



## PLANNING AND DEVELOPMENT COMMITTEE

### NOTICE OF OPEN MEETING

**DATE:** THURSDAY, 2019 FEBRUARY 28

**TIME:** 4:00 p.m.

**PLACE:** Council Committee Room, City Hall

### **A G E N D A**

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6. **NEW BUSINESS**

7. **INQUIRIES**

8. **CLOSED**

Public excluded according to Sections 90 and 92 of the Community Charter.

9. **ADJOURNMENT**



## **PLANNING AND DEVELOPMENT COMMITTEE**

### **Minutes**

An Open meeting of the Planning and Development Committee was held in the Council Committee Room, City Hall, 4949 Canada Way, Burnaby, B.C. on **Tuesday, 2019 January 29** at 4:00 p.m.

#### **1. CALL TO ORDER**

PRESENT: Councillor Pietro Calendino, Chair  
 Councillor Sav Dhaliwal, Vice Chair  
 Councillor Joe Keithley, Member  
 Councillor Paul McDonell, Member (*arrived at 4:12 p.m.*)  
 Councillor James Wang, Member (*arrived at 4:49 p.m.*)  
 His Worship, Mayor Mike Hurley, Ex-Officio Member (*arrived at 4:42 p.m.*)

STAFF: Mr. Ed Kozak, Deputy Director Planning and Building  
 Ms. Lee-Ann Garnett, Asst. Director – Long Range Planning  
 Mr. Doug Louie, Asst. Director Engineering Transportation Services  
 Mr. John Cusano, Asst. Director Civic Building Projects  
 Mr. Tim Van Driel, Manager Civic Building Projects  
 Mr. Johannes Schumann, Senior Current Planner  
 Ms. Lily Ford, Planner 2 – Housing  
 Ms. Elaine Wong, Executive Assistant to the Mayor  
 Ms. Monica Macdonald, Administrative Officer

The Chair called the Open Committee meeting to order at 4:05 p.m.

The Chair acknowledged the unceded, traditional, and ancestral lands of the hə́ŋqəmiṇə́m and sk̓wxwú7mesh speaking people, and extended appreciation for the opportunity to hold a meeting on this shared Coast Salish territory.

#### **2. MINUTES**

##### **A) Minutes of the Planning and Development Committee Open meeting held on 2019 January 14**

MOVED BY COUNCILLOR DHALIWAL  
SECONDED BY COUNCILLOR KEITHLEY

THAT the minutes of the Planning and Development Committee Open meeting held on 2019 January 14 be adopted.

- amended

MOVED BY COUNCILLOR DHALIWAL  
SECONDED BY COUNCILLOR KEITHLEY

THAT item 4B), paragraph 3 of the Minutes of the Planning and Development Committee Open meeting held on 2019 January 14 be **AMENDED** to replace point 2) with “every household is sent a letter regarding secondary suites billing”.

CARRIED UNANIMOUSLY

MOVED BY COUNCILLOR DHALIWAL  
SECONDED BY COUNCILLOR KEITHLEY

THAT the minutes of the Planning and Development Committee Open meeting held on 2019 January 14 be adopted, **AS AMENDED**.

CARRIED UNANIMOUSLY

### 3. DELEGATIONS

MOVED BY COUNCILLOR DHALIWAL  
SECONDED BY COUNCILLOR KEITHLEY

THAT the delegations be heard.

CARRIED UNANIMOUSLY

**A) Paramjit Dhadha**  
**Re: Bylaw Changes - Digital Billboards**  
**Speaker: Paramjit Dhadha**

**Mr. Paramjit Dhadha** appeared before the Committee and provided an overview of a business proposal to install digital billboards in Burnaby.

*\*Councillor McDonell arrived at 4:12 p.m.\**

Mr. Dhadha presented a video to illustrate how digital billboards could be used in an urban setting.

The speaker advised that other Metro Vancouver cities are allowing digital billboards, and noted the following benefits:

- promotion of local business;
- public notice board may be used for emergency and disaster alerts;
- reduction of garbage (less paper banners);
- revenue source for the City; and,
- job creation.

The Committee advised that the City's policy prohibits billboards and thanked the delegation for the presentation.



**B) Gordon Berndt**  
**Re: Laurel Street Works Yard Redevelopment**  
**Speaker: Gordon Berndt**

**Mr. Gordon Berndt** appeared before the Committee expressing concern regarding the construction and redevelopment of the new Laurel Street Works Yard facility.

*\*His Worship, Mayor Hurley arrived at 4:42 p.m.\**

Mr. Berndt advised that the project has resulted in a number of negative outcomes which have affected his and his neighbours' quality of life, and noted the following concerns:

- property depreciation;
- the installation of a huge concrete barrier which has reduced the natural light and eliminated the view to the north;
- heavy trucks idling;
- truck traffic and route used, and neighbourhood safety;
- Noise Bylaw violations;
- dust;
- location of the Stores warehouse across from his home, and Paint Shop directly behind residences (with constant fan noise and fumes);
- no on-site supervision; and,
- lack of meaningful consultation.

*\*Councillor Wang arrived at 4:49 p.m.\**

Mr. Berndt concluded by complimenting the City on the landscaping of the site.

Staff provided an update on actions taken to address Mr. Berndt's concerns, and presented information on future work planned at the site.

Arising from discussion, the Committee requested staff mitigate as many of the delegation's concerns as possible. Further, the Committee requested a meeting with the residents to provide more information on the construction project.

**C) Diane Gillis**  
**Re: Secondary Suites in Two-Family Dwellings & Laneway Homes**  
**Speaker: Diane Gillis**

**Ms. Diane Gillis** appeared before the Committee expressing support for the City's efforts to increase affordable rental stock, and providing information regarding the impact of densification in her neighbourhood.

Ms. Gillis raised the following concerns:

- unauthorized suites;
- flooding after rain storms, only one drain in the alley;
- backyards are being paved, parking in alley and on both sides of the street making car passing difficult;
- increase in traffic and drivers taking shortcuts through neighbourhood;
- ability of children to attend local school;
- not enough sound barriers; and,
- insufficient amount of park space.

The delegation inquired whether the neighbourhood amenities and infrastructure can support increasing densification in the area.

Staff advised that as part of the policy development process, the needs of the residents including infrastructure upgrades, park space, and access to schools, will be taken into account when reviewing bylaw requirements and amending the Official Community Plan. Further, the City is in Phase 2 of updating its Transportation Plan and is seeking public input.

#### 4. **CORRESPONDENCE**

MOVED BY COUNCILLOR DHALIWAL  
SECONDED BY COUNCILLOR WANG

THAT the correspondence be received.

CARRIED UNANIMOUSLY

#### **A) Correspondence from Alice Weng** **Re: Support for Enlarging Basements and Laneway Homes**

Correspondence was received from Ms. Alice Weng in support of enlarging basements and allowing laneway homes. Ms. Weng stated that property prices are very expensive in the City and encouraged consideration of these proposals to make home ownership more affordable and increase the number of available rental units.

#### 5. **NEW BUSINESS**

##### **Councillor Dhaliwal – Short Term Rental**

Councillor Dhaliwal inquired regarding the operation of short term rental and Airbnb in Burnaby.

Arising from discussion, the following motion was introduced:

MOVED BY COUNCILLOR DHALIWAL  
SECONDED BY MAYOR HURLEY

THAT staff prepare a report to bring forward a bylaw to regulate short term rental use in Burnaby.

CARRIED UNANIMOUSLY

Arising from further discussion, the Committee requested the report include information regarding the experiences of Vancouver and other cities.

**6. INQUIRIES**

No inquiries were brought before the Committee at this time.

**7. CLOSED**

Public excluded according to Sections 90 and 92 of the Community Charter.

MOVED BY COUNCILLOR MCDONELL  
SECONDED BY MAYOR HURLEY

THAT the Open Committee meeting do now recess.

CARRIED UNANIMOUSLY

The Open Committee meeting recessed at 5:27 p.m.

MOVED BY COUNCILLOR MCDONELL  
SECONDED BY COUNCILLOR DHALIWAL

THAT the Open Committee meeting do now reconvene.

CARRIED UNANIMOUSLY

The Open Committee meeting reconvened at 5:55 p.m.

8. **ADJOURNMENT**

MOVED BY COUNCILLOR MCDONELL  
SECONDED BY COUNCILLOR DHALIWAL

THAT this Open Committee meeting do now adjourn.

CARRIED UNANIMOUSLY

The Open Committee meeting adjourned at 5:55 p.m.

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Monica Macdonald  
ADMINISTRATIVE OFFICER

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Councillor Pietro Calendino  
CHAIR

Jan 17, 2019

City Clerk Office  
City of Burnaby  
Burnaby, BC

Dear Sir/Madam

This is to request to appear as a delegation before the next available Planning and Development Committee, regarding redevelopment of properties on 5486-5580 Marine Drive, Burnaby. The following persons would address the committee, briefly regarding the development.

- Mr. Alok Kansal, Business owner, [REDACTED]
- Mr. John O'Sullivan, [REDACTED]

We appeared as a delegation on June 26, 2018, and our request was denied by the planning department. We have now a different proposition as an affordable rental project instead of market condos for the same site.

Please confirm the date and time of the meeting. Should you require any further information, please contact the sender of this email.

Best Regards,

Onkar Sharma

[REDACTED]

[REDACTED]

Section 2 Council Correspondence 2019.02.07



Board and Information Services  
Tel. 604 432-6250 Fax 604 451-6686

File: CR-12-01  
Ref: RD 2019 Jan 25

JAN 28 2019

Kate O'Connell, City Clerk  
City of Burnaby  
4949 Canada Way  
Burnaby, BC V5G 1M2  
VIA EMAIL: kate.oconnell@burnaby.ca

Dear Ms. O'Connell:

**Re: City of Burnaby's Regional Context Statement - 5 Year Review**

At its January 25, 2019 regular meeting, the Board of Directors of Metro Vancouver Regional District (Metro Vancouver) adopted the following resolution:

*That the MVRD Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.*

Sincerely,

Chris Pagnol  
Corporate Officer

CP/mp

cc: Neal Carley, General Manager, Planning and Environment  
Heather McNell, Director, Regional Planning & Elector Area Services, Planning and Environment

Encl: Report dated December 21, 2018, titled "City of Burnaby's Regional Context Statement – 5 Year Review" (Doc #27968005)

Referred to:  
Planning and Development Committee (2019.02.26)

Copied to:  
City Manager, Dir. Corporate Services, Dir. Planning and Building, City Solicitor  
28314014




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To: Regional Planning Committee

From: Sean Tynan, Regional Planner, Regional Planning

Date: December 21, 2018 Meeting Date: January 11, 2019

Subject: City of Burnaby's Regional Context Statement – 5 Year Review

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#### RECOMMENDATION

That the MVRD Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.

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#### PURPOSE

To seek MVRD Board acceptance of the City of Burnaby's 2013 Regional Context Statement as requested in the City of Burnaby's letter dated November 20, 2018.

#### BACKGROUND

Metro Vancouver received a letter from the City of Burnaby dated November 20, 2018 requesting continued acceptance of its 2013 Regional Context Statement (Attachment 1). *Local Government Act* Section 448 (2) notes that the Board must respond by resolution within 120 days after receipt indicating whether or not it accepts the regional context statement. If the Board fails to respond within this period of time, the Regional Context Statement is deemed to be accepted.

This report brings forward the City of Burnaby's request for acceptance of its 2013 Regional Context Statement for consideration by the Regional Planning Committee and MVRD Board.

#### REGIONAL CONTEXT STATEMENT REQUIREMENTS UNDER THE LOCAL GOVERNMENT ACT

Section 446 of the *Local Government Act* requires that each member jurisdiction submit a regional context statement that identifies the relationship between the municipality's Official Community Plan (OCP) and the relevant regional growth strategy, and how the OCP is, or will be made, consistent with the regional growth strategy over time. When the MVRD Board considers acceptance of a regional context statement, it is expected that it be "generally consistent" with the goals, strategies, actions, and parcel-based regional land use designations in *Metro Vancouver 2040: Shaping our Future* (Metro 2040), the regional growth strategy.

*Local Government Act* Section 448 (1) (c) requires that municipalities review their Regional Context Statement at least once every five years after its latest acceptance by the Board and, if no amendment is proposed, to submit the regional context statement to the Board for its continued acceptance. The five-year review provides an opportunity for the member jurisdiction to consider if any changes have occurred to its OCP that would trigger an amendment to the Regional Context Statement.

#### **BURNABY REGIONAL CONTEXT STATEMENT AND *METRO 2040* ALIGNMENT**

In 2013, the City of Burnaby submitted its Regional Context Statement to Metro Vancouver, and it was accepted by the MVRD Board on November 15, 2013. The November 15, 2013 staff report stated that a number of items should be addressed in the Regional Context Statement at the next available opportunity. These included items included:

- consider adjusting municipal growth projections;
- include a clear definition and policies to exclude non-residential major trip generating uses from General Urban areas outside of Urban Centres and Frequent Transit Development Areas;
- reference detailed policies to direct office development to Urban Centres; and
- commit to developing a Housing Action Plan.

Additional detail on the 2013 comments provided by Metro Vancouver staff to the City of Burnaby are included in Attachment 2. Since 2013, Metro Vancouver has worked closely with member jurisdictions to update *Metro 2040's* growth projections to align with accepted Regional Context Statements; therefore, the first item identified above has been sufficiently addressed. The other three items remain outstanding and should be addressed at the next available opportunity.

The request for continued acceptance of the 2013 Regional Context Statement is based on a City of Burnaby staff assessment and Council resolution that the Regional Context Statement is current and accurately identifies the relationship between Burnaby's OCP and *Metro 2040*. City of Burnaby staff note that the City will be embarking on an update to its OCP beginning in 2019, a process that would necessitate an updated Regional Context Statement.

The City of Burnaby's letter and staff report further indicate several plans and programs that demonstrate progress towards the goals and aspirations of *Metro 2040*, the City's OCP and the 2013 Regional Context Statement. These include:

- completion of the City's Environmental Sustainability Strategy and Community Energy and Emissions Plan;
- completion of the Metrotown Downtown Plan;
- completed master plans to support growth in Brentwood, Lougheed and Edmonds Municipal Town Centres;
- development of a Secondary Suite Program and City Lands Program for non-market housing; and
- significant progress towards an update to the Transportation Plan.

The City's Regional Context Statement should be updated to reflect the status and outcomes of these plans and policies. In addition, an update to the Regional Context Statement provides an opportunity to identify Frequent Transit Development Areas as a means to align local aspirations for growth with *Metro 2040* and to better describe the spatial distribution of anticipated growth to support Metro Vancouver's utility demand planning and service provision.



While there are several potential updates that would improve alignment between the City of Burnaby's Regional Context Statement and *Metro 2040*, it may be inefficient to require these updates now when a substantive OCP update is planned to begin in 2019. Therefore, staff recommend Alternative 1.

#### ALTERNATIVES

1. That the MVRD Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.
2. That the MVRD Board decline to accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018 and request that the City of Burnaby update its Regional Context Statement to address the outstanding items noted in the report dated December 28, 2018, titled "City of Burnaby Regional Context Statement – Five Year Review".

#### FINANCIAL IMPLICATIONS

If the Board chooses Alternative 1, there are no financial implications. The City of Burnaby will be notified of the Regional Context Statement acceptance and staff will work with City of Burnaby staff on an updated Regional Context Statement aligned with its planned OCP update.

If the Board chooses Alternative 2, to decline to accept the regional context statement, a dispute resolution process may occur, as prescribed in the *Local Government Act*. The cost for this dispute resolution is prescribed based on the proportion of assessed land values; Metro Vancouver would be responsible for most of the associated costs.

