

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

**DATE:** 2017 June 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** PL 94000 - 20  
*Reference: Trans. Plan Update*

**SUBJECT:** BURNABY TRANSPORTATION PLAN UPDATE

**PURPOSE:** To initiate a process for the development of a renewed Burnaby Transportation Plan.

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#### RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council approve the scope of the *Burnaby Transportation Plan* update, as outlined in section 3.0 of this report.
2. **THAT** the Committee recommend that Council endorse the public consultation framework, as outlined in section 4.0 of this report.
3. **THAT** the Committee recommend that Council authorize staff to undertake Phase 1 of the public consultation program, as outlined in section 5.0 of this report.
4. **THAT** the Committee recommend that Council endorse the draft vision, themes, and goals, as a basis for public consultation, as outlined in section 6.0.

### REPORT

#### 1.0 INTRODUCTION

The *Burnaby Transportation Plan* is the City's guiding policy document for transportation. It establishes the long-term vision for moving people and goods in the City, while integrating and achieving environmental, social, economic, and community development goals.

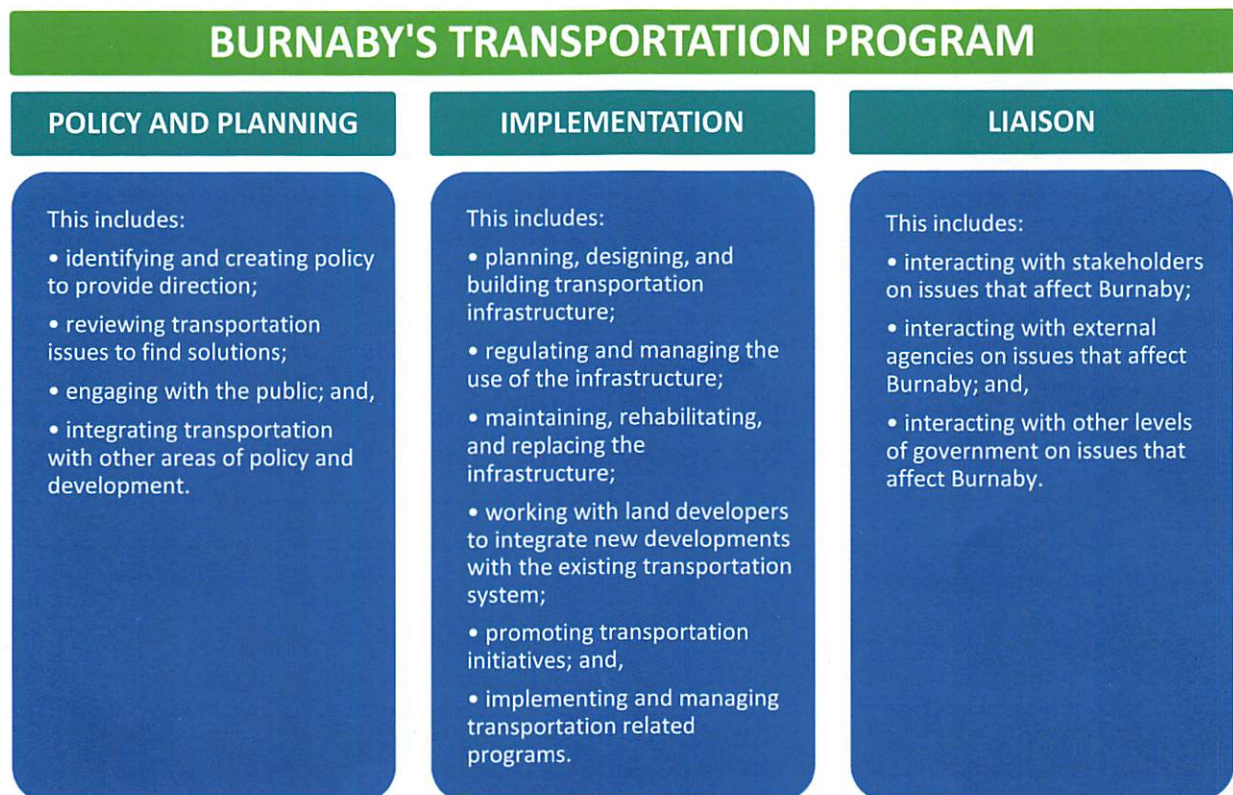
This report outlines a process for the development of a renewed *Burnaby Transportation Plan*. It provides background on the Transportation Program, a history, and context for why a renewed *Plan* is needed; details a scope, phasing, and activities for developing a renewed *Plan*; proposes a city-wide Public Consultation Framework; describes the Phase 1 Public Consultation Program; outlines the draft vision, themes, and goals to be used as the basis for public consultation; and, defines the resources that will be used to achieve the renewed *Burnaby Transportation Plan*.

