

**TRANSPORTATION COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: NEW WESTMINSTER DRAFT MASTER TRANSPORTATION PLAN**

**RECOMMENDATIONS:**

1. THAT Council authorize staff to request that New Westminster engage in a detailed review of the various cycling, truck route, and road classification issues arising from New Westminster's draft *Master Transportation Plan*, as outlined in this report.
2. THAT a copy of this report be forwarded to the City Clerk, City of New Westminster, 511 Royal Avenue, New Westminster, BC, V3L 1H9.

**REPORT**

The Transportation Committee, at its meeting held on 2014 September 10, received and adopted the *attached* report providing comments to the City of New Westminster on their draft *Master Transportation Plan*.

Respectfully submitted,

Councillor N. Volkow  
Chair

Councillor S. Dhaliwal  
Vice Chair

Councillor R. Chang  
Member

Copied to:	City Manager Director Planning and Building Director Engineering
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**TO:** CHAIR AND MEMBERS  
TRANSPORTATION COMMITTEE

**DATE:** 2014 September 4

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 2145 20  
*Reference: Transportation Plans –  
Various Municipalities*

**SUBJECT:** NEW WESTMINSTER DRAFT MASTER TRANSPORTATION PLAN

**PURPOSE:** To provide comments to the City of New Westminster on their draft *Master Transportation Plan*.

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**RECOMMENDATION:**

1. **THAT** the Committee recommend that Council:
  - a. Authorize staff to request that New Westminster engage in a detailed review of the various cycling, truck route, and road classification issues arising from New Westminster's draft *Master Transportation Plan*, as outlined in this report.
  - b. Forward a copy of this report to the City Clerk, City of New Westminster, 511 Royal Avenue, New Westminster, BC, V3L 1H9.

**REPORT****1.0 INTRODUCTION**

In 2011, the City of New Westminster initiated a process to update their *Master Transportation Plan*. In the past three years, they have completed technical analyses and four rounds of consultation with the public and selected stakeholders.

The City of New Westminster has now sent a completed draft *Master Transportation Plan* to Burnaby staff for comment. That document, received on 2014 August 5, represents the first time that Burnaby has been invited to participate in the process and provide comment. New Westminster staff have advised that they intend to present the draft *Master Transportation Plan* to their Council for adoption on 2014 September 15, and that comments could only be accepted until August 29.

Burnaby staff have advised their New Westminster counterparts that the time period for receiving input is insufficient, given the time needed for staff to review the document and report

to Committee and Council. The deadline has not been changed, and it is thus anticipated that our comments will be received after the *Plan* has been adopted by New Westminster Council. This report nonetheless presents Burnaby's comments on the *Plan*, proposes follow-up actions, and may serve to initiate future *Plan* amendments by New Westminster.

## 2.0 OVERVIEW OF THE DRAFT *PLAN*

The draft *Plan* has much to commend it. The draft vision statement is:

*New Westminster's multi-modal transportation system will support the development of a compact, sustainable and resilient community, maintaining the city's role as an important historic centre and economic hub within the region, while ensuring that New Westminster's diverse neighbourhoods are healthy, active, livable and vibrant.*

The draft *Plan* identifies six goals and a series of related objectives. The goals are:

- **Goal 1: Mobility and Access:** To provide residents, employees and visitors with convenient access to their needs.
- **Goal 2: Health and Safety:** To support and promote a healthy and safe community.
- **Goal 3: Social Diversity:** To support the diverse social needs of the city.
- **Goal 4: Sense of Place and Social Cohesion:** To create high quality streets and places that provide a strong sense of place and strengthen social connections.
- **Goal 5: Land Use and Transportation Integration:** To direct density and growth to compact, attractive, neighbourhoods, with a mixture of housing types and commercial areas that support transit, walking and cycling.
- **Goal 6: Sustainable Transportation System:** To manage the impacts of the transportation system.

The *Plan* defines a transportation hierarchy of modes to help identify priorities and resolve trade-offs. From highest to lowest, these are: pedestrians, bicycles, transit, commercial vehicles, and cars.

The *Plan* identifies four targets:

- **Target 1: Increase Sustainable Transportation:** Achieve 50% mode share for sustainable modes (walking, cycling, and transit) by 2031, and 60% by 2041.
- **Target 2: No Additional Increase in Regional Through Traffic:** This is in reference to car and truck trips.

- **Target 3: Reduce Distance Driven:** Reduce car trip lengths by one-third, from about 10 km to about 6.5 km per person per day, by 2041.
- **Target 4: Increase Safety:** No traffic-related fatalities or injuries in most years.

In support of the above goals, objectives, and targets, the *Plan* identifies about 35 policies and 140 actions. These, and accompanying network maps, provide the specifics of New Westminster’s approach to transportation.