#### SUMMARY / CONCLUSION

The City of Burnaby has requested continued acceptance of its 2013 Regional Context Statement. In accordance with the provisions of the *Local Government Act*, each member jurisdiction's regional context statement must be reviewed at least every five years, giving the local government an opportunity to consider whether any recent municipal planning studies or changes to its OCP trigger changes to its regional context statement. The City's 2013 Regional Context Statement remains generally consistent with the goals, strategies and actions in *Metro 2040*. While there are several potential updates that would improve alignment between the City's Regional Context Statement and *Metro 2040*, it may be inefficient to require these updates when a substantive OCP update is planned for 2019. Staff therefore recommend continued acceptance of the City of Burnaby's Regional Context Statement, acknowledging the City's intent to update its RCS in concert with the intended OCP update.

#### Attachments (Orbit Doc # 27767417)

1. Correspondence dated November 20, 2018 from the City of Burnaby re: City of Burnaby Regional Context Statement – Five Year Review
2. Staff report titled "Consideration of the City of Burnaby's Regional Context Statement", dated October 22, 2013

Reference: 2013 City of Burnaby Regional Context Statement

27968005

## ATTACHMENT 1



CITY OF BURNABY  
OFFICE OF THE MAYOR  
MIKE HURLEY  
MAYOR

2018 November 20

FILE: 2410-20

Councillor Sav Dhaliwal, Chair  
Metro Vancouver Board  
Metrotower III, 4730 Kingsway  
Burnaby, BC V5H 0C6

Dear Councillor Dhaliwal:

**Subject: Burnaby Regional Context Statement – Five Year Review**

Burnaby City Council, at its Open Council meeting held on 2018 November 19, received the above noted report from the Planning and Development Committee reviewing the City's Regional Context Statement and recommending application to the Metro Vancouver Board of Directors for continued acceptance. The following recommendation was adopted:

1. THAT the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

As directed by Council, a copy of the staff report is enclosed for your information.

Yours truly,

Mike Hurley  
MAYOR



Meeting 2018 November 19

COUNCIL REPORT

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: BURNABY REGIONAL CONTEXT STATEMENT – FIVE YEAR REVIEW**

**RECOMMENDATION:**

1. THAT the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

**REPORT**

The Planning and Development Committee, at its meeting held on 2018 October 30, received and adopted the attached report reviewing Burnaby's Regional Context Statement and recommending application to the Metro Vancouver Board of Directors for continued acceptance.

Respectfully submitted,

Councillor C. Jordan  
Chair

Councillor D. Johnston  
Vice Chair

Copied to: City Manager Director Planning and Building City Solicitor
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Item .....
Meeting ..... 2018 Oct 30

## COMMITTEE REPORT

TO: CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2018 October 25

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 70500 01  
Reference: OCP

SUBJECT: BURNABY REGIONAL CONTEXT STATEMENT – FIVE YEAR REVIEW

PURPOSE: To review Burnaby's Regional Context Statement and recommend continued acceptance to the Metro Vancouver Board of Directors.

### RECOMMENDATION:

1. **THAT** the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

## REPORT

### 1.0 INTRODUCTION

On July 29, 2011, the Metro Vancouver Board adopted the Regional Growth Strategy, "Metro Vancouver 2040 – Shaping Our Future" (Metro 2040). On June 19, 2013, in accordance with requirements of the *Local Government Act*, the City submitted a Regional Context Statement to the Metro Vancouver Board of Directors, which identified the relationship between Burnaby's OCP and Metro 2040. This Regional Context Statement was officially accepted by the Metro Vancouver Board on November 15, 2013.

The *Local Government Act* specifies that official community plans must contain a regional context statement that identifies the relationship between the official community plan and the regional growth strategy. The Act also states that local governments must review the regional context statement at least once every five years after its latest acceptance by the (regional district) board and, if no amendment is proposed, submit the statement to the board for its continued acceptance. As such, it is now time for the City to review its Regional Context Statement.

### 2.0 POLICY

The Regional Context Statement Review is aligned with the City of Burnaby's Corporate Strategic Plan by supporting the following goals and sub-goals of the Plan:

#### A Safe Community

- Transportation Safety
  - Make City streets, pathways, trails and sidewalks safer

To: Chair and Members Planning and Development Committee  
 From: Director Planning and Building  
 Re: Burnaby Regional Context Statement – Five Year Review  
 2018 October 25..... Page 2

#### **A Connected Community**

- Partnership
  - Work Collaboratively with businesses, educational institutions, associations, other communities and governments
- Geographic Connection
  - Ensure that people can move easily through all areas of Burnaby, using any form of transportation

#### **An Inclusive Community**

- Serve a Diverse Community
  - Ensure City services fully meet the needs of our dynamic community

#### **A Healthy Community**

- Healthy Life
  - Encourage opportunities for healthy living and well-being
- Healthy Environment
  - Enhance our environmental health, resilience and sustainability

#### **A Dynamic Community**

- Economic Opportunity
  - Foster an environment that attracts new and supports existing jobs, businesses and industries
- Community Development
  - Manage change by balancing economic development with environmental protection and maintaining a sense of belonging
- City Facilities and Infrastructure
  - Build and maintain infrastructure that meets the needs of our growing community

### **3.0 DISCUSSION**

Since the 2013 acceptance of Burnaby's Regional Context Statement, Burnaby's development has continued to be guided by the adopted OCP. Metro 2040 has been amended from time to time; however, the policy framework and other substantive matters addressed by the Regional Context Statement have remained the same. Therefore, the existing Regional Context Statement continues to accurately identify the relationship between the City's OCP and the current Regional Growth Strategy.

Since 2013, Burnaby has completed a number of plans and implemented programs that align with the existing Regional Context Statement and Regional Growth Strategy. For example, the City has completed the Environmental Sustainability Strategy, the Community Energy and Emissions Plan, the Metrotown Downtown Plan, the Secondary Suites Program, the City Lands Program for non-market housing, policy for a new vision, themes and goals for an updated transportation plan; and has also adopted master plans to support growth in the Brentwood, Lougheed and Edmonds Town Centres. This work provides a strong policy foundation for a future OCP update, which is anticipated to begin in 2019.

To: Chair and Members Planning and Development Committee  
 From: Director Planning and Building  
 Re: Burnaby Regional Context Statement – Five Year Review  
 2018 October 25..... Page 3

Metro Vancouver has indicated it is currently reviewing Metro 2040 and preparing for a future update. Staff expect that the OCP will be updated during the same time period. This provides an opportunity for matters of regional and local interests to be considered concurrently, and for Burnaby to develop a new Regional Context Statement as part of its updated OCP that reflects the relationship between local and regional growth management policy, as required by legislation.

#### 4.0 CONCLUSION

Staff have reviewed the existing Regional Context Statement and determined that it is current, as it accurately identifies the relationship between Burnaby's OCP and Metro 2040. As the policy framework for both the OCP and Metro 2040 have remained the same since the acceptance of the Regional Context Statement, the Regional Context Statement remains current, and is suitable for resubmission. With Council adoption of this report, staff will submit the existing Regional Context Statement to the Metro Vancouver Board for acceptance. As part of the forthcoming OCP update, the City will be required to develop and submit an updated Regional Context Statement to the Metro Vancouver Board of Directors, which will reflect the new policy framework of the OCP, and its relationship to the Regional Growth Strategy at that time. Until such time, continued acceptance of the existing Regional Context Statement is appropriate and it is recommended that it be resubmitted to the Metro Vancouver Board for acceptance.

  
 Lou Pelletier, Director  
 PLANNING AND BUILDING

SC:sla

cc: City Solicitor  
 City Clerk

P:\70500 CityBy OK'P 40 Regional Context Statement 2018 Request to resubmit RCS Request resubmission of RCS PJM' Rpt 2018 10 10.docx

## ATTACHMENT 2



To: Regional Planning and Agriculture Committee

From: Eric Aderneck, Senior Regional Planner  
Planning, Policy and Environment Department

Date: October 22, 2013 Meeting Date: November 8, 2013

Subject: **Consideration of the City of Burnaby's Regional Context Statement**

**RECOMMENDATION**

That the Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on July 26, 2013.

**PURPOSE**

The purpose of this report is to request that the Board consider the City of Burnaby's Regional Context Statement in accordance with Section 866 of the *Local Government Act*.

**BACKGROUND**

On July 29, 2011, the Metro Vancouver Board adopted the Regional Growth Strategy. Pursuant to Section 866 of the *Local Government Act*, each local government must submit a Regional Context Statement within two years of the adoption of the new Regional Growth Strategy.

A Regional Context Statement (RCS) identifies the relationship between the municipality's Official Community Plan (OCP) and the Regional Growth Strategy (RGS), and, if applicable, how the Official Community Plan is to be made consistent with the Regional Growth Strategy over time. The RGS identifies Metro Vancouver's role to accept (by a simple majority weighted Board vote) Regional Context Statements that support the goals and strategies of the RGS. The role of municipalities is to adopt RCSs that specify how the municipality's OCP addresses each of the applicable RGS policy actions. In considering an RCS, the Metro Vancouver Board's expectation is that the content of an acceptable RCS is generally consistent with the Goals, Strategies and Actions and the parcel based regional land use designations in the RGS.

The Burnaby RCS was received by Metro Vancouver on July 26, 2013, for consideration of acceptance by the Board (Attachments 1 and 2). Metro Vancouver must respond within 120 days of receipt of the Regional Context Statement (November 23, 2013). Pending acceptance by the Metro Vancouver Board, Burnaby would then hold a Public Hearing and give final readings to enact the OCP/RCS Bylaw (anticipated in late 2013). No other municipal public consultation is proposed.

**DISCUSSION****Burnaby Official Community Plan**

Burnaby's current Official Community Plan was adopted in 1998, and is supported by a number of community plans (Town Centres, Urban Villages, Suburban Multi-Family Areas, Mixed-Use Areas, Park/Conservation Areas). The City intends to develop a new OCP by 2016 which will better support the RGS and include further specific links between the OCP, area plans and supporting policies.

## Consideration of the City of Burnaby's Regional Context Statement

Regional Planning and Agriculture Committee Meeting Date: November 8, 2013

Page 2 of 8

The Burnaby OCP/RCS Bylaw which received 1<sup>st</sup> Reading contains a new section 3.2.6 "A Community within a Livable Region" (Attachment 3) which updates references to the Livable Region Strategic Plan to the Regional Growth Strategy, and includes the new Regional Context Statement.

### City of Burnaby Context

The City of Burnaby is one of the larger municipalities in the region, and is centrally located with excellent transportation access. Most of Burnaby is urban, along with municipal and regional parks. The City contains a significant amount of commercial and employment activity, and new high density residential developments. Land use and transportation decisions in Burnaby have impacts on the wider region.

### Comments on Burnaby Regional Context Statement

Burnaby staff provided to Metro Vancouver a draft RCS on June 14, 2013 for review, with Metro Vancouver staff being asked to provide written comments by June 17. These preliminary comments were prepared under a condensed timeline in order to have the RCS advance to the Burnaby Community Development Committee on June 25. Additional Metro Vancouver staff comments were provided on July 17. On July 8, Burnaby Council approved the advancement of a bylaw to amend its Official Community Plan Bylaw with the new RCS, and on July 22 Council gave the Bylaw 1<sup>st</sup> Reading.

As a regular practice, municipalities send their draft RCS to Metro Vancouver staff before and at OCP Bylaw 1<sup>st</sup> Reading for comment, and Metro Vancouver staff can make requests for changes at that time. Then the municipality sends the revised RCS to Metro Vancouver for acceptance after Public Hearing. As a result, there are generally no further changes requested by Metro Vancouver at this time, as changes were made prior to Public Hearing. However, Burnaby submitted their RCS to Metro Vancouver for acceptance before their Public Hearing in order to meet the July 29, 2013 RCS submission deadline. Consequently, several of the comments provided by Metro Vancouver staff were not incorporated into the Burnaby RCS, and these changes cannot be made without asking Burnaby to revise and resubmit their RCS. The *Local Government Act*, section 866(4) states that any changes to the Regional Context Statement must be submitted to the Metro Vancouver Board for acceptance or non acceptance. Consequently, staff is recommending that these items be addressed collaboratively moving forward, and included in the next opportunity to update the RCS and OCP.

The following section highlights Burnaby's commitment in their RCS to the RGS under each of the five RGS goals.

### Goal 1 – Create a Compact Urban Area

#### Urban Containment Boundary

The City of Burnaby has included a map which depicts its portion of the Urban Containment Boundary (UCB), which is along the shore on Burrard Inlet and the shore of the Fraser River. All of Burnaby is within the UCB; this is consistent with the mapping in the RGS.

#### Population, Dwelling Unit and Employment Projections

Table A.1 of the RGS sets out population, dwelling unit, and employment projections as guidelines for long range planning in Metro Vancouver and member municipalities. The RCS growth projections are important to achieve consistency between local and regional plans, and also



become the basis for regional water, liquid waste and solid waste demand planning, as well as regional transportation modeling. All regional works and services must be consistent with the RGS.

The Burnaby RCS indicates that their OCP provides ample development capacity to accommodate the long term Regional Growth Strategy projections for the City. The Burnaby RCS projects a population of 345,000, with 149,300 dwelling units, and 203,000 jobs for 2041. This is consistent with the RGS. However, the growth projections provided in the RCS indicate that Burnaby anticipates employment growth to be slower than expressed in the RGS between 2011 and 2021, with growth slowing to about half the historic rate, then doubling the historic rate over the 2021-2031 period. There are apparent discrepancies in growth rates between the Burnaby RCS Tables A, B, and C and the text statement on RCS page 6. Table 1 compares the growth projections from the Burnaby RCS and the RGS, and variances.

**Table 1 – City of Burnaby vs. Metro Vancouver Growth Projections for the City of Burnaby**

<b>City of Burnaby Source</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
Population	202,799	223,218	270,000	314,000	345,000
Dwelling Units	82,950	91,383	117,800	136,000	149,300
Employment	136,000	143,000	152,000	189,000	203,000
<b>Metro Vancouver Source</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
Population	210,500	232,300	277,000	314,000	345,000
Dwelling Units	81,110	90,400	115,000	136,000	149,300
Employment	136,000	143,000	169,000	189,000	203,000
<b>Variance</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
Population	7,701	9,082	7,000	-	-
Dwelling Units	(1,840)	(983)	(2,800)	-	-
Employment	-	-	17,000	-	-

*City of Burnaby Source: Burnaby Regional Context Statement, July 2013.*

*Metro Vancouver Source: 2006, 2021, 2031, 2041 - Regional Growth Strategy; 2011 - Census (plus undercount) and National Household Survey*

It is intended that growth projections contained in accepted Regional Context Statements be incorporated into the Regional Growth Strategy to strive for alignment with municipal numbers in future regional planning and utility planning efforts. Metro Vancouver staff will work collaboratively with Burnaby staff to assess whether Burnaby's numbers will be part of an overall housekeeping RGS amendment to reconcile the adopted RGS numbers with accepted Regional Context Statements.

#### **Urban Centres**

Consistent with the RGS, Burnaby's RCS identifies Metrotown as a Regional City Centre, and Brentwood, Lougheed and Edmonds as Municipal Town Centres. Burnaby also has identified in its OCP Urban Villages as well as other areas for growth. For Burnaby, between 2006 and 2041, 88% of all new dwelling units and 56% of new jobs will be directed to Burnaby's four Urban Centres, which is supportive of the RGS's targets for focusing growth to these types of locations (RGS targets: 40% and 50%, respectively). Growth will also occur in other Urban Village / Local Centre locations.

#### Consideration of the City of Burnaby's Regional Context Statement

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**Metrotown Regional City Centre** is Burnaby's largest Centre, and has been planned as a centre of activity with opportunities for regional office locations, large scale high density commercial uses, and medium to high density residential development. The Regional Context Statement indicates that 29% of new dwelling units and 21% of new jobs are directed to Metrotown over the 2006 to 2041 period. These targets are reasonable given the significant amount of ongoing high density development occurring in this area, and the significant population and employment growth projected for Burnaby.

