

TO: CITY MANAGER

2003 March 11

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: 08.404

SUBJECT: URBAN TRANSPORTATION SHOWCASE PROGRAM

PURPOSE: To recommend that Council approve in principle City of Burnaby participation in the Urban Transportation Showcase Program.

RECOMMENDATIONS:

1. **THAT** Council approve in principle participation in the Urban Transportation Showcase Program as outlined in Sections 3 and 4 of this report.
2. **THAT** staff be directed to submit a further report at the conclusion of the planning process outlining a detailed program and costs for Council consideration and approval.
3. **THAT** copies of this report be forwarded to S. Rees, TransLink; Ms. C. DeMarco, Greater Vancouver Regional District; and to the Transportation Committee of Council.

REPORT

1.0 INTRODUCTION

In 2001, the Federal Government invited municipalities to submit Expressions of Interest for the Urban Transportation Showcase Program (UTSP). As a Kyoto Accord initiative, the goal of the UTSP is to encourage Canadian municipalities to adopt more energy-efficient transportation and land use practices which promote air quality improvements and reductions in greenhouse gas emissions.

As a result of the submission of a successful Expression of Interest representing municipalities in the Region, Greater Vancouver has been selected as one of the fifteen urban areas to develop a formal UTSP proposal. Up to \$35 M would be available to share between the finalist urban areas in Canada whose proposals are selected. The UTSP Proposal from Greater Vancouver would be for approximately \$10 M in funding from the federal program of which TransLink and the participating region and municipalities would be expected to match for a total of \$30 M in Showcase projects.

The GVRD and TransLink, in conjunction with participating municipalities, are required to develop a proposal for submission to the Federal Government by 2003 May 16. To allow sufficient time for the proposal to be approved by both the GVRD and TransLink Boards and the various regional staff committees, a draft of the proposal must be completed by late March. Recognizing that there could be substantial benefits to the City of Burnaby from participation in the program, staff have been working with TransLink and the GVRD to identify potential projects of interest to the City.

This report advises Council of a potential role for the City of Burnaby in the UTSP. Due to the tight timeline for a City response, this report, with the consent of the Chair of the Transportation Committee, is being sent directly to Council rather than first coming before the Transportation Committee of Council.

2.0 URBAN TRANSPORTATION SHOWCASE PROGRAM

2.1 Projects

The Expression of Interest submitted by TransLink and the GVRD focused on the need to achieve an auto-restrained transit-oriented transportation system through policies that integrate transportation and land use, develop land use patterns that support transportation choice, develop effective transportation demand management techniques and improve the efficiency of goods movement. Seven showcase projects were identified in the Expression of Interest to demonstrate innovative approaches to achieve a sustainable region and to advance the objectives of the Federal Government in showcasing projects which would have measurable effects in reducing greenhouse gases and could be replicated elsewhere. These included the following:

- **TravelSmart Project** - a residence-based trip reduction program first developed in western Australia which seeks to develop individualized marketing approaches to encourage the use of alternative modes. This project would involve the use of telephone surveys to identify those households in a residential area interested in shifting travel behaviour and providing resources and support to those households.
- **U Pass Project** - the first Universal Transportation Pass program in Greater Vancouver will be initiated at SFU and UBC for 2003 September. By offering low-cost transit passes coupled with improved transit services and other transportation services for the consumer, U Pass has proven to deliver significant mode shifts to transit without significant cost to the service provider. However, as U Pass will have largely been implemented by the beginning of the showcase, it will not appear in the Showcase Proposal.