## 2.0 BACKGROUND

Transportation is an essential component of everyday life. It enables the opportunity to socialize, work, play, shop, and learn. It delivers the goods that people manufacture and consume. The decisions that are made about the transportation system have long-lasting effects and consequences on how the City is built and how it functions. Transportation policies and projects can assist in creating a desirable City that is more environmentally, socially, and economically sustainable. The transportation system goes hand-in-hand with land use in shaping the City and working towards overall sustainability. Land use decisions affect the way in which people travel and use their environment, while transportation decisions influence the location, rate, and form of development. Together, land use and transportations' ultimate role is to connect people with goods, activities, places, and other people. In Burnaby, transportation planning encompasses not just the process of going to a place, but the experience of how to get there. Enhancing quality of life, economic prosperity, community and place-making are core values in the provision of the transportation system.

### 2.1 Burnaby's Transportation Program

Burnaby's Transportation Program is comprised of three main components:



This comprehensive program is guided by the policies and directions in the *Burnaby Transportation Plan*.



## 2.2 History

The first edition of the *Burnaby Transportation Plan* was adopted in 1979 and the second in 1995, with periodic minor updates since then. The *1995 Burnaby Transportation Plan (1995 Plan)* reflected and responded to the transportation challenges of the City at the time, and has been successful in guiding decision-making on key transportation initiatives over the past two decades. The *1995 Plan* included a vision, seven goals, 45 policies, and 25 actions to guide the development of the City's transportation system.

Burnaby's transportation system has helped to shape and define the City as seen today. The oldest streets, such as Kingsway, North Road, Marine Drive, and Douglas Road, began as footpaths linking key destinations. Early tramlines along the Kingsway Ridge and in the Central Valley connected the City to Vancouver and New Westminster. The completion of major public transportation infrastructure projects such as the Expo Line, Millennium Line, and the Evergreen Extension has enabled the City to continue to focus growth in the Town Centres and Urban Villages. Major streets and highways, such as Willingdon Avenue, Hastings Street, Lougheed Highway, and the Trans-Canada Highway, have provided connections across the City. Multi-use pathways and trails, such as the BC Parkway and the Central Valley Greenway, have linked neighbourhoods within the City, as well as neighbouring municipalities, for pedestrians and cyclists. Influenced by past transportation projects, the City has grown up around these multi-modal networks, setting the stage for how to build, organize, access, enjoy, and use the City.

## 2.3 Context for a Renewed Transportation Plan

The *1995 Plan*, and other City strategies and policies, are built on the premise that cities evolve over time and that this change should be both managed as it happens as well as shaped through visioning and planning for the future to achieve the type of City Burnaby citizens desire.

Much has changed in the City and Region since the adoption of the *1995 Plan*. Within Burnaby, the population is larger, older, and more culturally diverse. There has been significant growth within the Town Centres, walking and cycling networks have advanced, transit service has been enhanced, and the City's road networks have improved. The majority of new homes are located within multi-family buildings. The number of trips taken by using public transit has grown faster than car trips. Travel patterns have changed, especially for journey-to-work trips, from having a one core destination such as downtown Vancouver, to having multiple destinations such as the various Regional City Centres, Municipal Town Centres, and other work locations. In the 1990s, many Provincial roads were transferred to City ownership. TransLink began operating as Metro Vancouver's regional transportation authority in 1999. Within the Metro Vancouver region, there has been increasing emphasis on development around transit stations, concerns about congestion, investment in facilitating goods movement, public discourse on how to fund the regional transportation system, and greater knowledge about climate change and the role that transportation systems play in greenhouse gas emissions. Public expectations of the transportation system are greater than just efficient movement; they demand that it is safe and contributes towards achieving a diverse range of social, economic, and environmental goals as

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well. Many now recognize the important role transportation plays in public health, access to services, quality of life, ecosystem health, climate change, and the economy.