**Municipal Town Centres (Lougheed, Brentwood, and Edmonds)** are fundamental components of the City's long established urban structure and generally accommodate similar opportunities for higher densities and intensity use. These three centres are well positioned to develop with substantial medium to high density residential forms, and to accommodate local, sub-regional and regional servicing retail, commercial and office development in close proximity to major road and transit facilities, and institutional and recreational amenities. The RCS indicates that of Burnaby's growth over the 2006 to 2041 period, 59% of new dwelling units and 35% of new jobs will be directed to these three Municipal Town Centres.

**Frequent Transit Development Areas** – The RGS provides for the designation of Frequent Transit Development Areas (FTDAs) by municipalities as an additional overlay on land use destinations for higher density development along TransLink's Frequent Transit Network. Burnaby is not currently including any proposed FTDAs in their RCS, although generally supports the concept of higher density development near transit. Ideally, the RCS would contain a work towards commitment to develop FTDAs as part of the preparation of an updated OCP, which would require TransLink review and Metro Vancouver approval.

#### **Policies to Exclude Non-Residential Major Trip Generating Uses**

RGS action 1.2.6 d iv) directs municipalities to "include policies for General Urban Areas which: . . . iv) exclude non-residential major trip-generating uses, as defined in the Regional Context Statement, from those portions of General Urban areas outside of Urban Centres and Frequent Transit Development Areas". Burnaby's RCS states that such uses are limited to Burnaby's Mixed Employment Areas and Special Employment Areas, including new suburban business centres/office parks. This does not fully respond to the RGS, as municipalities have been requested to define non-residential major trip generating uses and explicitly exclude them outside of Urban Centres and FTDAs. This gap should be addressed at the next opportunity to revise the RCS through the provision of a definition and policies for major trip generating uses in support of RGS 1.2.6(d) (iv).

#### **Policies That Encourage Office Development**

One of the key strategies in RGS Goal 2 is to support the development of office space in Urban Centres. RGS action 1.2.6 b iii) asks municipalities to include policies and incentives for Urban Centers to encourage office development. However, the response provided in the RCS is a list of goals and directions; detailed policies and incentives in the RCS and supported in the OCP to advance these goals would assist with implementation. This gap should be addressed at the next opportunity to revise the RCS through the inclusion of detailed policies to direct office development to Urban Centres.

## **Goal 2 – Support a Sustainable Economy**

### **Promote Land Use Patterns That Support a Diverse Regional Economy**

The RCS contains many policies that support economic development in Urban Centres and other employment areas. Burnaby's plans include consideration for employment related land uses which are supportive of the economy. To further advance this, the Burnaby Economic Development Strategy could be further incorporated into the OCP when it is updated.

RGS Action 2.1.4 b) asks municipalities to include policies and incentives to encourage office development in Urban Centres. However, as also noted in the comments for Goal 1, the response provided in the RCS is a list of goals and directions. This gap should be addressed at the next opportunity to revise the RCS through the inclusion of detailed policies to direct office development to Urban Centres.

### **Protecting the Supply of Industrial Land / Policies for Mixed Employment Areas**

The City of Burnaby has industrial lands in various locations throughout the City, including major areas in Lake City, Still Creek, Edmonds, Big Bend, and Hastings East. The RCS Industrial and Mixed Employment designations are consistent with the RGS mapping.

The RGS Industrial lands policy supports protection of those lands, and the identification of the lands on the Regional Context Statement map provides further support for the retention of those areas for industrial purposes. Supportive of RGS policy, Burnaby's OCP protects these lands for a range of industrial uses while limiting other uses, and encourages better utilization and intensification of industrial lands.

The RGS also accommodates Mixed Employment areas, while discouraging further expansion of these areas. The RGS objectives for Mixed Employment areas are supported by City policies that maintain industrial use as the base zoning, that permit office and retail use in clearly defined areas, and that do not permit residential use.

### **Protecting Agricultural Land and Promoting Agricultural Viability**

The Burnaby OCP identifies agricultural lands located in the southern part of the City, consistent with RGS mapping. OCP policies are intended to discourage farm fragmentation, maintain and improve agricultural production potential, and support agricultural opportunities. To further advance this objective, agriculture/food provisions from the Burnaby Social Sustainability Strategy and Economic Development Strategy could be incorporated into the updated OCP.

## **Goal 3 – Protect the Environment and Respond to Climate Change Impacts**

### **Protecting Conservation and Recreation Lands and Enhancing Environmental Features**

The RCS protects a number of Conservation and Recreation areas in Burnaby, covering 150 parks and 5,500 acres of open space, representing 25% of the City's land base. This includes greenways that connect to the wider Metro Vancouver Regional Recreation Greenway Network. Municipal policies also protect, enhance and restore important ecological features.

### **Reducing Energy Consumption and Greenhouse Gas Emissions, and Improving Air Quality**

The Burnaby RCS contributes to achieving greenhouse gas emission reductions by identifying in the OCP supportive land development and transportation strategies, community design and facilities, infrastructure and amenity investments, and supportive policies and programs.

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The RCS identifies an OCP goal from 2010: working towards an interim greenhouse gas emissions reduction target of 5% from 2007 levels through the City's environmental sustainability initiatives, community plans and corporate programs. To further advance this objective, applicable provisions, including specific greenhouse gas reduction targets and actions from the Burnaby Environmental Sustainability Strategy and Community Energy Emissions Plan could be incorporated into the updated OCP.

**Withstanding Climate Change Impacts and Natural Hazard Risks**

The Burnaby RCS states that the City will continue to encourage land use and development that minimizes risks associated with climate change and natural hazards through the regulatory process, procedures, and actions.

**Goal 4 – Develop Complete Communities****Provide Diverse and Affordable Housing Choices**

The City of Burnaby has an extensive array of policies to address its housing needs. These policies, strategies and actions identify housing needs in Burnaby, desired outcomes, and initiatives and tools to increase the supply of diverse and affordable housing options, and support infill development, and high density development especially at locations along SkyTrain transit corridors. The Burnaby staff report states that Burnaby will develop a future Housing Action Plan, which is a requirement of the RGS; however, this commitment is not stated within the RCS. The RCS should clearly commit to developing a required new Housing Action Plan.

**Developing Healthy and Complete Communities**

The City of Burnaby has a policy framework to address the RGS goal of developing healthy and complete communities. The RCS supports compact, mixed use communities, locating appropriate institutional uses and amenities in urban centres, providing public spaces, supporting active living, and reinforcing small scale local centres.

To further advance these objective, applicable provisions from the future Housing Action Plan, Burnaby Affordable Housing and Homelessness Report, and Social Sustainability Strategy could be incorporated into the updated OCP. Further, along with the OCP update, some of the noted 'work towards' statements could be advanced with specific policies and actions.

**Goal 5 – Support Sustainable Transportation Choices****Coordinate Land Use and Transportation to Encourage Transit, Cycling and Walking**

The RCS encourages a greater share of trips made by transit, cycling and walking and support for TransLink's Frequent Transit Network through policies and actions that advance municipal and regional transportation systems and demand management strategies.

**Safe and Efficient Movement of Vehicles for Passengers, Goods and Services**

The RCS includes a map detailing truck routes and goods movement, and related land use areas, and supports optimizing the efficient movement of vehicles on the Major Road Network and other transportation facilities. The RCS also indicates policies and plans that support transportation systems and demand management strategies. To further advance this objective, applicable provisions from the Burnaby Transportation Plan could be incorporated into the updated OCP.

### **Regional Land Use Designation Changes and Municipal Flexibility**

The Burnaby RCS land use designation map is consistent with the RGS designation mapping – no designation changes are proposed. The RCS notes that the municipal flexibility provided for in RGS sections 6.2.7 & 6.2.8 apply to Burnaby, thereby allowing minor land use designation adjustments within its OCP without the need for RGS amendments and Metro Vancouver Board approval.

### **ALTERNATIVES**

1. That the Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on July 26, 2013.
2. That the Board not accept the City of Burnaby's Regional Context Statement, indicating the provisions to which the Board objects and the reasons for objection, and request the City of Burnaby amend its Regional Context Statement and re-submit the revised Regional Context Statement to the Board for consideration.

### **FINANCIAL IMPLICATIONS**

If the Board chooses Alternative 1, Metro Vancouver would accept the Burnaby Regional Context Statement as proposed. Burnaby could revise their RCS when they update their Official Community Plan, expected in 2016. If the Board chooses Alternative 2, the Board would need to indicate the provisions to which the Board objects and the reasons for objection, and request the City of Burnaby amend its Regional Context Statement and re-submit the revised Regional Context Statement to the Board for consideration. This may lead to a dispute resolution process. If the Board chooses not to accept the Regional Context Statement a dispute resolution process may take place, as prescribed in the *Local Government Act*. The cost for this dispute resolution would depend on the process and is prescribed based on the proportion of assessed land values; Metro Vancouver would be responsible for most of the costs.

### **SUMMARY / CONCLUSION**

The City of Burnaby submitted a Regional Context Statement for the Metro Vancouver Board's consideration. The RCS provides a response to the goals, strategies and actions of the Regional Growth Strategy. Burnaby's Regional Context Statement is generally consistent with the Regional Growth Strategy.

Typically, municipalities send their RCS to Metro Vancouver staff before and at OCP Bylaw 1<sup>st</sup> Reading for comment and Metro Vancouver staff can make requests for changes such as indicated in the report at that time. Then the municipality sends the revised RCS to Metro Vancouver after Public Hearing for acceptance, and there is generally no need for Metro Vancouver to request additional changes as they are usually done prior to Public Hearing. In this case, because of the July 29, 2013 RCS submission deadline, Burnaby submitted their RCS to Metro Vancouver before their Public Hearing for acceptance. This demonstrates a committed effort to meet the statutory deadline and is appreciated. However, as a result, some of the comments provided by Metro Vancouver staff were not incorporated into the Burnaby RCS. Specifically, the following items should be addressed in the RCS at the next available opportunity:

- Consider adjusting municipal growth projections;
- Include a clear definition and policies to exclude non-residential major trip generating uses from General Urban areas outside of Urban Centres and Frequent Transit Development Areas;
- Reference detailed policies to direct office development to Urban Centres; and
- Commit to developing a Housing Action Plan.

These changes cannot be made without asking Burnaby to revise and resubmit their RCS. The *Local Government Act*, section 866(4) states that any changes to the Regional Context Statement must be submitted to the Metro Vancouver Board for acceptance or non acceptance. Consequently, staff is recommending these items be collaboratively approached and included in the next opportunity to update the RCS and OCP. Burnaby has indicated that they will update their OCP in 2016, which would provide such an opportunity.

Accordingly, staff recommend acceptance of the Burnaby Regional Context Statement, with the noted items collaboratively addressed as part of the scheduled Burnaby OCP and RCS update in 2016.

**Attachments:**

1. ~~City of Burnaby's Regional Context Statement submission (Doc. #7816337).~~
2. ~~Letter from the City of Burnaby, dated July 9, 2013, received July 26, 2013, transmitting Burnaby's Regional Context Statement to Metro Vancouver for consideration (Doc. #7815960).~~
3. ~~City of Burnaby Staff report titled "Burnaby Official Community Plan Amendment – Regional Context Statement," dated June 19, 2013, from Director Planning and Building, to the Burnaby Community Development Committee on June 25, 2013, and the Burnaby Council on July 8, 2013 (Doc. #7817118).~~
4. ~~Letter from TransLink dated August 26, 2013, titled "TransLink Comments on City of Burnaby Regional Context Statement", from Sarah Ross, TransLink, to Renée de St. Croix, City of Burnaby (Doc. #7816914).~~

7578671



To Whom This May Concern,

I have so much disappointment for our city and our transportation system for the fact that it has had to come to this.

, waited for an hour for a taxi before decided to take the bus home on January 29, 2019.

another daily concern within , but also adds to immune system. is  
Having been left outside in the cold and forced to take public transportation, puts life on the line.

This was not the first time that this has happened. There have been many occurrences when has been late to different functions as well as medical appointments in the absence of or the tardy cab driver. even when requesting it well in advance. Other times, family members have had to stop what we were doing to help get to where is going.

People who are in need of wheelchair accessible cabs are likely physically disabled. These disabled people already have enough challenges in their life, such as the obvious, medically, but also independence and even just getting from point A to point B. After this event occurred, I posted my opinion on Facebook and within 3 hours, my post was shared 80 times (it is now at 170 and counting, and as well as having a reporter contact us). Within that time, people commented about their own negative experiences that changed their perceptions on cab drivers.

We have also observed that taxi drivers would prefer to pick up "able bodied" people instead of disabled people because it involves less work (opening ramps, strapping chair down. etc.). There has been several occasions were would have to ask if all straps were on chair. Not only does this compromise safety but shows how careless this industry and their workers are. Comments on my facebook post also agreed to that statement. Someone even explained that a senior lady was forced to pay extra just so they could open the ramp and do the extra tasks necessary. Someone retired, and on a pension! THIS IS OBSCENE!

In a province that bans the option of ride-sharing, why do we have to go through the difficulties and excessively low standards of cab drivers? Where is the decency, the customer service, cameras, tracking devices or apps, a priority system, or moral standards? We as a community and society strive to ensure people get home safely such as driving under the influence. Why do we have to be stuck without options? Why isn't there more convenient ways of transportation for the person with a disability? Why can't people with disabilities have the freedom to choose when they want to leave their home, instead of having to reserve a spot on the handy-dart days prior?

Transportation: the action of transporting someone or something or the process of being transported. The transportation system is discriminating against those who are disabled. Something needs to change now.

Sincerely,

Julia Gil Silvestre



Meeting 2019 Feb 28

## COMMITTEE REPORT

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT  
COMMITTEE

**DATE:** 2019 February 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 42000 20  
*Reference: Bylaw Text Amendment*

**SUBJECT: SECONDARY SUITES IN TWO FAMILY DWELLINGS**

**PURPOSE:** To propose a process for reviewing the potential for secondary suites in two family dwellings.

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**RECOMMENDATION:**

1. **THAT** Council be requested to approve in principle the process proposed in Section 3.0 of this report.

**REPORT**

**1.0 INTRODUCTION**

On 2018 December 03, Council directed staff to examine the potential for laneway homes in single family zones and secondary suites in duplexes, in accordance with a process outlined in a 2018 November 15 memorandum to Council.

On 2018 January 14, the Committee requested that secondary suites in two family dwellings be considered independently of the laneway home review, and that separate reports outlining the review processes for secondary suites in two family dwellings and laneway homes be presented at the 2019 February 28 Committee meeting. This report, along with a companion report addressing laneway homes, responds to this request.

**2.0 CITY POLICY FRAMEWORK**

The recommendation provided in this report aligns with the following goals and sub-goals of the Corporate Strategic Plan:

- **A Connected Community**
  - Social Connection – Enhance social connection throughout Burnaby
- **A Dynamic Community**
  - Community Development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging



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 From: Director Planning and Building  
 Re: Secondary Suites in Two Family Dwellings  
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- **An Inclusive Community**
  - Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging

### 3.0 REVIEW PROCESS

On 2018 December 03, Council directed staff to examine the potential for laneway homes in single family zones and secondary suites in duplexes, in accordance with a process outlined in a 2018 November 15 memorandum to Council.