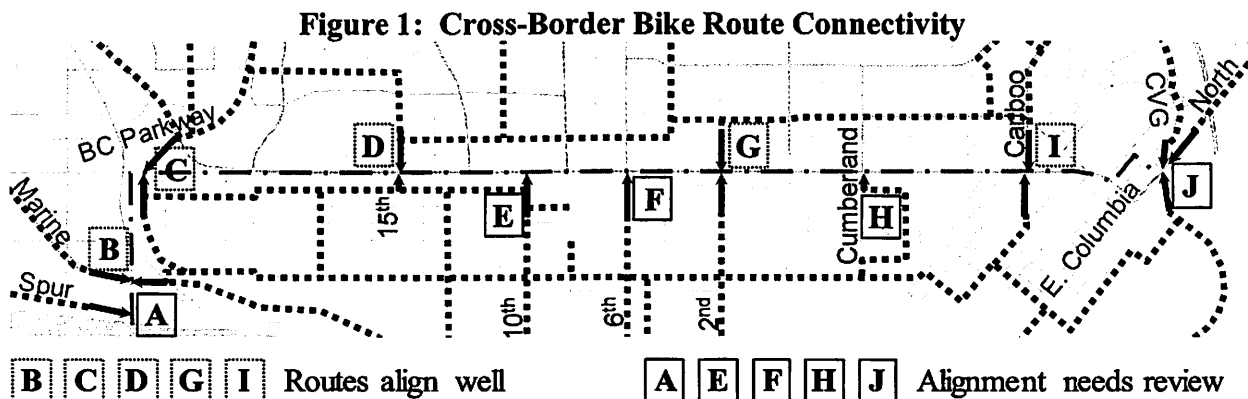
The *Plan* concludes by identifying those actions that will be prioritized in the first five years, and specific metrics (e.g., collisions per year, walking mode share for work trips) that will be used over time to monitor the *Plan’s* implementation.

### 3.0 COMMENTARY ON THE DRAFT PLAN

The broad directions of the draft *Plan* are generally supportable. This report focuses on issues of cross-border coordination and proposed actions by New Westminster that may have implications for Burnaby. Staff are recommending that New Westminster be requested to engage in a detailed review of various cycling, truck route, and road classification issues, as described below.

#### 3.1 Cycling

The New Westminster draft *Master Transportation Plan* notes the importance of developing “a seamless bicycle network across municipal boundaries”. However, the draft *Plan* proposes some routes that do not connect to Burnaby’s cycling routes, as well as leaving some Burnaby routes with no connection on the New Westminster side. *Figure 1* shows the ultimate cycling networks envisioned by the Burnaby and New Westminster *Transportation Plans*. The figure identifies ten locations, labelled A through J, where one city or the other has an existing or proposed bike route. The routes are a mix of multi-use trails, bike lanes, and bikeways on local streets. The figure shows that reasonable cross-border connectivity is provided at locations B, C, D, G, and I. However, there is potential for setting a planning context for future improvements at locations A, E, F, H, and J.



It is proposed that staff from both municipalities should review these cross-border connections in detail to develop joint recommendations on how to improve cycling connectivity between the two cities, for future consideration.

### 3.2 Trucks

One of the *Plan's* objectives (under Goal 6) is to, "Work with other agencies to encourage alternative modes of goods movement, including water and rail, and to develop alternative corridors outside of the city for the movement of goods not destined to the city." The draft *Plan* proposes to remove regional truck traffic from some of New Westminster's streets, stating that such traffic is "not compatible with the City's aspirations."

In the short term, the *Plan* proposes to pursue TransLink approval to delete parts of Royal Avenue, 8<sup>th</sup> Avenue, East Columbia Street, and Ewen Avenue from New Westminster's truck route network. *Figure 2* is reproduced from the draft *Plan* and shows the proposed short-term changes.

These changes would make it more circuitous to drive a truck through New Westminster, and would likely result in some trucks altering their routes to travel through adjacent municipalities. An increase of truck trips on non-truck-route streets is also likely, as designated routes are deleted.

In the longer term, the *Plan* proposes the removal of several other streets from the truck network, including Front Street. This would leave 10<sup>th</sup> Avenue as the designated east-west<sup>1</sup> truck route across the central part of New Westminster.

It should be noted that there are no north-south truck routes linking the west end of 10<sup>th</sup> Avenue to Stewardson Way. The removal of Front Street from the truck network would thus have the effect of greatly reducing any regional truck trips on New Westminster routes, and even making it impossible to complete some *local* truck trips within New Westminster. That is, some local trucks would have to exit New Westminster and then re-enter it. For example, a trip between the Brunette and Queensborough industrial areas would have to detour through the Market Crossing area of Burnaby.