- the **Transit Villages** project involves developing measures to enhance accessibility and increase ridership to SkyTrain stations within urban areas. It can showcase a range of short term measures to boost transit demand from signing, lighting, sidewalks and bike routes to stations to medium term measures, such as parking bylaw changes and new bus routes.
- **Central Valley Greenway (CVG)** - the focus of this project is to capitalize not only on the inherent attractiveness of the Greenway as a pedestrian and bike route, but also its integration with the regional transit system and municipal bike and pedestrian routes. In addition, the CVG provides connections to the region's major town centre areas including Brentwood and Lougheed.
- **Transit Priority Measures** - this project seeks to improve transit speed and reliability through road design changes and the application of Intelligent Transportation Systems (ITS) technologies that give buses priority at traffic signals.
- **Hybrid Bus Demonstration** - this project seeks to assess the capabilities of hybrid buses which combine electric and diesel powered technologies to reduce the greenhouse gas and other emissions.
- **Goods Movement** - this project will be a strategic planning approach to facilitate the movement of goods in the Lower Mainland and improve local efficiency and competitiveness.

3.0 BURNABY ROLE IN THE UTSP

Of the seven projects identified in 2001, four are not of direct interest to Burnaby. The U-Pass Project is proceeding in advance of the UTSP and is no longer considered a Showcase Project. Of the remaining six projects, Transit Priority Measures, the Hybrid Bus Demonstration and Goods Movement are regional transportation projects largely planned and implemented by TransLink. The three Showcase Projects with significant opportunities for municipal participation are the TravelSmart, Transit Villages and the Central Valley Greenway. Recognizing these opportunities, staff have discussed with the GVRD/TransLink the following potential projects which could involve the City of Burnaby.

3.1 TravelSmart Project at Sperling/Burnaby Lake Station

The TravelSmart Project is founded on the perception that many people are locked into high levels of auto use because of inadequate information on the alternatives available or how to use them. Most people could change some journeys that they

currently make by auto and would use existing transit services if direct contact is made with them and they are provided with up-to-date information that is tailored to their individual situation. If a number of individuals switch to transit cycling or walking, a significant reduction in overall traffic levels can be achieved. The Perth Australia test case showed that personal (telephone) contact with residents of an area followed by the provision of useful information directly to the respondent led to an overall reduction of 14% in auto trips from an area and increases in walking (35%), cycling (61%) and transit use (17%). These results can translate into direct measurable reductions in greenhouse gases.

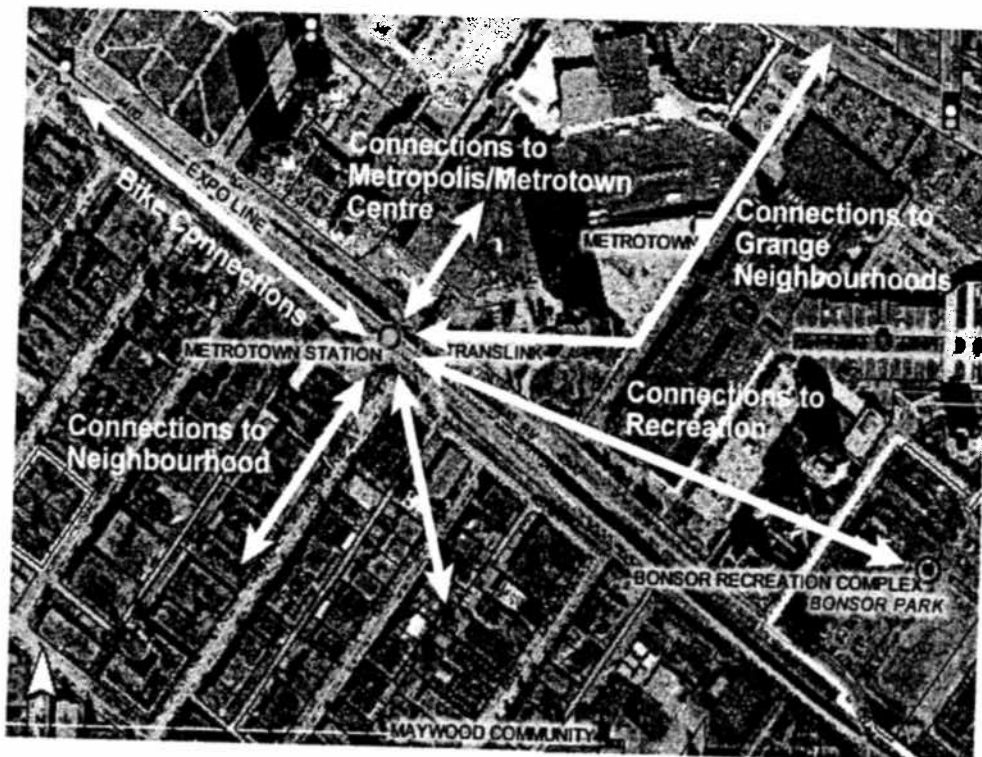
The single-family areas around Sperling SkyTrain station with convenient feeder transit services are proposed as a suburban context for the TravelSmart project. Originally developed as suburban, auto-oriented subdivisions, prior to 2002 September, these neighbourhoods had relatively poor access to transit operating along the Lougheed Highway and Sperling. However, with the opening of the Sperling SkyTrain station in the neighbourhood and the restructuring of bus routes in North Burnaby to support the stations, fast and efficient transit has been brought within convenient walking distance. This has created a dramatic increase in accessibility to and from these neighbourhoods and the rest of the Greater Vancouver region that can readily be taken advantage of. Enhanced opportunities for cyclists and pedestrians are also afforded by the recent provision of a marked bike lane on the Lougheed Highway and the proposed development of the Central Valley Greenway in close proximity to the Sperling station. The challenge in this context will be to develop approaches which would encourage existing residents living at relatively low suburban densities to use alternative modes. The Travel Smart project has achieved demonstrable success in this regard and if successful in Burnaby, can be applied to other single family areas in the City within the catchment area of rapid transit stations.