On 2018 January 14, the Committee requested that secondary suites in two family dwellings be considered independently of laneway homes, and on a more expedited basis given the relative complexity of the latter. Based on this request, the following process and timeline for the review of secondary suites in two family dwellings is recommended:

**Table 1 – Proposed Process**

Step		Timeline
1	Report preparation <ul style="list-style-type: none"> <li>• Analyze existing zoning regulations for two family dwellings in R4 and R5 Districts</li> <li>• Review the feasibility of secondary suites in existing two family dwellings under current Building Code regulations</li> <li>• Review Official Community Plan (OCP) policies</li> <li>• Review practices in other municipalities</li> <li>• Prepare draft amendments to the OCP and Zoning Bylaw</li> <li>• Draft amendment report</li> </ul>	In progress
2	Advance an OCP/ bylaw amendment report to Planning and Development Committee	Q2 2019
3	Undertake community consultation and report to Council on consultation results	Q2 2019
4	Public Hearing	Q2 2019
5	Potential adoption of amendments	Q3 2019
6	Communicate the adopted changes through a variety of formats and revise all applicable public information materials.	Q3 2019

The proposed process provides an expedited timeline and revised steps specific to the review of secondary suites in two family dwellings. It eliminates the requirement to hire an architectural consultant, as the modelling for secondary suites in two family dwellings is less complex than for laneway homes and other detached accessory dwelling options. It limits the scope of the review to the R4 and R5 Districts only, as the remaining R Districts, with the exception of the R12


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District, do not permit two family dwellings. The proposed process excludes the R12 District from the review, given the significantly smaller lot sizes and greater density already available in that district. The narrower scope of the review allows it to be condensed into a single process, rather than the two-phase review outlined in the current process. Given its narrower scope, the proposed process anticipates final adoption of the bylaw amendments by the fall of 2019.

Under the proposed process, the public consultation program would feature both online content and information events at various locations throughout the city. Survey and comment forms would be available at the events and online. The results of public consultation would be summarized in a Council report prior to Public Hearing, to allow changes to the proposed amendments and consideration of all public comment prior to Second Reading.

#### 4.0 CONCLUSION

This report proposes a revised process for the review of secondary suites in two family dwellings. The revised process expedites the review by eliminating unnecessary steps and limiting its scope to the R4 and R5 Districts only. Under the proposed process, it is anticipated that the proposed bylaw amendments could be adopted by the fall of 2019. It is recommended that Council be requested to approve the proposed process, as outlined in Section 3.0 of this report.



Lou Pelletier, Director  
 PLANNING AND BUILDING

LF:

cc: City Manager  
 Director Engineering  
 Chief Building Inspector  
 Chief Licence Inspector  
 City Solicitor  
 City Clerk

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Meeting 2019 Feb 28

## COMMITTEE REPORT

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2019 February 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 90400 01

*Reference: Cycling / Promotion*

**SUBJECT:** 2019 CYCLING AND WALKING PROGRAM

**PURPOSE:** To request funding in support of programs to promote cycling and walking in 2019.

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**RECOMMENDATION:**

1. **THAT** Council be requested to authorize the expenditure of \$13,000 from the Boards, Committees and Commissions budget for programs to promote cycling and walking in 2019, as outlined in this report.

**REPORT**

**1.0 BACKGROUND**

The City's three Sustainability Strategies all identify the provision of transportation choices and promotion of alternative modes as key strategic transportation goals for Burnaby. The Council-adopted Vision, Themes and Goals guiding the update of Burnaby's *Transportation Plan* place continued emphasis on supporting travel choices that are enjoyable and supportive of our quality of life, and offer "*accessible and safe mobility in support of a healthy, green, prosperous and connected community.*"

Burnaby has a rich history of encouraging walking and cycling initiatives as important aspects of the City's efforts aimed at providing greater access and choice for its residents. In 1998, the City introduced a Cycling Promotion Program to support cycling initiatives which would complement the expansion and improvement of cycling infrastructure across the City. In 2017, the program was expanded to include walking initiatives focused on supporting healthier, more active lifestyles for Burnaby residents.

The 2019 Cycling and Walking Program is aligned with the City's *Corporate Strategic Plan* by supporting the following goals and sub-goals of the *Plan*:

- A 'Safe Community',
  - 'Make City streets, pathways, trails and sidewalks safer'.

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- A ‘Connected Community’,
  - ‘Ensure that people can move easily through all areas of Burnaby, using any form of transportation’.
- A ‘Healthy Community’,
  - ‘Encourage opportunities for healthy living and well-being’.

Through the Cycling and Walking Program, Council has funded a number of initiatives to promote cycling and walking as alternative modes of transportation. The City has promoted cycling and walking through its own efforts, and by supporting the work of others. In 2018, this included:

- The Burnaby Bike Map;
- Burnaby Walking Maps – Metrotown;
- Bike to Work Week;
- Bike to School Week;
- StreetWise Cycling Courses;
- Community Cycling Initiatives; and
- Walking Initiatives.

The Burnaby Bike and Walking Maps are published annually by the City. The other programs listed above are offered by the non-profit group, HUB Cycling, and local community groups. These programs heighten awareness of the benefits of active transportation and encourage people to cycle and walk more often. Through support of external programs, the City contributes to community-based initiatives which support both cycling and walking and also receives sponsorship recognition as part of event advertising. The Cycling and Walking Program contributes to broader community and individual benefits, such as improved fitness, less pollution, and reduced greenhouse gas emissions.

## **2.0 PROPOSED 2019 PROGRAM**

The proposed 2019 Cycling and Walking Program has eight components, as discussed below:

### **2.1 Burnaby Bike Map**

The Burnaby Bike Map provides essential and current information needed to navigate the City by bicycle. Each year, staff update the Bike Map to include newly-constructed routes. Printed copies are available to the public free-of-charge at City facilities including community and

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recreational centres, libraries, the Burnaby Tourist Information Centre at Metropolis, and City Hall. The map is promoted through City social media channels, and is advertised in the spring issue of InfoBurnaby (subject to availability of space).

The map is also available on the City's website (Burnaby.ca\bikemap). Recent enhancements to the website have made web pages, including the Bike Map, easier to access on mobile devices such as phones and tablets. Over half of all traffic on the City's website is now via mobile device rather than a traditional computer, which will make accessing the Bike Map on-the-go much easier.

Despite the increasing potential for accessing the Bike Map online, many people continue to express a preference for the printed version to plan out routes and to use as a guide when navigating around the City. Based on past demand, it is recommended that a print run of 8,000 copies is continued in 2019, at a cost of \$2,400.

## 2.2 Bike to Work Week

Bike to Work Week is an event organised by the non-profit group, HUB Cycling, to promote cycling and encourage people to commute by bike. Held twice a year, in the spring and fall, the week-long events promote cycling through a program that combines incentives, workplace camaraderie, healthy living and environmental responsibility, and includes many components designed specifically to reduce the barriers that keep some people from cycling. The target audiences are workplaces, communities and individual commuters throughout Metro Vancouver.

The components of the event are:

- **Registration:** individuals and employer-based teams register and submit their results on-line, including via a mobile-friendly interactive website which facilitates participation.
- **Commuter Stations:** tents and tables set up along cycling commuter routes providing information on routes, free food and beverages, prize draws and free bike mechanic services.
- **Workshops:** workplace-specific workshops to promote Bike to Work Week.
- **Prizes and Awards:** participants in Bike to Work Week are entered in daily and grand prize draws, and organizations that log the most trips are recognized with Workplace Awards.

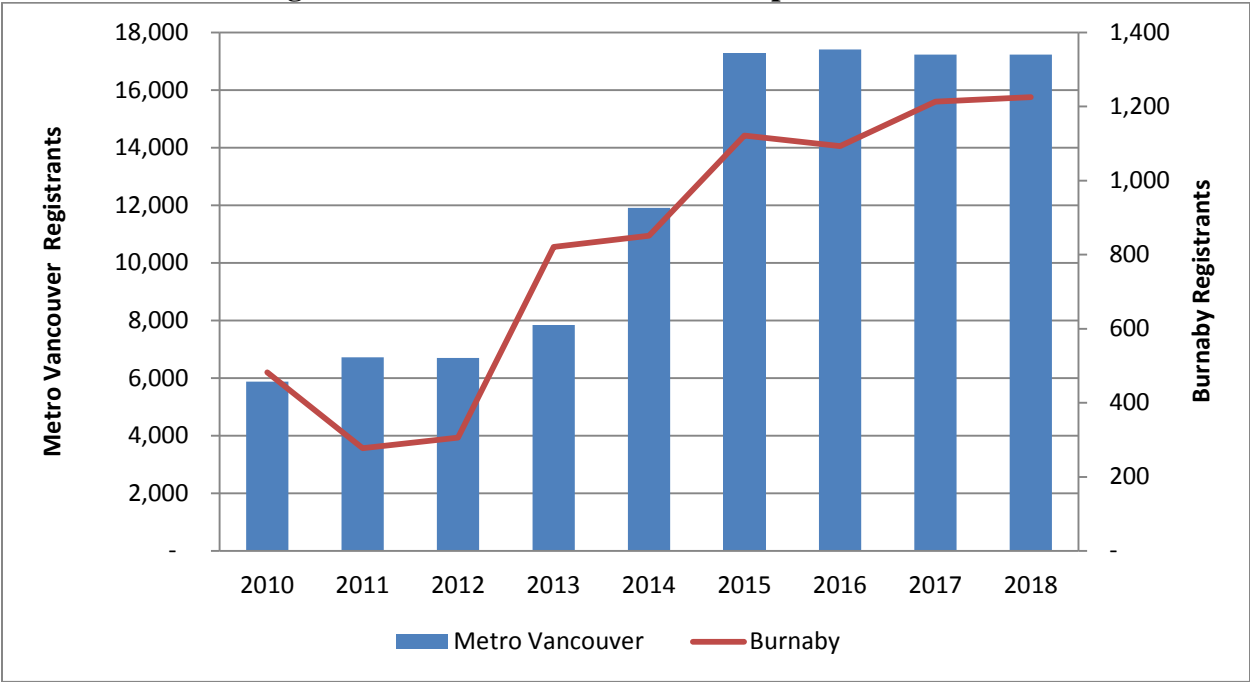
Burnaby's participation in Bike to Work Week has seen steady growth over the last nine years (*Figure 1*). In 2018, there were 1,225 participants and 281 workplaces registered, representing all areas of the City (*Figure 2* and *Figure 3*). Regionally, Burnaby is second only to Vancouver in terms of active participants.

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Data collected provides useful insight on participants’ cycling patterns. Of the Bike to Work Week participants who reside in Burnaby approximately 33% work in the City, with an additional 36% working in Vancouver. Of those participants who work in the City, 21% commute from within Burnaby, with 53% riding in from Vancouver. These detailed statistics are important inputs as we advance strategies, policies, actions and network considerations as part of the Phase 2 of the *Burnaby Transportation Plan* update.

Collectively Burnaby participants logged 5,159 cycle trips for a total of 58,634 kilometres and in doing so, avoided the emission of 12.7 tonnes of greenhouse gases. These are good indicators of the success of this program as a tool to increase cycling engagement.

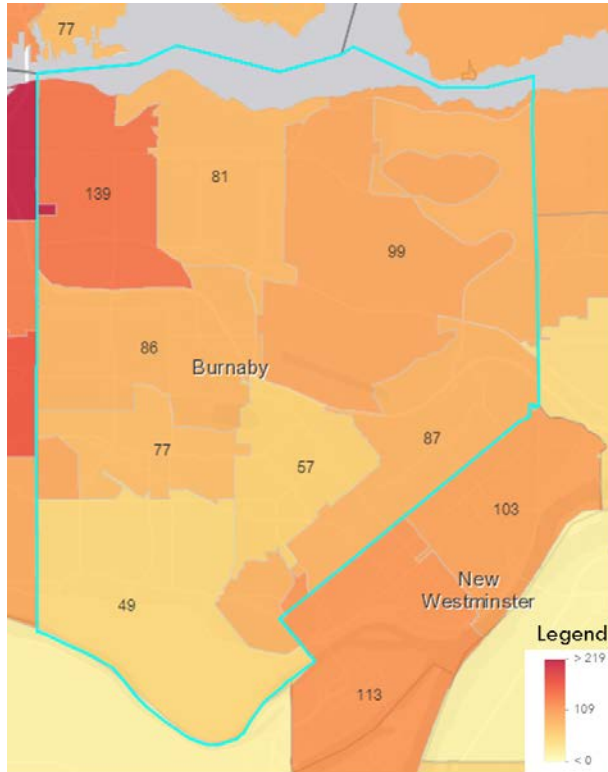
**Figure 1: Bike to Work Week Participants 2010-2018**



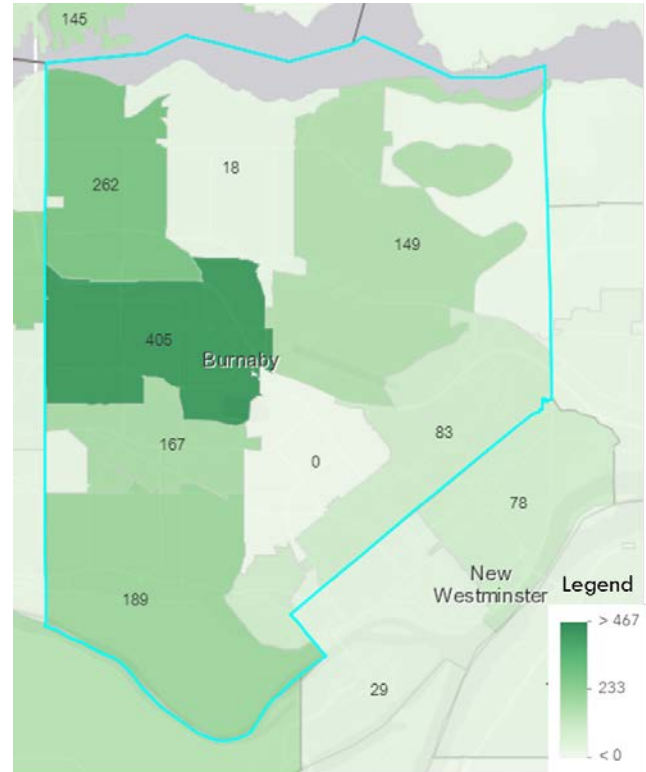


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**Figure 2: Residences of Burnaby Participants of Bike to Work Week**



**Figure 3: Workplaces of Burnaby Participants of Bike to Work Week**



Cycling data collected by the City on the Central Valley Greenway (CVG) and the Willingdon Linear Park (WLP) for the Spring Bike to Work Week indicated over 3,000 cycling trips on the CVG and approximately 1,500 cycling trips on the WLP during that week, indicative of a growing cycling culture within the City.

In 2018, the City of Burnaby provided sponsorship of \$4,200 for Bike to Work Week, which supported two commuter stations and detailed data collection. The data collected by HUB Cycling during Bike to Work Week assists the City in understanding Burnaby cycling patterns and has been useful in confirming priority cycling projects and the impact of promotional activities. HUB Cycling, through its partnership with other organizations, was able to leverage the funding to provide for nine commuter stations in Burnaby. HUB and City staff were in attendance at the stations to promote cycling in Burnaby (**Figure 4**).

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**Figure 4: Burnaby Commuter Station for Bike to Work Week (Gilmore at CVG)**



Bike to Work Week events in 2019 are scheduled for late May and late October. As in previous years, the City will also promote Bike to Work Week as part of our public awareness campaign for Environment Week, which is held at the same time (June 1-9, 2019). City-led promotion will include social media and online promotion and advertising in City publications as appropriate.

This year, HUB Cycling is again proposing two Commuter Stations and detailed data collection in Burnaby, in return for a City contribution of \$4,200. Staff recommend that the City provide sponsorship of \$4,200 to cover the cost of providing these services.

### **2.3 Bike to School Week**

HUB Cycling also organizes Bike to School Week that is run in conjunction with Bike to Work Week in May/June of each year (**Figure 5**). Bike to School Week is a week-long celebration of biking to school. Individual schools and classes register to participate, receive guidance and promotional materials from HUB Cycling; then have opportunities to win prizes and join in friendly competition with other schools across Metro Vancouver.

In 2018, 122 schools from Metro Vancouver registered for Bike to School Week, with 23 schools participating for the first time. In Burnaby, two elementary schools participated in the 2018 Bike to School Week festivities and celebrations.