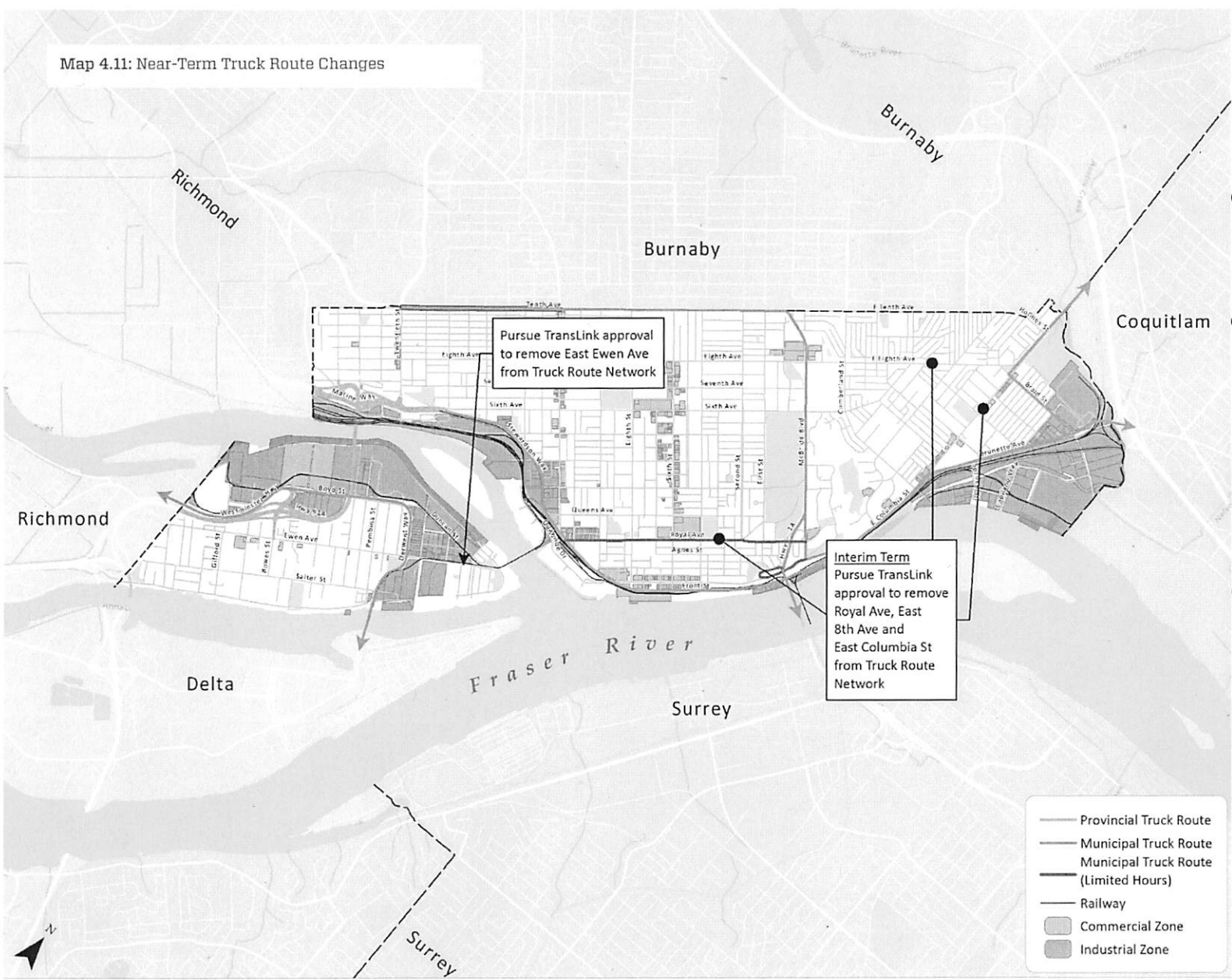
The *Plan* further proposes an alternative of a truck tunnel running for three kilometres beneath much of New Westminster (which the *Plan* shows conceptually on about the alignment of 3<sup>rd</sup> Avenue).

TransLink's enabling legislation specifies that a municipality cannot prohibit the movement of trucks on any road without TransLink approval. New Westminster has already sought such approval for the four short-term truck route deletions. The requests to delete parts of Royal Avenue, 8<sup>th</sup> Avenue, and East Columbia Street were denied by TransLink on the basis that the impacts on the movement of goods would be too great. The request to delete Ewen Avenue, which has fewer impacts, is the subject of further review by TransLink.

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<sup>1</sup> For simplicity, this report refers to the Avenues as running east-west rather than northeast-southwest.