With these changes, there still remains the foundational requirement for the transportation system to serve the community by providing access to property, connecting people to their destinations, and providing access for public services (police, fire, ambulance, sewer, water, etc.). Burnaby has grown up around a transportation system that has two core functions: to move people and to move goods. The system contributes to the structure of the City. It is comprised of right-of-ways where the movement of people and goods takes place. Given that land is a finite resource, the ability to expand or add streets will be limited. However, existing streets can be reorganized or redesigned to accommodate different modes and volumes of movement, improved to make the public realm more enjoyable and safer, and enhanced to advance the quality of life within Burnaby's neighbourhoods, in alignment with the aforementioned changes that have occurred over time.

Given this context, an updated *Burnaby Transportation Plan* is also necessary to address the following:

1. Accommodating Growth and Lifestyle Shifts

The City is projected to grow by 125,000 people and 60,000 jobs by 2041 for a total population of 345,000 and 203,000 jobs, as stated in the *Metro Vancouver Regional Growth Strategy*. In accommodating this growth, the challenge is how we will move in the City in the future? The City and its transportation system face a fundamental space challenge. Land and streets are finite resources that require careful management. Approximately 20% of the City's land area is dedicated right-of-way for the transportation system. Given the growing population and the limited land and street supply, the City needs to strategically plan for how to move people and goods efficiently.

The demand for transportation services will continue to increase as the City and region grow. However, the supply of these services must be adapted to reflect the needs of Burnaby's residents and businesses. In developed countries, including Canada, people aged 65 and over are the fastest growing component of the population. As the population ages, being able to "get around" can become more challenging and requires more transportation options to enable seniors to age in place. This includes planning for housing and services that support this growing demographic in proximity to transportation choices.

On the other end of the age spectrum, people between the ages of 15 and 35, are a bigger cohort than those between the ages of 52 and 72, in Canada. They are making different decisions about how they move than the generations that came before them. Many see their cell phones as a representation of freedom instead of the automobile. They are delaying or not getting their driver licenses, and ownership of personal vehicles is in decline. Where and how they move in the City is influenced by different lifestyle choices and circumstances such as increased education, lower employment rates, delaying



marriage, delaying having a family, availability of multiple commuting options, and overall affordability challenges. They have proven that they have different preferences than other demographic groups when it comes to housing, education, work, and other lifestyle choices. The question is whether these trends will continue as they age? How can the City plan for a transportation system that not only helps to keep people in the City, but enables them to thrive?

People that are between 30 to 65 years of age have seen a variety of lifestyle changes resulting in the need to move more throughout the City. People are more scheduled and have more activities in a variety of destinations than previous generations. Families have to get to work, schools, daycares, extracurricular activities, services, and other events on a daily basis. Planning for the location and proximity of these destinations is a key aspect of making this lifestyle work, while also providing transportation choices that are easy, flexible, affordable, and enjoyable.

An updated *Plan* would better enable the City to manage the transportation system so that it accommodates population growth and lifestyle shifts over the long-term.

## 2. Economic and Affordability Shifts

The economic decisions relating to transportation have been shifting as the cost of land and fuel has risen. In the Metro Vancouver region, affordability has become a significant issue. Housing and transportation are the two main components of household expenditures and increasingly people are considering travel time and cost in their decisions about where to live. The costs associated with travel, whether it is the cost of gas or a transit pass or the time required for transportation, are changing how people move in the City.

There has been significant growth in the “sharing economy”, moving the focus from ownership to sharing, co-op, or rental opportunities (eg. renting a car or bike). Sharing programs, such as car-share, car co-ops, and bike-share, have added to the spectrum of transportation choices making it possible to have the benefits of and access to private vehicles or bikes without the costs, storage, maintenance, and other responsibilities of ownership. The factors motivating the growth of the transportation sharing economy include congestion, increasing costs of ownership, shifting mindsets about ownership, an environmental ethic that emphasizes reducing consumption, a successful sharing business model, technology that makes sharing efficient, and the growing availability and accessibility of sharing options.

