Financing Authority be requested to fund the cost of the planning studies for the Willingdon bus lane".

We regret to inform you that the province would be unable to respond positively to such a formal request for a number of reasons, including the following:

1. The province is of the view that it is already providing a significant incentive to municipalities and the GVTA to participate in the HOV Network Plan and Implementation Strategy for Greater Vancouver by offering to pay up to 50% of construction costs on facilities which the province does not own.
2. The province perceives a financial contribution from respective municipalities and/or the GVTA to these projects (that are supported by the municipality/GVTA) as a sign of their interest in and commitment to HOV/Transit Priority initiatives.
3. All municipalities who have been invited to participate in the HOV/Transit Priority initiative must be treated equally. If an exception were provided to the City of Burnaby whereby the province contributed 100% of the cost of the Traffic Impact Assessment Study, then the same opportunity would need to be provided to all other municipalities. This would not be acceptable to the province.

In closing, I would like to acknowledge the time, effort and support that Burnaby staff have shown for the HOV/Transit Priority initiative in general, and specifically the proposed bus/HOV lane facility on Willingdon. I look forward to working with you and others over the coming months to further the HOV/Transit Priority program.

Sincerely,

Lorne Holowachuk
Director, Transportation Planning

pc: Bill Lambert
Director, Planning
BC Transit

Robert D. Steele
Manager
Transportation Planning
BC Transportation Financing Authority

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