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**Figure 5: Bike to School Week**



Bike to School Week also includes an educational component. In recent years, HUB has provided the following programming taught by certified cycling trainers:

- *Learn to Ride* course: aimed at getting Grade 3 – 5 students excited about cycling, this course raises the bike-handling skills of students while introducing road rules and safety.
- *Ride the Road* course: this provides more advanced instruction on urban cycling skills and road rules for Grade 6 and 7 students. It includes basic cycling maintenance and safe practices and a supervised neighbourhood road ride. All Ride the Road student participants are asked to complete a pre-course survey on the first day of the course, and a post-course survey following the last day of the course.

Last year, across Metro Vancouver, cycling courses were delivered to 6,789 students in schools across 14 municipalities (**Figure 6**). In Burnaby, the City provided sponsorship of \$2,500 which supported one *Learn to Ride* course. This was delivered to five classes of Grade 3 to 6 students in 12<sup>th</sup> Avenue Elementary School.

HUB Cycling, through its partnership with other organizations, was also able to deliver two additional courses in Burnaby: a *Learn to Ride* course at Buckingham Elementary School to four classes of Grades 3 – 5 and a *Ride the Road* program at Brantford Elementary School to four classes of Grades 5 – 7. Students who have taken these courses show improved skills and confidence and report an increased sense of safety and confidence in cycling around their

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neighbourhoods, and to and from school. User surveys indicated that 39% of students say they will ride their bicycles on the road more often.

**Figure 6: Bike to School Week road skills training**



*“The kids loved it and they have been talking about it ever since. We have even noticed an increase in biking to school over the last three weeks.”- Grade 6 Teacher, Branford Elementary School, Burnaby, Ride the Road, April, 2018.*

This program is an excellent opportunity to engage youth, and increase participation in this demographic through a fun and focused program. In order to offer this program again in 2019, HUB Cycling requests a contribution of \$2,600 from the City of Burnaby. HUB Cycling will also be liaising with the School District to seek their support for the event. Building on the success of previous years, staff recommend that the City offer \$2,600 in support of this program in 2019.

## **2.4 StreetWise Cycling Courses**

Cycling can be an important mode of transportation for newcomers, some of whom may find car ownership or transit fares a financial burden. In 2006, HUB Cycling developed StreetWise Cycling Courses to provide would-be cyclists, primarily adults, with the skills to feel safe and comfortable riding in traffic. The courses are free to participants so that cost is not a barrier to participation.

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In 2018, 450 participants across Metro Vancouver took part in a StreetWise Cycling Course. In Burnaby, the City provided sponsorship for one specialized immigrant-focused course at a cost of \$2,800. The course was delivered by HUB Cycling in partnership with the Edmonds & Windsor Neighbourhood Resource. The course was held in July 2018 and reached 18 participants for a total of 72 hours of cycling instruction/participation.

The course, which combines classroom and on-road training, is taught by certified cycling trainers. Through the hands-on instruction, participants build traffic cycling proficiency for both recreational and transportation purposes. Many of the participants had previously used bikes as a primary mode of transport in their countries of origin, but had difficulty cycling here due to lack of familiarity with local routes, cycling practices and rules of the road. Results have shown that rates of cycling increase dramatically and consistently after attending one of these courses, as do confidence levels.

For 2019, HUB Cycling is proposing to hold one course for 24 participants in Burnaby, delivered in partnership with Burnaby-based immigrant service organizations, in return for continuing City support of \$2,800. Staff recommend that the City offer \$2,800 for this program in 2019.

## 2.5 Community Cycling Initiatives

In 2018, staff supported the efforts of local community organizations advancing cycling initiatives in Burnaby. In June, staff supported Community Bike Fairs at Gilmore and Second Street Community Schools (**Figure 7**), through the provision of materials and promotion of the events through City social media channels and the Community Events Calendar.

**Figure 7: Community Bike Fair at Second Street Community School**



Staff recommend continued support of these initiatives in 2019 through provision of relevant information and data as required, in-kind goods and promoting community efforts.



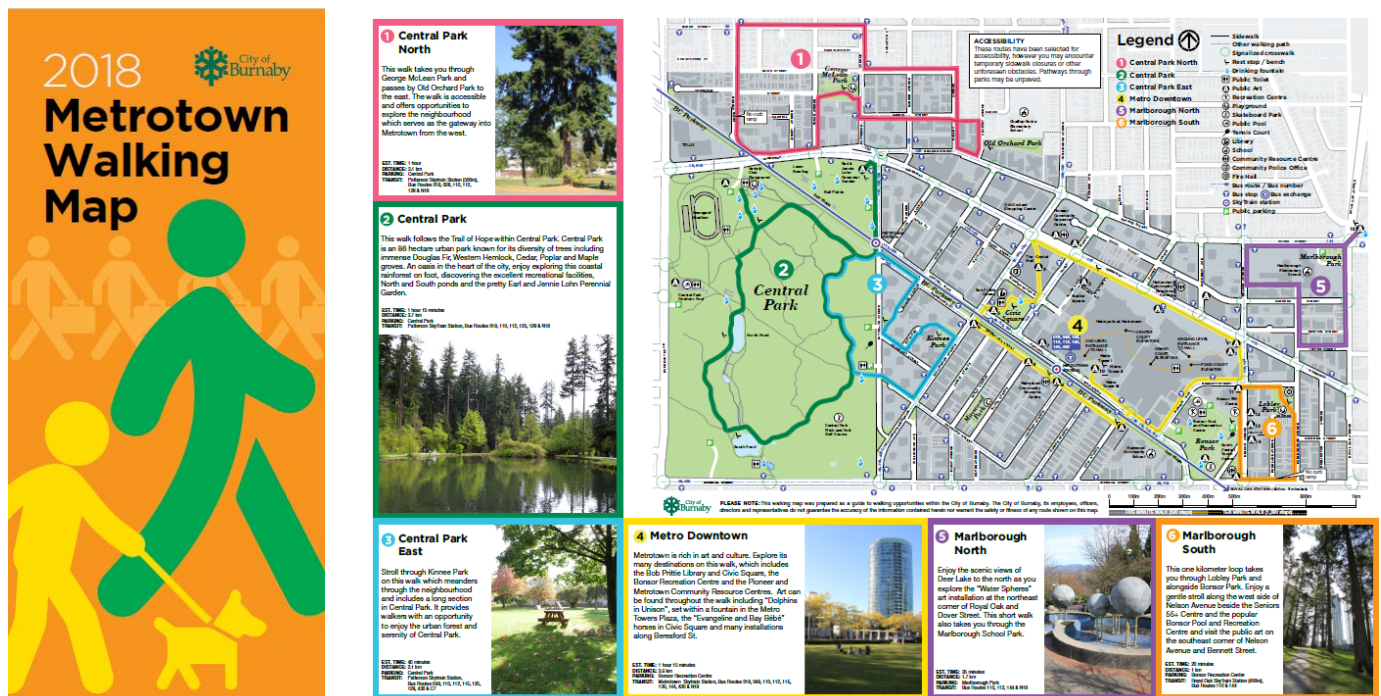
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## 2.6 Burnaby Walking Maps – Metrotown

Since 1998, one of the means of advancing the City's goal of promoting alternative modes of transportation has been the production and distribution of the Burnaby Bike Map. Building on the reach and success of the Bike Map, and the continued enhancement of the public realm within our town centres, staff have been developing neighbourhood walking maps. These maps aim to engage and support citizens in the pursuit of healthier, more active lifestyles. They also help to encourage visitors to explore the City on foot and thus support local tourism.

The first Burnaby Walking Map focusing on Metrotown was produced in 2018 (**Figure 8**). Made available online, with printed copies distributed to City facilities, the maps have been well received by the public in general. Given the success of the initial print run of the map, staff recommend the development, production and distribution of 2,000 walking maps at a cost of \$1,000.

**Figure 8: Metrotown Walking Map**



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## 2.7 Walking Challenge

In spring 2018, the Burnaby and New Westminster Healthier Community Partnerships (HCPs)<sup>1</sup> jointly undertook a walking challenge building on successful walking initiatives in both cities. Each city recognizes active transportation, including walking, as an affordable, healthy and environmentally-friendly means of getting around.

Working in collaboration with the New West Walkers Caucus, a five-week walking challenge was hosted in each community (**Figure 9**). The Walk30 Burnaby New West Challenge encouraged participants to walk 30 minutes each day for the duration of the challenge. Approximately 3,300 people took part, including school children in 134 classes in both School Districts. Through this initiative, participants logged 696,988 minutes of walking for an average of 27 minutes a day per person. The challenge culminated in a celebration Walking Festival held on Saturday May 12, 2018 at Edmonds Community Centre. Participants were able to hear featured speakers, learn about resources to support healthier lifestyles and connect with other community members interested in forming new walking groups.

**Figure 9: 2018 Walking Challenge Participants**



The project focused on ways to promote walking culture, increase awareness of the benefits of walking (mental and physical health benefits, reduced environmental impact (emissions), and reduced traffic congestion) and increase physical activity levels in both communities.

In 2019, the HCP will partner with the Burnaby Neighbourhood House (BNH) to develop community capacity in both cities to promote walking culture and advocacy. The BNH will work with community members to host a 2019 walking challenge and hold a forum on active transportation. Staff recommend continued support of this initiative.

<sup>1</sup> The Burnaby Healthier Community Partnership is a partnership of the City of Burnaby, Burnaby School District 41, Fraser Health and the Burnaby Division of Family Practice. A similar partnership exists in New Westminster.

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## 2.8 Jane's Walk

Held globally, Jane's Walk is a movement of free, citizen-led walking tours inspired by author and activist Jane Jacobs. The walks are aimed at engaging citizens in story-telling about their communities, whilst exploring their cities and connecting with neighbours.

Since 2015, Staff have facilitated these citizen-led walking tours in Burnaby by hosting a web page where walk leaders could list their events. Staff recommend continued support of this initiative.

## 3.0 CONCLUSION

The Burnaby Bike Map, Bike to Work Week, Bike to School Week, StreetWise Cycling Courses, and local community cycling initiatives such as Community Bike Fairs are well-established means for encouraging greater travel by bicycle. The expansion of the Cycling Program to include walking initiatives such as Jane's Walk, walking maps and the Walking Challenge continues to raise the profile of walking in the community and that of organizations, such as the City, that support active transportation. This report recommends the expenditure of \$13,000 to promote cycling and walking in Burnaby in 2019, as follows:

- Burnaby Bike Map, \$2,400;
- Bike to Work Week, \$4,200;
- Bike to School Week, \$2,600;
- StreetWise Cycling Courses, \$2,800; and
- Burnaby Walking Maps, \$1,000.

In keeping with our past cycling and walking promotion expenditures, it is recommended that Council be requested to authorize the expenditure of \$13,000 from the Boards, Committees and Commissions budget for this year's Cycling and Walking Program, as outlined in this report.

  
 Lou Pelletier, Director  
 PLANNING AND BUILDING

LL:sla

cc: City Manager  
 Director Engineering  
 Director Public Safety and Community Services  
 Director Parks, Recreation and Cultural Services  
 City Clerk

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**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2019 February 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 68000 20  
*Reference: Urban Trail - Gilmore*

**SUBJECT: CYCLING OPTIONS FOR THE GILMORE OVERPASS**

**PURPOSE:** To advise the Committee on the various design options available for addressing the cycling infrastructure gap on Gilmore Diversion.

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**RECOMMENDATION:**

1. **THAT** the Committee recommend to Council a preferred option for addressing the cycling network gap on Gilmore Diversion.

**REPORT**

**1.0 INTRODUCTION**

At its meeting of 2018 December 11, the Planning and Development Committee requested a staff report on the advisability and feasibility of installing a bicycle route on the Gilmore overpass of Highway 1. Council also received a delegation at its 2019 February 11 meeting from HUB Cycling, advocating several design options for this corridor. This report presents various options for Council's consideration.

**2.0 POLICY SECTION**

This report is aligned with the City's Corporate Strategic Plan by supporting the following goals and sub-goals of the Plan:

- A 'Safe Community',
  - 'Make City streets, pathways, trails and sidewalks safer'.
- A 'Connected Community',
  - 'Ensure that people can move easily through all areas of Burnaby, using any form of transportation'.
- A 'Healthy Community',
  - 'Encourage opportunities for healthy living and well-being'.



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- A ‘Dynamic Community’,
  - ‘Build and maintain infrastructure that meets the needs of our growing community’.

### 3.0 BACKGROUND

The desire to provide safe north-south cycling connections in Burnaby is a long standing priority for the City. Through various public processes including the Bikeways Consultation process (2001), MAPS project in Cascade Heights (2013), and Phase 1 of the update of the *Burnaby Transportation Plan* (2017-2018), the Gilmore overpass has been identified as a significant gap in Burnaby’s cycling network.

On busier corridors, the City often constructs multi-use paths (MUPs, also referred to in Burnaby as Urban Trails). These are typically three to four metres wide, shared by pedestrians and cyclists, and separated from traffic by a boulevard. Cycling in the Gilmore Avenue/Diversion corridor is accommodated on MUPs for much of the distance between Lougheed Highway and Sanderson Way (see *Figure 1*). However, there are no bike facilities and incomplete pedestrian facilities in the middle portion between Still Creek Avenue and Dominion Street, a distance of 550 metres. The completion of a safe and comfortable linkage would encourage active transportation in this area. It would also complete a 4.5-kilometre active transportation circuit in the surrounding area, creating more opportunities for recreational uses and access to BCIT and numerous businesses.

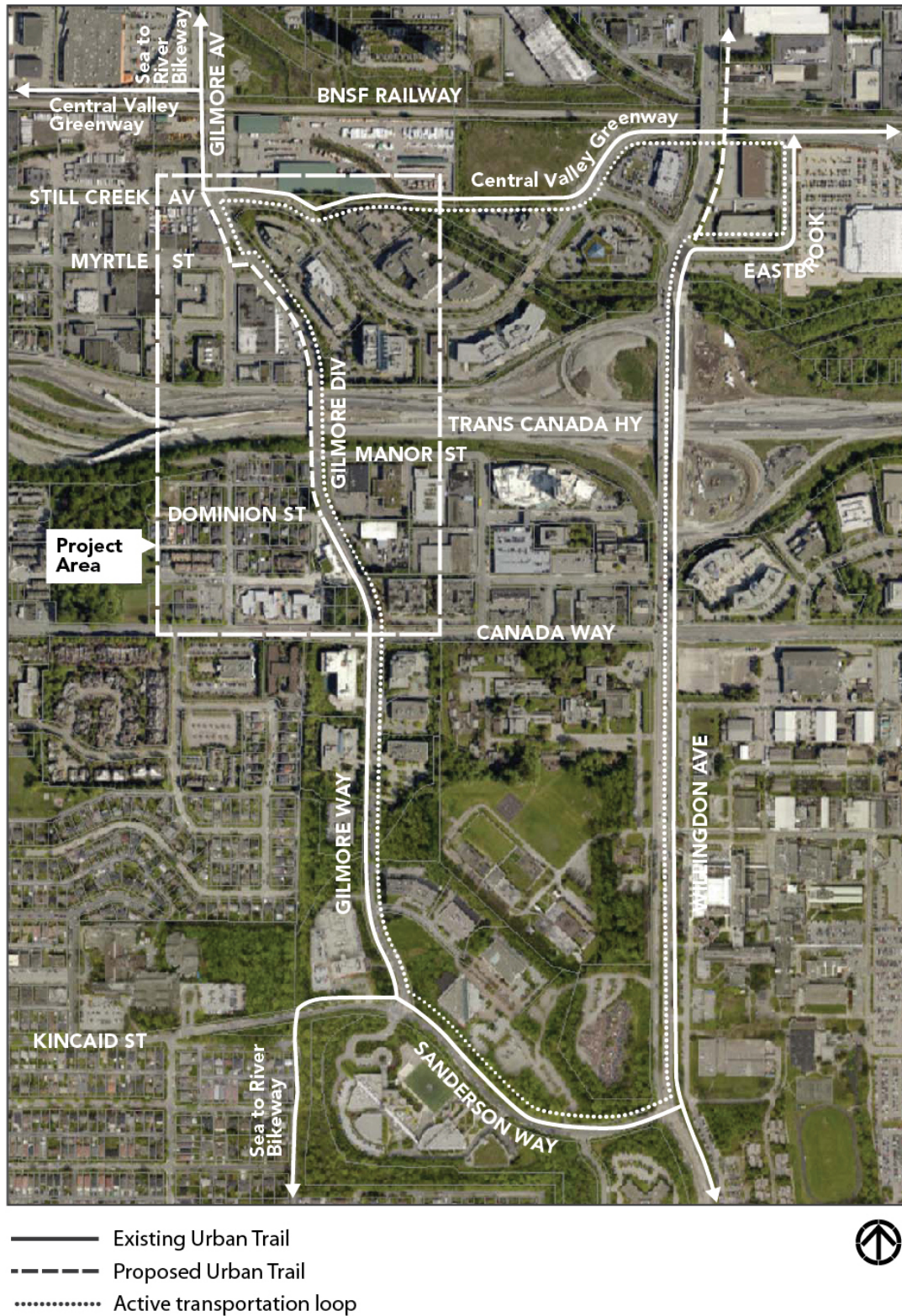
The primary challenge to achieving this is the Province’s overpass that carries Gilmore Diversion over Highway 1. Constructed in 1964, the Gilmore overpass is a four-lane structure with abutting sidewalks on both sides but no cycling facilities. In the late 2000’s, as the Province undertook the widening of Highway 1, the City asked that MUPs be included on all new highway overpasses in Burnaby. At the time, the Gilmore overpass was identified for replacement, which could have included a MUP. However, in 2012, when the Provincial project was completed, MUPs were included on all new overpasses (Willingdon, Sprott, Kensington, and Cariboo) but the Gilmore overpass was not replaced.