The City’s economy is heavily influenced by the transportation system, whether it’s the movement of goods to global destinations through the City or delivering to local businesses and residents. Over time, as globalization has taken place, transportation logistics have become both more complex and more accessible. It is possible to receive more types of goods and services from all over the world faster than ever before. Yet local delivery, parking, loading, and truck routes are equally important in serving the

local economy. As the City continues to grow, it will continue to be important to consider new infrastructure opportunities, transportation demand management, and other solutions to maintain the efficient movement of people, goods, and services.

The economic impacts of transportation choices are being directly linked to a variety of parts of people's lives. People are making decisions about the costs of their transportation choices in relation to how those choices affect their health, impact the environment, influence their social life, and affect their bottom line.

An updated *Plan* would better enable the City to adapt to economic shifts and impacts over the long-term.

### 3. Planning and Policy Shifts

Since the 1995 *Plan* was adopted, Burnaby's policy framework has expanded to include a comprehensive concept of sustainability. With the completion of the City's three Sustainability Strategies (*Economic Development Strategy*, *Social Sustainability Strategy*, and the *Environmental Sustainability Strategy*), there is increased emphasis related to transportation on:

- focusing development in the Town Centres and Urban Villages;
- minimizing the impacts of transportation on public health and the environment;
- transportation's role in supporting a sustainable economy;
- providing high-quality public spaces for the health and vitality of the City; and
- making it possible for more trips to be made by walking, cycling, and transit.

The City has evolved into a more urban community. This shift has resulted in a greater commitment to the integration of land use planning and transportation planning, with the aim of providing more choice to Burnaby citizens. The mechanisms to achieve this integration have included the update of or amendments to the City's *Community Plans*, and the creation of the City's *Public Realm Standards for Town Centre Streets*, which have provided a greater level of detail regarding the desired urban design and function of the streets.

With significant policy work completed over the last decade, it is now time to update transportation policy to reflect the City's current policy framework. The challenge ahead lies in identifying and understanding how transportation and land use can be better integrated: How will land use and transportation decisions impact the community? How will people move in the future? What are the spatial impacts of these land use and transportation decisions? How will transportation impact the place-making, beauty, enjoyment, and happiness of the City? How can the transportation system continue to contribute positively to overall community building?



An updated *Plan* would better enable the City to address these planning and policy shifts over the long-term. It would further reflect and implement the goals and directions set by the City's economic, social, and environmental sustainability framework.

#### 4. Technology Shifts

Technology is ever evolving. The rapid increase and spread of computers and mobile communication devices has transformed people's lives in many ways since the 1995 *Plan*.

People have access to more information than ever before which has changed travel patterns and how people access the information needed to plan trips. For example, information on point-to-point travel times is becoming increasingly based on actual conditions in real-time. This enables people to make mode and route choices on the basis of current conditions. In addition, that information is available in more ways and locations with the greater availability of free Wi-Fi coverage in public places.

Technology is changing the available transportation options, adding more to the choice spectrum, from electric vehicles to car-share apps to the possibility of self-driving vehicles. It has also changed how people receive goods and services through the use of online shopping and home delivery services. Technology has made it more feasible and convenient to work across great distances and, for some, to work from home or connect while traveling. These types of advances in technology have changed how people move in the City and how they connect with each other on a day-to-day basis.

An updated *Plan* would better enable the City to consider how new technologies may change transportation, plan for opportunities that may arise, plan for future infrastructure needs, and use available technology to enhance the transportation system. New technologies will also allow for the collection and monitoring of transportation data, the ability to quickly make informed decisions, and the ability to provide more information and services to Burnaby's citizens.

Within this context, it is appropriate to review the City's transportation policies and prepare a contemporary policy framework for decision-making. A renewed *Burnaby Transportation Plan* will enable Burnaby to respond to these changes, plan for the challenges ahead, and coordinate investments to meet the City's strategic transportation goals. This update provides an opportunity to consider innovative approaches, think about the "big picture" for transportation, consider a broad range of possible solutions, and seek opportunities that best achieve multiple goals and objectives in alignment with the community's values.