3.2 Metrotown Transit Village

The Transit Villages project involves developing and applying measures to enhance accessibility to SkyTrain stations. Metrotown is the most established of Burnaby's four town centres. It has had SkyTrain service since 1986, and the Metrotown station is one of the busiest in the system with eleven bus routes terminating there. Within walking distance of the station are residential uses ranging from single-family to high-rise with high employment spread across the retail, office, community, recreation, and tourism sectors. This is a well-developed town centre with high transit service and usage and a variety of routes available for cyclists and pedestrians, but there are a number of issues associated with current access to the Metrotown SkyTrain station.

The objective will be to review this area with the aim of increasing the desirability and accessibility of the pedestrian, bike, and transit modes. This will start with extensive tours through the area by each mode, to identify opportunities and barriers and will be supplemented by interviews of people travelling through the area for all trip purposes, by all modes, to identify the constraints that they perceive leading to a package of measures to be implemented and evaluated within the UTSP time frame. As a long term development plan is already in place, the focus of a “transit village” approach for Metrotown will be on short term and medium term measures. Connections into the SkyTrain station will be reviewed, additional opportunities will be identified for pedestrian and bicycle linkages through the area and recommendations made for improvements including bike routes, sidewalks, signage, lighting, street furniture, bike racks and lockers, etc. In the Metrotown area, the following specific issues and linkages for pedestrian/bike access to the SkyTrain station have been identified:

- access between Metropolis and Metrotown station
- access between the Metrotown station and the Maywood residential area
- east/west access for pedestrians and cyclists to/from Metrotown station
- access between the Metrotown station and the populous residential areas between Grange and Kingsway



Medium term measures may focus on the development of large-scale end-of-trip facilities, parking bylaws and design planning.