The Gilmore overpass also has low vertical clearance over Highway 1; the lowest clearance over the highway between Vancouver and Hope. This has resulted in the structure being repeatedly struck by over-height trucks on Highway 1.

Recognizing the need for facilitating active transportation within the corridor, Council in 2014 authorized the design of an off-street cycling connection between Still Creek Avenue and Canada Way, using the Gilmore overpass. In 2015, the design process identified a solution that would eliminate one of the northbound lanes, with the space reallocated to construct a MUP on the west side of Gilmore. Analysis indicated that traffic operations with only one northbound lane would be reasonable until the overpass was ultimately replaced, but there would be some traffic delays. Discussions with the cycling community and the Fire Department (due to the nearby presence of Fire Station #7 on Gilmore Diversion at Dominion Street) indicated the support of both of these groups for the project.

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**Figure 1: Study Corridor**



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The completed design was advanced for consideration, however, concerns were expressed about investing significant dollars on a concept that would have a limited lifespan and need to be rebuilt when the overpass was replaced. As such, the project was not advanced to construction.

Since 2015, the City has pursued continued engagement with the Province, seeking replacement of the 50-year-old overpass (including the addition of a MUP), as soon as possible.

Community interest in a cycling solution for the Gilmore overpass remains strong, as was indicated by the HUB Cycling delegation to Council on 2018 February 11.

#### 4.0 APPROACHES

There are three general approaches the City could take to provide cycling infrastructure on Gilmore Diversion:

1. ***Seek early replacement of the Highway 1 overpass:*** Building on the previous efforts of Mayor and Council, this approach would continue to encourage the Province to accelerate the replacement of the Gilmore structure. The latest (2018 October) written response from the Province stated that the overpass would not be replaced until it reaches the end of its service life, estimated to be in the 20- to 25-year horizon. While there is always the possibility that the Province will change its position, this has not happened in the last few years of discussions.
2. ***Implement long-term solution now:*** Consider various concepts for a permanent design to address the gap in our cycling network.
3. ***Temporary trial:*** Implement a low-cost, temporary version of a long-term solution to observe the benefits and impacts. The trial would be followed by a decision on which long-term solution to pursue.

The first approach seeks a political solution; the latter two are design focused, and the subject of this report.

Gilmore Diversion is included in TransLink's Major Road Network, and the City is therefore required to obtain TransLink approval for any option that reduces the person-carrying capacity of the roadway. Some of the options described below would do that, and pursuit of those options would therefore be subject to discussions with TransLink. Similarly, as the overpass is a provincially-owned structure spanning a provincial highway, approval of the Ministry of Transportation and Infrastructure would be required for most options.

#### 5.0 DESIGN OPTIONS

Various design options were considered to address the cycling infrastructure gap on Gilmore Diversion. The following six design options are presented for consideration. Each provides separation of cyclists from traffic, usually buffered by a boulevard or barrier.

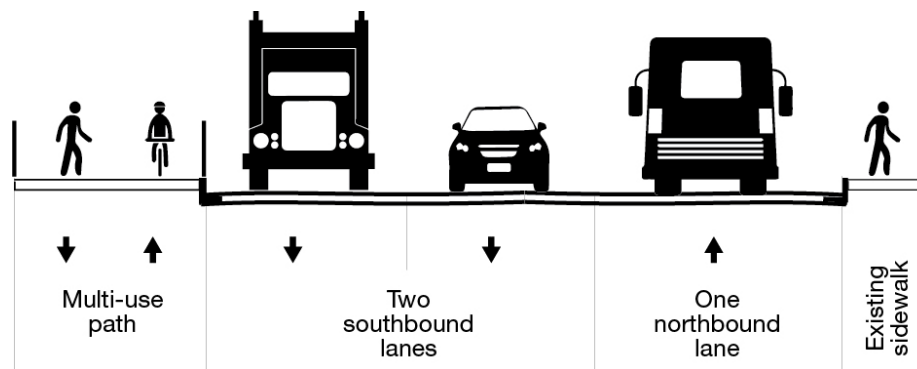
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## 5.1 Option A: 2015 City Design

As noted earlier, the City advanced a process in 2014-2015 to develop a safe, high-quality, and cost-effective cycling facility on Gilmore Diversion. That process identified a solution that would eliminate one of the northbound lanes and reallocate that space to construct a MUP on the west side of the overpass. The design would provide a 3.5m (typical) MUP from Still Creek Avenue to Dominion Street, connecting to existing MUPs at either end. On the overpass, the MUP would be separated from moving traffic by a concrete barrier (*Figure 2*). Elsewhere, a front boulevard would be provided. The lane closure would extend from Myrtle Street in the north to Dominion Street in the south, providing space for the MUP not just on the overpass but on the approaches as well. The design requires minor property acquisition and/or working easements for construction.

Should Council advance this option, the design already exists. It would be reviewed for any changes needed since 2015, and TransLink approval for the MRN changes would be sought. The Ministry has already accepted this design. Construction would likely be completed in 2020. The cost of this option is estimated at \$3 million. TransLink had previously approved \$790,000 in funding for construction of this design. That funding expires at the end of 2019. If Council chooses Option A, staff would advance the project as quickly as possible to take advantage of that funding, and also seek an extension that would allow the funding to carry over into 2020.

**Figure 2: Gilmore Overpass Cross-Section: Option A**



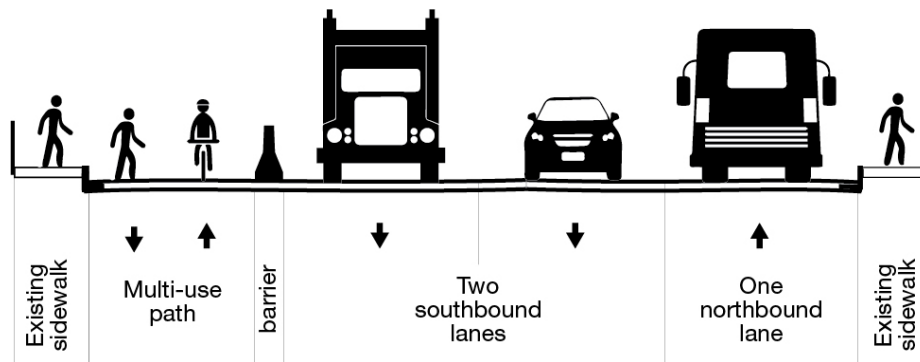
## 5.2 Option B: Six-Month Trial of 2015 Design

A second option under consideration is the potential of constructing a temporary version of the 2015 design, for a six-month trial. This would again involve elimination of one northbound lane and construction of a west-side MUP. For much of the length, cyclists would be on the roadway but separated from traffic by temporary concrete barriers (*Figure 3*). However, as a temporary facility, it would not be cost-effective to achieve the 3.5-metre MUP width of Option A. The width would typically be 3.0 metres, but dropping as low as 2.2 metres in some places. Most of the length would have the concrete barriers, but the narrowest sections would have only a curb separating vehicles from MUP users (like an abutting sidewalk). The project would include before-and-after monitoring to evaluate the efficacy of the trial.



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**Figure 3: Gilmore Overpass Cross-Section: Option B**



Staff have prepared a conceptual sketch for Option B. The objective is to replicate Option A as closely as possible, for all modes, so as to provide a realistic trial of how Option A would operate. Much of this can be done quickly with temporary barriers and lane markings. However, there is also the need for some curb works and a small retaining wall. Construction would therefore be preceded by an engineering design contract and consultation with the Ministry and TransLink. In light of this, construction would likely be towards the end of 2019.

A six-month trial is proposed. Depending on the completion date, this would be extended if necessary to encompass the summer cycling months in 2020.

The cost of this option is estimated at \$0.6 million. Being both temporary and of lower quality than Option A, this would not be eligible for cost-sharing from senior governments. Some working easements would be required, but likely no property acquisition.

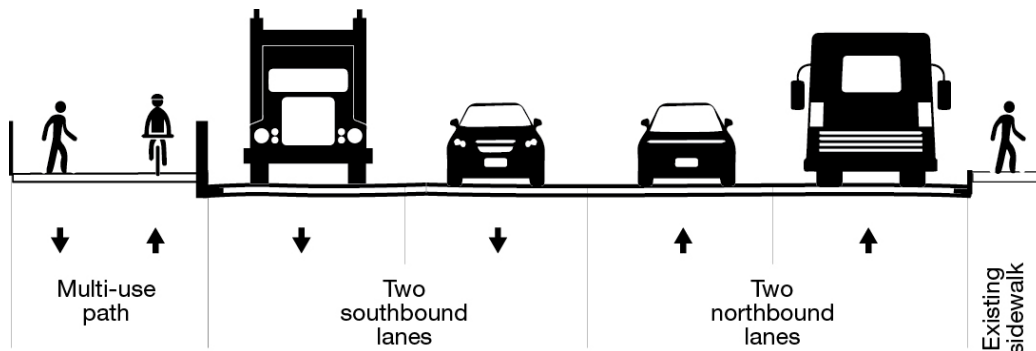
Results of the trial would be reported to Council, allowing for a decision on which option to pursue subsequently. Any permanent solution would require the removal or reconstruction of the work done in Option B, and would thus not reduce the cost of the permanent solution.

### **5.3 Option C: MUP on a Widened Gilmore Overpass**

During the Port Mann / Highway 1 project, staff sought input from the Province's designers on the potential of retrofitting the existing structure to accommodate a MUP whilst maintaining four traffic lanes. At that time, the designers assessed the feasibility of the option, but did not undertake detailed design or costing. The underside of the existing structure consists of box girders running north-south across the highway. The Province indicated that it would be possible to add one or more additional box girders, thus widening the bridge and providing space for a MUP (**Figure 4**). Retaining four traffic lanes, there would be less land available for the MUP on the approaches. In particular, the north approach would require more extensive retaining walls and, likely, more land acquisition than Option A.

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**Figure 4: Gilmore Overpass Cross-Section: Option C**



While a formal cost estimate has not been prepared, staff estimate the cost of this option to be on the rough order of \$5 million plus, including the approaches. Modifications to the structure would have to be done to Ministry design standards and subject to their approval. The project would be eligible for cost-sharing from senior governments. TransLink approval would not be needed, as the capacity of the MRN would not be reduced.

As with the existing structure, a widened structure would run the risk of being struck by trucks passing beneath. As a Ministry structure, repairs would be their responsibility but use of the MUP could be disrupted. The investment in the current structure would be lost when the structure was ultimately replaced.

If Council chooses this option, staff would initiate a design process followed by funding applications. Construction would likely be in 2020 and/or 2021.

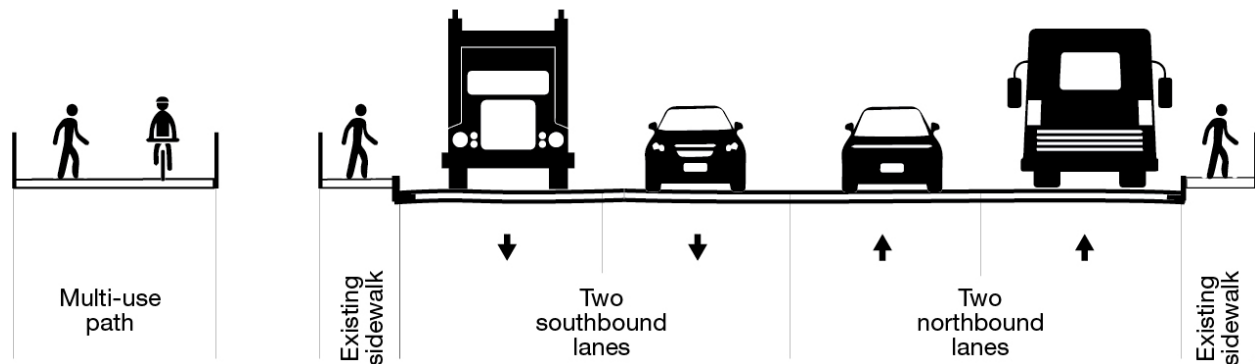
#### **5.4 Option D: New Parallel Active Transportation Structure**

A fourth option for consideration is the construction of a separate, parallel structure for the MUP. This would be located several metres west of the existing structure. It would need to be about one metre higher than the existing overpass to meet clearance requirements over Highway 1 (**Figure 5**). The new stand-alone structure would need to be built in a manner so as to not preclude or significantly impact the future replacement of the Gilmore overpass. Construction of the approaches would be similar to Option C, adjusted for the horizontal and vertical placement of the new bridge.

It is unclear whether the parallel structure would be owned by the City or Province. Challenges with this option include the potential for greater property acquisition on the approaches and the need to protect for future replacement of the existing overpass. The width and cost of that replacement would be reduced by eliminating the need for it to include a MUP.

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**Figure 5: Gilmore Overpass Cross-Section: Option D**



A formal cost estimate has not been prepared. Staff consider the cost of this option to be on the rough order of \$5 million plus, inclusive of the approaches, for a “plain and functional” structure. A more visually-interesting “signature” structure, such as the one that carries the Central Valley Greenway over Winston Street, would raise the total project cost into the \$8 million plus range. Modifications to the structure would have to be done to Ministry design standards and subject to their approval. The project would be eligible for cost-sharing from senior governments. TransLink approval would not be needed, as the capacity of the MRN would not be reduced.

If Council chooses this option, construction would likely be completed in 2021.

### 5.5 Option E: City Replacement of Gilmore Overpass

As was noted earlier in the report, the Gilmore overpass is the lowest structure across Highway 1 between Vancouver and Hope, and does not meet the Ministry’s current vertical clearance standards. While the preceding options addressed the need for a safe cycling facility, only a full replacement of the structure can address the vertical clearance issue.