In addition to these opportunities, an updated *Plan* will continue to support the necessary foundational components of transportation and civic functions such as access to property, connecting people to destinations, and access for public services (police, fire, ambulance, underground utilities, etc.). At its core, the renewed *Plan* will provide transportation options and choices that support land use, services, and the citizens of Burnaby.

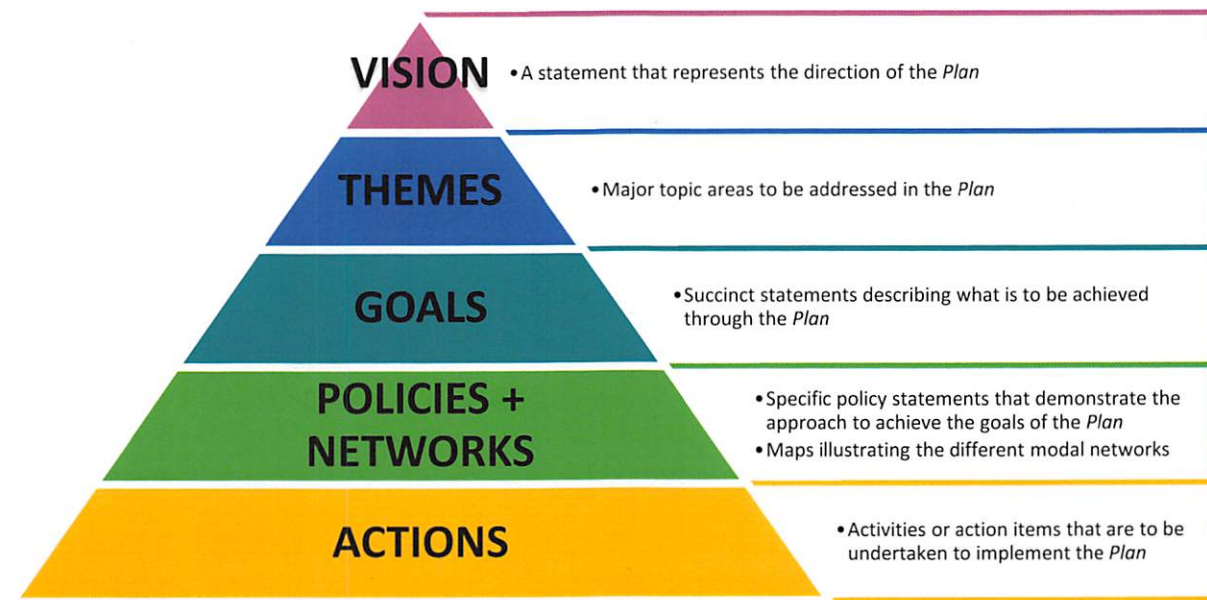
### 3.0 THE TRANSPORTATION PLAN UPDATE

This section outlines the scope, phasing, and activities for the *Burnaby Transportation Plan* update.

#### 3.1 Scope

The scope of the *Burnaby Transportation Plan* update is to review and renew the adopted 1995 *Plan*. This will include the creation of a new vision, themes, goals, policies, networks, and actions to guide the transportation system into the future.

The structure of the renewed *Plan* is illustrated and defined as follows:



#### 3.2 Phasing and Activities

The development of the renewed *Burnaby Transportation Plan* will be a multi-year process, divided into three phases:

**Phase 1 – Setting a Direction:** Identify transportation issues and opportunities in the City and determine the vision, themes, and goals to establish an overall direction for the renewed *Plan*.

**Phase 2 – Building the Plan:** Define the main body of the renewed *Plan*, including policies, networks, and actions.

**Phase 3 – Developing an Implementation Strategy:** Prepare an Implementation Strategy after the renewed *Burnaby Transportation Plan* is adopted.





Each phase will include the following activities:

- **Background Research and Analysis** – Collecting and reviewing data on historical and existing conditions, reviewing existing City policy documents, examining best practices, identifying challenges and opportunities, and conducting analyses to compare the merits of alternative courses of action.
- **Public Consultation** – Developing a consultation strategy, creating consultation materials and activities, engaging with the public and stakeholders, and analysing and reporting the consultation outcomes.
- **Policy and Plan Development** – Using the background research, analyses, and public consultation outcomes to create and draft content for the renewed *Plan*.
- **Reporting** – Preparing reports to the Planning and Development Committee and Council summarizing the work completed, input received, and seeking approval on next steps.