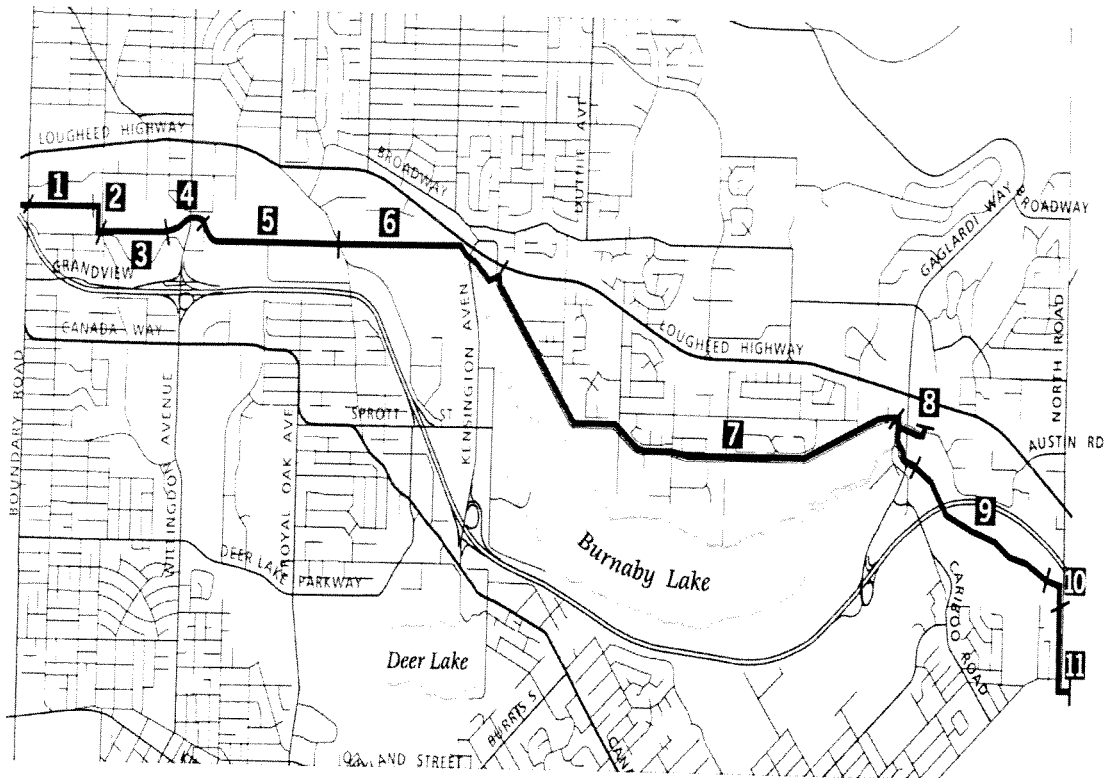
The intent of this initiative would be to accelerate the improvement of pedestrian and cycle linkages in the Metrotown area that otherwise would likely only be advanced through subsequent redevelopments in the area.

3.3 Central Valley Greenway Through Burnaby

The Central Valley Greenway (CVG) has been a goal for the City of Burnaby for the past quarter of a century. In its current proposed form, the Greenway is a regional project supported by Vancouver and New Westminster that would extend from False Creek in Vancouver to the Fraser River in New Westminster. The focus of this Showcase project, however, will be to capitalize not only on the inherent attractiveness of the CVG as a stand-alone bike and pedestrian route, but also its integration with the regional transit system and municipal bike and pedestrian routes and its connections to the region's major town centre areas including Brentwood and Lougheed. In Burnaby, it connects directly to six Cycle Roads (Boundary Road, Gilmore, Douglas, Holdom, Kensington, Cariboo), and five existing and future Urban Trails (Gilmore, Willingdon, Kensington, Burnaby Mountain, Robert Burnaby). In Burnaby, the Central Valley Greenway connects directly to two Millennium SkyTrain stations, Gilmore and Sperling, and indirectly to the Production/University Station. The development of the CVG provides an opportunity to showcase the potential to maximize bike and pedestrian usage through the provision of a route which is integrated within the fabric of the region's transit system and cycling routes, connecting to major town centres and the downtown core.