**Figure 2: Proposed Truck Route Changes in the Short Term**

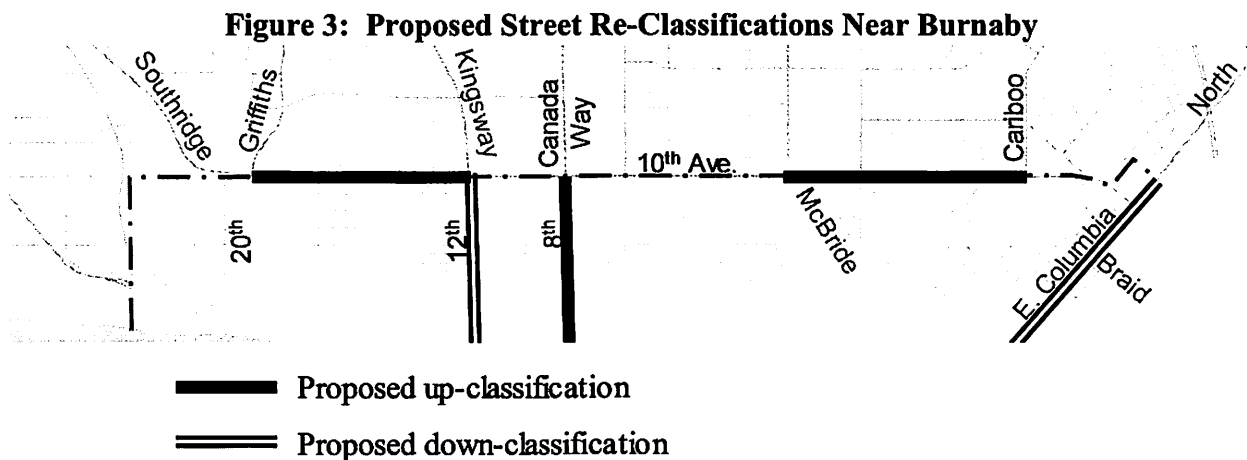


Source: City of New Westminster draft Master Transportation Plan

Given the implications to Burnaby of the truck route deletions proposed in the draft *Plan*, staff would propose to pursue discussion with New Westminster staff towards development of a truck route network proposal that would be mutually supportable by both cities.

### 3.3 Cars

The draft *Plan* proposes the reclassification (either up or down) of several street segments when compared with the previous (1998) *Plan*. Those in the vicinity of the Burnaby-New Westminster border area are shown in *Figure 3*.



The following up-classifications are proposed:

- **10<sup>th</sup> Avenue (Griffiths – Kingsway):** up-classified to form part of the Major Road Network (MRN). This is supportable, since 10<sup>th</sup> Avenue to the east and Southridge Drive to the west are both part of the MRN with similar classifications. However, the *Plan* does not specify whether this reclassification would be accompanied by any physical changes to the street. 10<sup>th</sup> Avenue has four lanes to the east and west, but only two lanes in this section. Most MRN roads in the region have four lanes (excluding some rural segments), and all Arterial – Primary roads (as this is classified in Burnaby) have four or more lanes with appropriate facilities for turning movements at key intersections. It is proposed that staff consult with New Westminster in detail with regard to a concept plan for this section of 10<sup>th</sup> Avenue.
- **10<sup>th</sup> Avenue (McBride – Cariboo):** from Local Road to City Collector. This is consistent with Burnaby's classification of this segment of 10<sup>th</sup> Avenue.
- **8<sup>th</sup> Street:** from Local Road to City Collector. This becomes Canada Way in Burnaby, and the reclassification brings the two streets closer to a common standard.

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From: Director Planning and Building  
Re: New Westminster Draft Master Transportation Plan  
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The following down-classifications are proposed:

- **12<sup>th</sup> Street:** from Arterial to City Collector. This is consistent with the current condition of this street, and would indicate that the street would not be widened to four lanes in the future. This is consistent with the expectations of both cities with regard to managing neighbourhood traffic.
- **East Columbia Street (Brunette – city border):** from Arterial to City Collector. The section south of Braid Street is currently built to this two-lane standard, whereas the section to the north currently has four lanes. Staff would consult with New Westminster as to any proposed changes to the existing number of road lanes for cars and bus service that might arise from this reclassification, and its consistency with the balance of North Road in Burnaby.

#### 4.0 CONCLUSION

This report provides an overview of the draft *Master Transportation Plan* prepared by the City of New Westminster. It is recommended that Council:

- a. Authorize staff to request that New Westminster engage in a detailed review of the various cycling, truck route, and road classification issues arising from New Westminster's draft *Master Transportation Plan*, as outlined in this report.
- b. Forward a copy of this report to the City Clerk, City of New Westminster, 511 Royal Avenue, New Westminster, BC, V3L 1H9.

Upon conclusion of discussions with New Westminster, staff would prepare a further report on any arising directions and recommendations for the consideration of the Committee and Council.

  
Lou Pelletier, Director  
PLANNING AND BUILDING

SR/sla/sa

cc: City Manager  
Director Engineering