#### 4.0 PUBLIC CONSULTATION FRAMEWORK

The scope and significance of undertaking a renewed *Burnaby Transportation Plan* call for a consultation program that engages a variety of stakeholders, inclusive of Burnaby residents and businesses, as well as other organizations and agencies that have an interest in Burnaby's transportation system. The public consultation is to be proactive in reaching out to and engaging a broad spectrum of people in an interesting and informative way.

The proposed public consultation framework for the *Burnaby Transportation Plan* update is summarised below.

##### 4.1 Public Consultation Objectives

The primary objective of this program is to create a thoughtful, strategic, and inspiring *Plan* that works for the community and will be implemented effectively. This will require inclusive two-way communication with the public concerning transportation in the City. In this vein, the public consultation program will employ strategies to inform, engage, involve, and seek input from the public and other stakeholders.

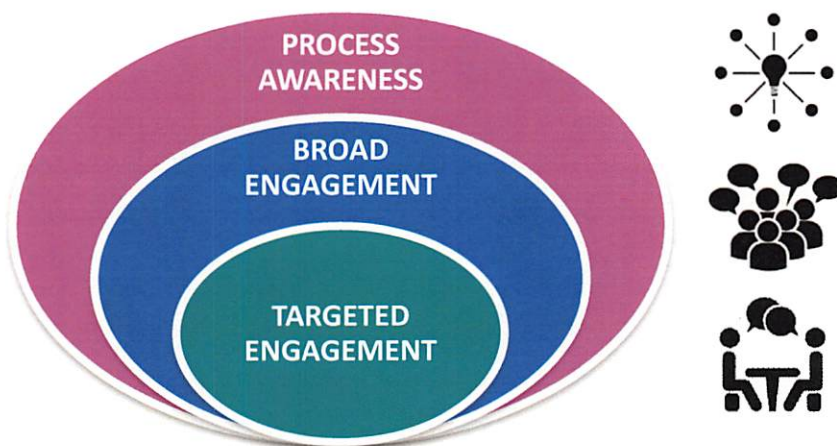
The public consultation program will seek to:

- reach a broad audience including residents, employees, businesses owners, service providers, and other stakeholders;
- raise awareness of existing transportation policies, programs, and regulations;
- raise awareness of the process and opportunities for input;
- outline the existing and future transportation issues and opportunities to the community;
- gain a better understanding of public opinion on key issues;
- address the needs of various stakeholders by providing a range of consultation formats;
- acknowledge and build upon existing partnerships; and,
- build support for the renewed *Burnaby Transportation Plan*.

#### 4.2 Public Consultation Program

In an effort to maximize the reach and scope of the public consultation, a “graduated” approach is proposed. It is organized around three styles of communication:

- ***Process Awareness (Inform)*** – This aspect focuses on communicating with the broader public about the *Plan* update. The activities are designed to provide general information about the *Plan* process, Burnaby’s transportation system, and the vision for the future.
- ***Broad Public Consultation (Inform and Engage)*** – This aspect focuses on providing opportunities for the broader public to be engaged in the *Plan* process. The activities are to be designed to distribute information about the *Plan* update and Burnaby’s transportation system as well as to invite feedback and discussion.
- ***Targeted Engagement (Inform, Engage, and Involve)*** – This aspect focuses on interactions with internal and external stakeholders. The activities are to include mode-specific or topic-specific discussions, explore issues and opportunities, consider solutions, and garner detailed input on the development of the *Plan*.





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This approach will allow citizens to participate at whichever level of detail they are most able to contribute.

#### **4.3 Public Consultation Program Phasing**

Each phase of the *Burnaby Transportation Plan* update is to have a public consultation component seeking feedback on the work completed during that phase.

##### For Phase 1 – Setting a Direction:

The first phase of consultation is intended to raise awareness, build interest, and understand the issues. It will be focused on providing information about Burnaby's transportation system as it exists today, receiving input on transportation issues and opportunities in the City, and confirming the draft vision, themes, and goals, thus setting the direction for the updated *Plan*.