Burnaby's portion of the CVG as shown on the next page has been divided into 11 sections. Sections 1, 8 and 9 and 11 of the Central Valley Greenway have been or are being completed as parts of other projects.

As the largest portion of the Central Valley Greenway traverses Burnaby, the participation of the City is essential to the inclusion of the Greenway as part of the Showcase program. The opportunity presented by the Showcase program is the advancement of the CVG for substantial completion in two years at a third of the cost to the City instead of likely up to ten years at the full cost. Moreover, the integration of this bicycle/pedestrian facility with the Millennium SkyTrain line provides the opportunity for Burnaby to showcase innovation in integrating these alternative modes.



4.0 SHOWCASE PROCESS

Council approval in principle of the role for the City outlined in Section 3 will provide direction to TransLink and the GVRD to include in the Showcase Proposal the TravelSmart project in the low density neighbourhoods generally associated with the Sperling/Burnaby Lake station; the Metrotown Transit Village; and the Central Valley Greenway through Burnaby along with similar projects from other municipalities.

If the TransLink and GVRD Boards approve the Proposal in April/May, it will be forwarded to the Federal Government. It is expected that sometime in August/September, the Federal Government will notify the GVRD/TransLink whether the Proposal is approved in its entirety or in individual projects. Selected projects in the Proposal will proceed to the next stage - the planning process. From a staff and funding perspective, the Central Valley Greenway is viewed as the highest priority, with the Metrotown Transit Village as a backup project in case the CVG is not selected by the Federal Government for inclusion in the Showcase Program. The TravelSmart project, conducted by TransLink/GVRD in a number of municipalities, is not expected to require funding from the municipal partner.

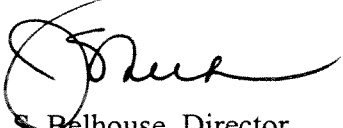
The planning/design process would be initiated in the Fall of 2003 to define the total scope of each project and the cost of the project for the individual partners. For the Burnaby section of the Central Valley Greenway, the capital costs, which would be 1/3 City responsibility, would be dependent on a number of factors including the design features, right-of-way acquisition, crossing treatments, etc. The Metrotown Transit Villages project, if it proceeds, could range from lower cost measures such as signage, lighting, bylaw or design changes to enhance access to the station to higher cost infrastructure components, such as pedestrian facilities, bike routes and SkyTrain station access improvements. At the conclusion of the planning process for each project, Council would have to give final approval for the scope and proposed budget requirements before the project could proceed to implementation.

If approved, the Capital Budget review process would have to consider allocation of funding for implementation in 2004 and 2005.

5.0 CONCLUSION

The Urban Transportation Showcase Program presents significant opportunities for Burnaby to receive funding from both the Federal Government and TransLink for the many transit, cycling and pedestrian infrastructure projects which the City would likely be undertaking over the next few years to achieve the objectives of the Burnaby Transportation Plan to promote the use of alternative modes of transportation. The purpose of this report is to inform Council of the UTSP and outline some of the Showcase projects in which the City could partner with other governments and agencies to support the Kyoto Protocol and to advance the provision of the infrastructure for alternative modes in Burnaby necessary to reduce greenhouse gas emissions. The Program will raise the profile of Burnaby as a city which is taking innovative directions to address environmental and livability issues.

The Showcase Program provides opportunities to construct the Central Valley Greenway over an accelerated two year period with 2/3 cost sharing from TransLink and the Federal Government. Metrotown Transit Village will be available as a backup project. Council approval in principle at this stage would give authority for TransLink to include the Burnaby section of the CVG and the Burnaby sites for the TravelSmart and Transit Villages projects, along with those sites put forward by other municipalities. Federal government approval of these projects as components of the Showcase would initiate the planning process to define the scope of each project and the costs for Council's future consideration.


J. S. Belhouse, Director
PLANNING AND BUILDING

RG/jc

cc: Director Engineering
Director Finance
Director Parks, Recreation and Cultural Services