The full replacement of the Gilmore structure would be a significant undertaking. The project would be challenging, lengthy, and costly given the following factors:

- *Demolition:* The costs associated with removal of a structure over an active highway are very high.
- *Proximity of existing buildings:* There are existing commercial buildings and homes on either side of Gilmore Diversion, constraining the possible alignments for a new structure. Property acquisition may be necessary.
- *Construction staging:* As has been done when replacing other highway overpasses, the best solution likely entails removing half the existing structure, building half the new structure in much the same place, and then repeating the process for the other half. This minimizes land acquisition and allows for some continued mobility during construction, but at a higher construction cost.



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- *Other factors:* The cost will also be impacted by upgrading to current seismic standards, ground conditions that are known to be poor in the area, the need for the new structure to be higher than the existing one, and the corresponding need to rebuild the approaches.

The cross-section would be similar in principle to that already shown for Option C (widening of the existing structure), with the added benefit of an improved east sidewalk with better separation from traffic.

Once again, a formal cost estimate has not been prepared. Staff consider the cost of this option to be on the rough order of \$50 million plus, inclusive of the approaches, but this estimate is even more speculative than those given for Options C and D. The project would need to be led by the Ministry and completed to their standards. The project would be eligible for cost-sharing from senior governments. TransLink approval would not be needed, as the capacity of the MRN would not be reduced. Assuming willingness by the Ministry, construction would likely be completed in about 2022. However, this would likely require that the City cover a significant portion of the project costs.

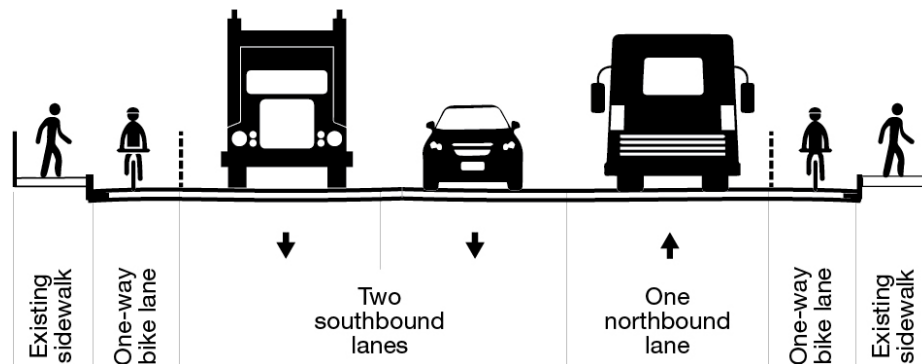
## 5.6 Option F: One-way Cycle Tracks (HUB's proposal)

At the Council meeting of 2019 February 11, a delegation from HUB Cycling presented a series of concepts for Gilmore Diversion, some of which are reflected earlier in this report. HUB indicated that their preferred solution is a pair of one-way bike lanes on either side of the roadway, separated from traffic by delineator posts. As with Options A and B, this would be achieved by eliminating one travel lane (**Figure 6**). While there are safety benefits to having all cyclists travel in the same direction as vehicles, staff do not recommend this concept for Gilmore Diversion. The reasons are:

- The delineator posts would provide a strong visual delineation between cars and bikes, but not the physical protection offered by a concrete barrier.
- To the north and south of here, the MUP is entirely on the west side of Gilmore. To use the bike lane on the east side, a northbound cyclist would need to cross Gilmore twice, first at Manor Street and then back again at Still Creek Avenue.
- To facilitate that cross-over, the bikes lanes and corresponding reduction in travel lanes would need to extend to from Still Creek Avenue in the north to Canada Way in the south. This would reduce the intersection capacity at these intersections, which is unaffected in all other options.
- The bike lanes would be on the order of 1.5 to 1.7 metres wide, bounded by a curb on one side and posts on the other. In such a constrained space, it would be difficult or impossible for one cyclist to safely pass another within the 750-metre length of the bike lanes.

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**Figure 6: Gilmore Overpass Cross-Section: Option F**



This option would be the least expensive, perhaps on the order of \$100,000. This option does not include construction of 170 metres of sidewalk on the west side of Gilmore Diversion between Myrtle Street and Highway 1, thus leaving a gap in the pedestrian network. All other options include the provision of this pedestrian connection.

Support from TransLink for reduction of the MRN may be less likely, due to the lower quality of bike facility that would be provided. Implementation of the bike lanes could be done this year. However, as noted previously, this option is not recommended by staff.

## 6.0 CONCLUSION

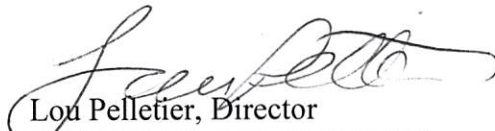
This report seeks Committee direction on its preferred option for Council approval for addressing the cycling network gap on Gilmore Diversion. The five options that staff consider supportable are:

- A: lane reduction to build a MUP on the existing structure;
- B: six-month trial of the above option with temporary materials;
- C: widening of the existing structure for a MUP;
- D: construction of a parallel structure for the MUP; and
- E: cost-sharing with other governments on replacement of the overpass.

Staff are of the view that Option A provides a quality product at a reasonable price. However, there are also merits associated with the other options.

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Upon receiving a Committee recommendation and subsequent Council approval, staff would bring forward a funding report to begin implementing the chosen option. In the event of Option E being chosen, staff and/or the Mayor would first engage with the Province to ascertain their willingness to develop this concept with City funding support.



Lou Pelletier, Director  
PLANNING AND BUILDING

LL/sa:sla

cc: City Manager  
Director Parks, Recreation and Cultural Services  
Director Engineering  
City Clerk

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Meeting 2019 Feb 28

## COMMITTEE REPORT

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2019 February 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 90400 02  
*Reference: Bike-Share*

**SUBJECT: BIKE-SHARING IN BURNABY**

**PURPOSE:** To advise Council on developments and emerging opportunities for bike-sharing in Burnaby, and to initiate a pilot program.

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**RECOMMENDATION:**

1. **THAT** Council direct staff to advance a Request for Qualification and, if applicable, a Request for Proposals to pilot a bike-sharing program, and the use the findings from that process to develop a policy framework for managing the use of the public realm by the private sector.

**REPORT**

**1.0 INTRODUCTION**

The City's three Sustainability Strategies all identify the provision of transportation choices and promotion of alternative modes as key strategic transportation goals for Burnaby. The Council adopted Vision, Themes and Goals guiding the update of Burnaby's Transportation Plan place continued emphasis on supporting travel choices that are enjoyable and supportive of our quality of life, and offer "*accessible and safe mobility in support of a healthy, green, prosperous and connected community.*"

The City of Burnaby has been approached by representatives of several operators of bike-sharing systems expressing an interest in launching operations in the City, including applications for business licenses. These bike-share program proposals provide the City with an opportunity to examine the potential for an operational model in support of strategic transportation objectives.

This report presents an overview of developments and emerging opportunities with bike-sharing in Burnaby, its potential impacts, regulation, and local context, as well as considerations to advance city policy to promote alternative modes and modal choice through a pilot project.

**2.0 POLICY SECTION**

Bike sharing is aligned with several of the City's Strategic Plans and Policies including:

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- *Official Community Plan*'s transportation sub-goal of Promoting Alternative Modes, with the underlying direction of providing safe and convenient cycling facilities;
- *Burnaby Transportation Plan*'s recently-adopted goals and themes of a transportation system that is accessible, healthy, prosperous, safe, green and connected;
- *Environmental Sustainability Strategy*'s 'Move' Goal of a walkable, bikeable and transit-supported city that supports a healthy community and environment;
- *Social Sustainability Strategy*'s 'Getting Around' Strategic Priority that promotes mobility for all people moving around Burnaby in ways that are accessible, affordable, healthy, safe, and reliable, which help Burnaby to be more inclusive, liveable and resilient, by encouraging and promoting cycling; and
- *Corporate Strategic Plan*'s 'A Connected Community' and 'A Healthy Community' goals, and sub-goals of:
  - 'A Connected Community'
    - 'Ensure that people can move easily through all areas of Burnaby, using any form of transportation'.
  - A Healthy Community'
    - 'Encourage opportunities for healthy living and well-being.'

### 3.0 BIKE-SHARING

Bike-sharing is a service where bicycles are made available for individuals to use on a short-term basis, like a short-term rental. The bike-share system consists of a fleet of bicycles placed at various locations across a geographic operating area. Users are able to pick up a bicycle at one location and drop it off at any another designated location within the service area. Modern bike-shares are enabled by smart technology either available through the docking station (a high-tech bike rack) or the bicycle itself to provide rental access, payment and locking capacity via smart phone or other technology.

The underlying principle of bike-sharing is enabling individuals' use of bicycles on an "as-needed" basis without the costs and storage requirements of ownership. Bike-sharing can increase mobility choice and flexibility, reduce congestion and fuel use, provide for multimodal transport connections (e.g.. use of transit and cycling to make one trip), and even replace or supplement trips that may be circuitous or inconvenient by another mode.

Bike-sharing as a concept has been around for more than 40 years, with systems now operating in many cities around the world. The first modern municipal bike-share was launched in Paris (2007), with the first North American programs launching in the USA in Washington DC (2008), and in Canada in Montréal (2009). Major bike-sharing systems are now present in London, Paris, New York, Washington DC and several cities in China. Bike-share systems are operating at a significant scale in several Canadian cities including Ottawa, Hamilton, Toronto, Montréal, and Vancouver.

In 2017, the bike-sharing arena in North America underwent a dramatic shift with the introduction of dock-less technology (discussed below), and the proliferation of private, for-profit bike-share operators funded by venture capital. In contrast, earlier systems were often joint

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ventures with government. The rapid increase of bike sharing companies and systems in North America provides opportunities and challenges for local governments wishing to advance mobility options whilst providing support for larger community goals such as affordable and sustainable transportation options and reduced carbon emissions. The pace and scale of change, as well as the introduction of new technologies and operating models, are placing a resource strain on cities as they work to keep pace.

### 3.1 Operating Models

There are two basic models of major bike-share systems (“docked” and “dockless”) with several governance and operating structures, each with a different approach to the common goal of providing access to bicycles. Common components of bike-share systems are bicycles, parking locations, software and technology.

#### 3.1.1 Docked Systems

The most prevalent form of bike-sharing systems globally is kiosk-based docking systems, where bicycles are secured to and rented from technologically-enabled docking stations as illustrated in *Figure 1*. The introduction of smart technology to lock and unlock bicycles, where the docks themselves are the “smart” equipment, allows users to locate and pay for bicycle rentals using credit cards, digital membership keys or smart phones. In this system, each bicycle must be returned to a docking station at the end of its use, or be subject to higher fees.

These systems require space for the docking stations (typically on the boulevard or parking areas of the street). They are typically licensed operations with most cities requiring operating permits and business licenses, and are the most capital-intensive models. Examples of docked systems include bike-shares in Vancouver, Toronto, New York, and Washington DC.

The advantages of a docked system include its ability to control access (based on station locations and technology), streamlined maintenance (as all bicycles are parked at a limited number of locations) and reduced theft.

The disadvantages of a docked system include the high capital cost of implementation (due to the cost of the docking stations) and operating costs related to the need for rebalancing. The latter refers to the requirement for the operator to constantly shift bikes from stations that are full (and therefore cannot accept the return of additional bikes) to those that are empty (and thus have no bikes available to meet demand). For these reasons, a docked system is the most expensive form of bike-share systems in use. Typically docked systems have been publicly owned, with operation being either public or private. A viable system typically requires a public subsidy.

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**FIGURE 1: Docked Bike-Share Service in New York (NY)**



### **3.1.2 Dockless Systems**

The most recent innovation in the bike-sharing industry, dockless systems, came as a response to some of the challenges of traditional docked systems. The fastest growing form of bike-share, dockless systems rely on the bicycle as the “smart equipment”, where the necessary electronic components (location via GPS, locking and rental technology) are located on the bicycle itself. In this scheme, a user accesses a bicycle through an app on their smart phone which is linked to the internet and a credit card. The app directs the user to the nearest available bicycle and unlocks the bicycle. When the user ends the trip, the app locks the bicycle and charges the user.

These systems do not rely on established docks or kiosks. Some allow bikes to be parked anywhere within the service area, while others have demarcated locations as illustrated in *Figure 2*.

The smart bicycles are often equipped with a mechanism that locks the rear wheel, meaning that attachment to a rack or other structure is not required for security. GPS devices located within the bikes also help to prevent theft (in addition to helping users locate the nearest available bike). Examples of dockless systems include bike-shares in Victoria (BC), Westmount (PQ), Seattle, and numerous cities in China.

These schemes provide greater flexibility by eliminating the need for permanent docking stations, and provide more convenience for users in locating and dropping off bicycles. Because of the lack of docking infrastructure required, these schemes have the advantage of reduced capital costs, and thus tend to be inexpensive to implement and operate. As such, government subsidies have not been required, and these schemes are typically owned and operated privately.

The disadvantages of dockless systems include operation and maintenance, both for system operators who must locate and rebalance bicycles to meet demand, and cities who may have to manage the clutter of the public realm with abandoned bicycles. The latter has occurred where unregulated competition for market share has resulted in the flooding of the public realm with



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more bicycles than demand. Further, vandalized bicycles, often stripped of their GPS capacity, are difficult for operators to track down. The potential lack of visibility that established stations provide is also a major disadvantage of docked systems.

**FIGURE 2: Dockless Bike-Share with Marked Stations in Westmount, Quebec**



### 3.1.3 Operating Structures and Business Models

There are three general operating structures typically found with bike-sharing systems:

- **Publicly Owned and Operated:** In this model, a public entity owns and operates the bike-share system. The procurement of the system is typically through capital budgets, and operating budgets primarily rely on revenues from user memberships and rental fees, but may be supplemented by subsidies or grants from the public owner. Examples of this model include Montréal (PQ), and London (UK).
- **Publicly Owned and Privately Operated:** This is the most prevalent operating model, in which a public entity provides support for a bike-share system that can be owned (fully or partially) by a public agency, and operated by a business or not-for-profit organization. The details of this model are diverse with many variations in how the system is implemented, operated, funded or sponsored in any given city. Funding examples include:
  - Publicly funded, such as in Washington (DC);
  - Privately funded through corporate sponsorship or concession, as in New York (NY); or
  - Combination where funding is from both public and private sources, as in Cleveland (OH).

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A common model entails the public agency providing the initial capital costs for the system, with a private operator relying on revenues from user fees to fund day-to-day operations.

- ***Privately Owned and Operated:*** In this model, the bike-share system is owned and operated by a third-party organization with no financial support from government. Programs under this model can be operated by not-for-profit entities or private enterprise, the latter of which is the fastest-growing segment<sup>1</sup> of the bike-sharing industry. Examples of this model include Victoria (BC), Hamilton (ON), and two companies operating in Seattle (WA). Globally, this model of bike-share is supported by private venture capital funding.

### 3.2 Bike-Sharing in Metro Vancouver

The desire for a regional bike-sharing system was identified in TransLink’s Regional Cycling Strategy for Metro Vancouver (2011). The establishment of a regional system would “*offer ‘first and last mile’ connections to transit, solve the issue of peak hour bicycle restrictions on SkyTrain, and provide opportunities to make short trips by bicycle as an alternative to taking transit.*”<sup>2</sup>

The City of Vancouver, in support of its objectives of making cycling a viable sustainable transportation option, launched its public bike share system, “Mobi by Shaw Go”, in 2016. A docked system, Mobi operates 175 stations focused on a catchment area between Arbutus Street and Victoria Drive, from 16<sup>th</sup> Avenue to the False Creek shoreline including the Downtown peninsula. The system operates with over 1,500 bicycles, and is working to expand across Vancouver and other parts of Metro Vancouver.

Within the last year, several jurisdictions in the province have either piloted or are about to embark on processes to implement bike-sharing systems. In Metro Vancouver, the University of British Columbia and the Cities of Richmond and Port Coquitlam are undertaking 12- to 18-month pilots of bike-share systems beginning in 2018. Each is aimed at securing one or more providers to operate a public bike-share system at no cost to the city or university.