##### For Phase 2 – Building the Plan:

The second phase of consultation will be undertaken in two parts:

- **Part A** is intended to consider solutions and outcomes to the issues and opportunities raised during Phase 1. It will be focused on developing the specifics of the *Plan* and receiving input on the proposed policies, networks, and actions that bring the *Plan* to life. The program will offer a mix of broad and in-depth consultation activities to enable both high-level engagement with the public, as well as detailed and informed conversations about trade-offs and opportunities with stakeholders.
- **Part B** is intended to share and confirm the draft *Plan*. It will be focused on outreach, building support, and final review. The input received is intended to further refine the *Plan* for Committee and Council consideration.

##### For Phase 3 – Developing an Implementation Strategy:

The third phase of consultation is an on-going program intended to identify and prioritize action items, continue to share the newly adopted *Plan*, and notify and engage citizens as the *Implementation Strategy* is undertaken and the *Plan* is implemented.

At the end of each phase of public consultation, staff will report back to Committee and Council outlining the feedback received and next steps.

#### **5.0 PHASE 1 PUBLIC CONSULTATION PROGRAM**

As noted above, the first phase of public consultation focuses on raising awareness, building interest, and understanding the issues. The aim is to provide information about Burnaby's

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transportation system as it exists today, receive input on transportation issues and opportunities, and confirm the draft vision, themes, and goals.

## 5.1 The Graduated Approach for Phase 1

The graduated approach for Phase 1 follows the three styles of communication:

### Process Awareness (Inform):

The intent is to use multiple platforms to provide information about the *Plan* update process, the transportation system, how the public can get involved, and the vision for the future. To inform a City-wide audience this may include:

- **Webpage:** The creation of a dedicated webpage for the *Burnaby Transportation Plan* update to provide the public with continued access to the most up-to-date resources and information related to the *Plan*, including reports, displays, brochures, and more.
- **Newspaper and Digital Notices:** Publish digital and printed advertisements in Burnaby Now and other media to ensure the public is advised of the process and the available methods of providing input; advise the public of the dates, locations, and times of public consultation events; and direct the public to information sources, such as the website.
- **InfoBurnaby Article:** Publish an InfoBurnaby article to provide information about the update of the *Plan* and encourage citizens to visit the website, share their ideas, and provide feedback.
- **Other Materials:** Brochures, factsheets, presentations, advertising, and other media will be created as required to facilitate the communication of information.

### Broad Public Consultation (Inform and Engage):

The intent is to continue to use communication platforms that provide general information, as outlined above, as well as host and/or attend events and meetings to provide opportunities for feedback through surveys and conversations with staff on the vision, themes, and goals, as well as issues and opportunities. To inform and engage Burnaby citizens, this may include:

- **Events and Meetings:** Host or participate in public open houses, civic events, pop-up displays, and public meetings at multiple locations around the City to provide information about the *Plan* update and to encourage citizens to get involved, fill out surveys, visit the webpage, and share their ideas and input.
- **Public Survey(s):** Provide both hard-copy and digital versions of a public survey(s) to invite citizens to provide their input on the draft vision, themes, and goals, as well as issues and opportunities, for the renewed *Plan*.



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- **Other Materials:** Brochures, factsheets, presentations, display boards, questionnaires, activities, subscription lists, advertising, other media, and other graphic or illustrative materials will be created as required to facilitate the communication of information and to garner feedback.

Targeted Engagement (Inform, Engage, and Involve):

The intent is to continue using the above communication styles while deepening the conversations into mode-specific or topic-specific discussions that provide the opportunity to fully explore issues and opportunities, consider solutions, and garner detailed input. To inform, engage, and involve Burnaby citizens, this may include:

- **Meetings and Workshops:** Host or participate in meetings and workshops with internal and external stakeholders to discuss mode-specific or topic-specific issues and opportunities as well as the vision, themes, and goals.
- **Questionnaire(s):** Provide both hard-copy and digital versions of questionnaire(s) to invite detailed feedback on the mode-specific or topic-specific discussions related to the issues and opportunities, as well as the vision, themes, and goals.
- **Other Materials:** Brochures, factsheets, presentations, display boards, questionnaires, activities, subscription lists, advertising, other media, and other graphic or illustrative materials will be created as required to facilitate the communication of information and to garner detailed feedback.