### 4.0 BIKE-SHARING IN BURNABY

Metro Vancouver municipalities, including Burnaby, have been approached by representatives of several operators of dockless and docked bike-sharing systems, expressing an interest in launching operations here. Bike-sharing offers numerous benefits and challenges to local governments. In Burnaby they include the following:

<sup>1</sup> In 2017, in the USA, the number of bike-share bicycles more than doubled to approx. 100,000. The majority of this increase (77%) came from private dockless companies. (NACTO Bikeshare Statistics, 2017)

<sup>2</sup> TransLink. *Regional Cycling Strategy Implementation Plan* (June 2013)

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- **Advancing strategic and policy objectives:** Bike-sharing as a concept provides an opportunity for the City to advance policy objectives including the adopted Vision, Themes and Goals of the *Burnaby Transportation Plan*. Indeed, bike-share systems work best when they are part of a city's overall transportation vision and network.
- **Supporting economic, social and environmental sustainability goals:** Access (whether physical, digital or financial) to shared mobility services such as bike-share, is an important public service that supports local economic development, access and affordability for peoples of all ages, incomes and abilities, and options for zero-emission mobility.
- **Supporting healthy transportation and modal choice:** Within the overall spectrum of urban mobility, bike-share has a role to play by providing cycling options that support active transportation and offer a convenient, comfortable, flexible, and affordable alternative way to get around within the City.
- **Supporting transportation affordability:** Bike-sharing is one element in addressing the affordability question by providing a convenient, cost effective, environmentally friendly mobility option, which fills the gap in short-distance mobility.
- **Solving public transit's 'Last Mile' problem:** The attractiveness of transit is sometimes dampened by the problem of its inability to deliver travelers all the way from their point of origin to their destination. This "last-mile" problem is thought to deter transit use among riders with auto access, even when high-quality transit service is provided for the majority of the trip distance. While this problem can also be addressed by walking, taxi, or ride-hailing, cycling can help connect users to high-quality transit such as SkyTrain. Bike-sharing can facilitate this connection by making it easier to make one-way, shorter-duration trips such as between home and a SkyTrain station.
- **Provides data on travel patterns to facilitate transportation planning and decision making:** As a technology-driven solution, bike-sharing can provide data (via GPS trackers installed on the bicycles) to inform transportation planning priorities based on usage patterns.

#### 4.1 Considerations for Implementing a Bike-share System

The rapid deployment and expansion of bike-sharing systems globally points to the attractiveness and adaptability of such systems to different situations within the urban mobility spectrum. However, challenges have also arisen. It is therefore important to approach any such implementation thoughtfully, with an eye to lessons learned in other jurisdictions. Considerations for implementing a system include:

- **Competing demands for use of public space:** Bike-sharing is one of numerous commercial enterprises seeking to operate on the City's streets and sidewalks within the road allowance. As a finite and scarce resource, road allowances need to be managed to

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maximize the efficient use of space and mobility both on and off-street including for public uses. Existing operators (i.e., transit, taxis and car-share operators) and potential future operators (such as ride-hailing enterprises, curbside electric vehicle charging stations, advertising kiosks etc.) are all competing for space within the same road allowance. This is further exacerbated in commercial areas, where these demands may be at the expense of high-demand public parking spaces. Off-street boulevard and sidewalk space is also in high demand with space for walking in competition with numerous existing uses such as garbage bins, bus shelters and benches, bike racks, newspaper boxes, sandwich board signs, etc. This points to the need for broader policy direction on how the City wishes to manage access to public space for commercial use.

- **Orderly operations:** For bike-share to be seen as an important public benefit, it has to be provided in an orderly, regulated and attractive manner, with appropriate licensing, operational and performance requirements, and active management and enforcement.
  - **Over-supply:** One of the significant problems that has emerged in some cities, with the proliferation of dockless bike-sharing, is the over-supply of bicycles in an unregulated manner in a drive to achieve operating scale and market share. Operators have flooded the public space, resulting in supply far exceeding demand; the result has sometimes been chaos in the public realm, in part due to the random and haphazard way in which bicycles can be left in dockless systems.
  - **Street clutter and sidewalk obstruction:** Other operational concerns noted for some dockless systems include problems arising from bicycles left by users in an unregulated manner such as obstructing access to sidewalks, damaging landscaping etc. and a proliferation of abandoned and damaged bikes in public spaces, illustrated in *Figure 3*.

**FIGURE 3: Bike-Share Clutter (Seattle, WA and Beijing, China)**



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- **Safety and Helmet Law:** The provision of helmets and compliance with the BC *Motor Vehicle Act* (mandatory helmet usage) require mitigation to reduce risk and liability. Additionally, questions of helmet hygiene, fit, and safety need to be addressed if helmets are shared. For example, if a rider was injured while wearing a helmet supplied by the bike-share, but the helmet had been previously damaged (whereby the damage was not evident except by testing), there is a potential liability to be borne by the bike-share owner and/or operator, whether a private provider or the City.
- **Rapid change in the industry:** Innovation is accelerating the pace of change within the bike-sharing industry. The pace of emerging trends (including dockless bikes, electric bikes, electric scooters, etc.) and the accommodation of these technologies poses a challenge for cities. This has led to a variety of responses ranging from outright bans of dockless systems (Amsterdam, Netherlands) to permitting enterprises to operate without regulation (Beijing, China). This is partly due to the pace of change, but also to the requirement for the development of regulations to facilitate or manage some of these trends. For example, the City of Seattle notes that a key success factor to its roll-out of its latest bike-share program was the development of regulations prior to implementation of the bike-share, mitigating against many of the issues seen globally. Seattle developed a permitting process that included existing and new regulations, and operational requirements with appropriate oversight. However, this requires time and resources for local governments to advance strategic policy development, to facilitate the successful launching and operation of bike-sharing systems in their communities.
- **Interoperability across municipal boundaries:** In a region with multiple jurisdictions, one challenge is the need for a bike-share system to be able to operate across municipal boundaries, for several reasons: as a critical facilitator of the “last mile” connection to high-quality transit service; to enable longer trips to destinations of interest in other jurisdictions; and to provide residents the same mobility irrespective of residential location (whether near a municipal boundary or in the centre of the city). A single regional operator could facilitate these trips, however a scenario with multiple operators may result in discarded bicycles in jurisdictions where an operator has no operating license. This could place the burden for removal of “abandoned bicycles” on local jurisdictions.
- **Lack of access:** While bike-sharing has been touted as one element in addressing the affordability of transportation, the issue of social equity has been raised in communities where bike-sharing currently operates. Cost, lack of payment options, lack of access to smart phones, bank and credit card accounts are all potential barriers, that disproportionately affect those who are already disenfranchised and part of under-served communities.
- **Long-term financial sustainability:** Long-term financial, scalability and viability considerations are different for the docked vs dockless systems. Docked systems were primarily publically funded, and their business models were thus typically subject to public review. The financial viability of private dockless systems, which are primarily

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venture capital funded, is less certain. First, as this segment of the bike-sharing industry is relatively new, there are no long-standing examples of financial viability<sup>3</sup>. Second, it's unclear how stable or sustainable the model for revenue generation (primarily from a combination of user deposits, usage fees, in-app advertising, and possibly from the sale of user data) is without continued venture capital investment. Some reports indicate that, after more than two years in operation, the top two dockless systems in the world, China's Ofo and Mobike, remain unprofitable and are scaling back operations. The third-largest bike-sharing company, Bluegogo, went bankrupt in late 2017 resulting in thousands of discarded bicycles.

- **Impact to City operations:** Globally, the impact of “rogue bike-shares” on city resources has been significant as city staff work to deal with abandoned bicycles in the public realm, clear sidewalks of clutter and undertake enforcement action. This has led some to argue that “ *a sustainable, equitable use of public resources, be those direct, or indirect should be applied, taking into consideration all costs of any bike sharing system, and not socialising private costs while maximising private profits.*”<sup>4</sup> The cost of private bike-share operations should not be borne in any part by the City, but paid entirely by operators.
- **Regulatory consideration:** The City's current business licensing program requires compliance with applicable city bylaws. Current provisions within the City's *Street and Traffic Bylaw* prohibit the obstruction or encumbrance of public spaces, such as streets and sidewalks, without Council approval. Updating of the regulatory framework would be required to permit the operation of bike-sharing within the road allowance.
- **Data and Privacy:** The security and privacy of users' data is a major concern, given the value of the data, especially when linked to other consumer information such as credit card data, rider habits, addresses etc. The business model of bike-sharing is built on data-sharing platforms which operate by collecting data via apps, which can be a valuable commodity for private companies either for their own purposes, or to sell to third parties. Finding the balance between privacy, security and utility is a difficult proposition, especially for those service providers that are (or are subsidiaries of) off-shore enterprises.
- **Integration with other mobility services and payment systems:** New technologies and service innovations are providing more convenience and transportation options for users. However, with each new option, the opportunity arises for the integration into a common platform to enable users to plan and make the most convenient and financially transparent journey possible, without the need for multiple accounts for each service provider.

<sup>3</sup> The first dockless platform was founded in 2014, as a voluntary bike share scheme on the campus of Peking University (Beijing, China). Ofo, as it came to be known, has now evolved into a private for-profit entity.

<sup>4</sup> Platform for European Bicycle Sharing & Systems. *Unlicensed Dockless Bike Sharing – Common Position Paper*, 2017, pp.3.

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Compatibility with integrated / cross-platform payment systems such as TransLink's Compass Card is an important consideration.

## 5.0 NEXT STEPS

The demand for access to the public realm for private use is a growing issue for the City. As such, staff propose the following approach with considerations to advance city policy to promote alternative modes and modal choice through a bike-share pilot project.

### 5.1 Proposed Approach

While bike-sharing shows promise in realizing benefits to residents and visitors of the City, there is currently no policy framework in place to enable and facilitate the operations of a publicly- or privately-financed bike-share system. A new policy framework for bike share should be considered within the context of a larger public realm approach to enable the operation of one or more provider(s) through Operating Agreements. These agreements would be structured to include requirements that respond to the full range of risks and considerations identified previously in this report, and would be supported by a fee structure to recover associated administrative and operational costs.

It is proposed that this approach be advanced in two steps: a) Request for Qualification (RFQ) from bike-sharing proponents; and b) a Request for Proposals (RFP) to pilot a bike-sharing program.

The RFQ is intended to identify industry interest from qualified proponents in a competitive bid process for a pilot bike-share. As numerous operators have expressed an interest in operating a bike-share system in Burnaby, an RFQ process would provide the fairest and most transparent approach in identifying potential qualified operators. Further, given the infancy of the industry within the Lower Mainland, and the concerns and issues raised in earlier sections of this report, an RFQ process would facilitate the screening of qualified and eligible proponents capable of delivering a pilot. Ascertaining qualifications through this initial process would streamline the delivery of a bike-share pilot by providing input towards the design of the RFP focusing on issues of highest concern to the City. The RFQ process would also provide the City with the option to delay or suspend the pilot if it was found that there are insufficient proponents with the capacity, ability or skill to satisfactorily implement the pilot.

Qualified proponents identified through the RFQ process would then be invited to respond to a RFP for a privately financed bike-share system. As the industry has matured over time globally, the need for local governments to provide financial support and incentives to facilitate the service has shifted towards a focus on regulation. The invited proponents would provide detailed proposals for the pilot based on the terms outlined in this report. Staff would recommend the issuance of a single permit for the pilot to enhance the potential for a successful bike-share by minimizing the dilution of potential market uptake across multiple providers, and to minimize the potential impact on staff and resources. The pilot would be limited to the operation of



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bicycles, as provincial legislation related to the lawful operation of electric bikes, skateboards, scooters and other motorized personal devices has not been introduced.

At the conclusion of the RFP process, the selection of a proponent would be advanced through a report to the Planning and Development Committee with a recommendation to Council.

Experience in other jurisdictions indicates that dedicated staffing resources are a necessary consideration for the success of bike-sharing. Accommodation of a pilot program at no cost to the City is recommended. Any additional temporary resources that may be required to manage the program would be funded by the proponent. The outcome of the pilot will inform the development of a new policy framework to comprehensively manage and protect the public realm within the public right of way.

## 5.2 Why a Pilot?

The opportunity to assess a bike-share system through a pilot test is attractive as it:

- Provides the city with an **opportunity to assess** a bike share system and learn more without significant risks;
- Provides information and **data to inform** the development of a public realm management policy framework; and
- Offers an **advantageous testing ground** for current or new shared active transportation modes and technologies, by providing a more definite demonstration of the types of system and operational performances that can be obtained through these arrangements, and by providing useful information on how these can best serve in achieving city goals and objectives.

At the end of the pilot period, if the City determines that bike-sharing does not deliver value to its citizens and its transportation network, it can opt to discontinue public bike-sharing services in Burnaby. Alternatively, the City may opt to continue the pilot, open up permitting to multiple operators or issue a second RFP for a single vendor to provide bike-sharing services on an on-going basis.

## 5.3 Bike Share Pilot Framework

The pilot program would be designed to assist the city in determining the most effective approach for introducing bike-sharing and other shared active transportation to Burnaby while ensuring public safety. Staff recommend the initiation of a 18-month pilot that conforms with industry guidelines<sup>5</sup> for the regulation and management of shared active transportation including bike-shares. The piloting would include:

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<sup>5</sup> NACTO Policy 2018: *Guidelines for the Regulation and Management of Shared Active Transportation, Version 1: July 2018* and NABSA *Dockless Bikeshare Regulation Preliminary Guidance, Version 1, January 2018*.

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- An open procurement process for interested bike-share providers of docked or dockless technology, with a single operating license awarded;
- Preference may be given to industry-accredited operators and those with a regional presence in Metro Vancouver in consideration of regional connectivity;
- Data sharing requirements for the provision of accurate, complete and timely data about how services are used and, in an anonymized manner, who is riding;
- Provision of bicycles and equipment that is safe for public use and developed for the shared-use context;
- A permit and fee structure that covers all the City's administrative costs to regulate and manage the pilot program; and
- Any other permit conditions to be imposed on bike-share operators to ensure that the safety and convenience of roadway and sidewalk users is not unduly impacted.

The approach proposes a 12 month license agreement, with a month to month extension for the remainder of the pilot, rather than formal regulation to facilitate the operation of the approved bike-share. The City would work with the successful proponent to establish:

- service area coverage focusing on areas of highest bike-share potential;
- fleet size minimums and maximums;
- operational requirements and performance expectations for managing the service;
- parking requirements including placement and locking options; and
- community engagement requirements.

At the end of the 12 month license agreement, staff would review the data and outcomes of the program, consider feed-back received, and use the experience to inform bylaw and policy updates including the development of a public realm policy framework for access to the public right of way for commercial use. Concurrently, staff would report back to Committee and Council with a recommendation on whether to continue the program, thus providing a six-month transition period to any finalized service model.


## 6.0 CONCLUSION

Bike-sharing is well aligned with many of the City's strategic plans and policy directions. It supports the goals of a transportation system for Burnaby citizens that is accessible, healthy, prosperous, safe, green, and connected, and contributes to a viable transportation alternative that is affordable. However, it must be approached thoughtfully so as to mitigate the challenges that have been experienced in other jurisdictions and maximize the public utility of having such a

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system. A pilot program provides a flexible, exploratory approach that reduces risk and informs the development of policy.

It is recommended that Council direct staff to advance a Request for Qualification and, if applicable, a Request for Proposal to pilot a bike-sharing program, and use the findings from that process to develop a policy framework for managing the use of the public realm by the private sector.

  
Lou Pelletier, Director  
PLANNING AND BUILDING

LL/DL:sa/sla

cc: City Manager  
Director Corporate Services  
Director Public Safety and Community Services  
Director Engineering  
Director Finance  
Director Parks, Recreation and Cultural Services  
City Clerk

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