## 5.2 Anticipated Outcomes for the Phase 1 Public Consultation Program

The anticipated outcomes of the Phase 1 Public Consultation Program include:

- Public awareness and interest in the *Burnaby Transportation Plan* update process;
- A shared understanding of the issues and opportunities of the transportation system in Burnaby;
- Confirmation of the draft vision, themes, and goals; and,
- Momentum leading into Phase 2.

Following the conclusion of Phase 1, a report summarizing the feedback received and next steps will be presented to Committee and Council.

With Council approval of this report, the Phase 1 Public Consultation Program is expected to proceed from summer 2017 to early winter 2018.

## **6.0 DRAFT VISION, THEMES, AND GOALS**

The following sections outline the draft vision, themes, and goals to be used as the basis for the Phase 1 Public Consultation Program.

### **6.1 Draft Vision**

The primary objective of the first phase of developing the renewed *Plan* is to set the direction. To that end, the vision is an aspirational description of what the City would like to achieve and is intended to serve as a clear guide for choosing current and future courses of action.

The draft vision for the renewed *Burnaby Transportation Plan* considers the question: What if Burnaby's streets were not just corridors for movement, but public space to be enjoyed by all?

*In Burnaby, all travel choices are enjoyable and the transportation system is the foundation of our thriving public spaces and our quality of life. The transportation system not only moves people and goods between destinations but provides places for people to meet, linger, and participate in city life. It is a balanced and comprehensive system that offers accessible and safe mobility in support of a healthy, green, prosperous, and connected community.*

The following draft vision narrative provides an expanded description of what the transportation system would look like in the future:

*In Burnaby, the transportation system is an important part of the public realm. The streets not only move people between daily activities but provide places for people to meet, linger, and participate in all that the City has to offer.*

*Burnaby provides:*

- *a walking environment that makes it easy and delightful to get from place to place;*
- *a cycling environment that is comfortable and well-connected throughout the City;*
- *a transit environment that is efficient and pleasant;*
- *a driving environment that is predictable and reliable; and*
- *a safe environment for all users.*

*Burnaby's streets form an important gathering space within neighbourhoods and communities. A place where people greet their neighbours, enjoy shopping and dining, and are entertained and active. The system shapes where people live, work, play, learn, and shop, making it possible for citizens to carry-out their daily activities locally.*



*The transportation system moves goods and services efficiently and mindfully throughout the City. It includes the integrated use of multiple modes (walking, cycling, transit, cars, trucks, trains, and ships) to connect consumers with products and services. It supports the full range of goods movement from local delivery to importing and exporting in the international marketplace. It helps businesses of all sizes thrive and is part of building complete communities.*

*Burnaby's balanced and comprehensive transportation system is one that enables citizens to walk, cycle, take transit, drive, or any combination thereof, to reach their destinations. It makes it possible to transport goods and services within local communities. It is a multi-modal system that provides access and choice, offers safe and secure mobility, encourages healthy and active communities, protects and enhances the natural environment, supports a prosperous and competitive economy, and builds vibrant, connected communities.*

*In Burnaby, moving in the City is not just an action, but an experience.*

The draft vision and the draft vision narrative are to be confirmed through the Phase 1 Public Consultation Program.

## 6.2 Draft Themes and Goals

The draft themes provide the major topic areas to be addressed in the renewed *Plan* while the draft goals are succinct statements under each theme that describe what the City would aim to achieve through the renewed *Plan*. The draft themes and goals begin to demonstrate how the vision will be achieved.

The draft themes and goals for the *Burnaby Transportation Plan* update are:



**1. Accessible:** access and choice

**2. Safe:** safe and secure mobility



**3. Healthy:** active people in healthy, livable communities



**4. Green:** a protected and enhanced environment



**5. Prosperous:** a thriving, sustainable economy



**6. Connected Community:** integrated and well-designed places

*1. Accessible: access and choice*

The “accessible” theme is about providing access and choice to users of Burnaby’s transportation system.

Access can be considered in three ways: locational, physical, and financial. Locational access refers to whether a person can get to their destination using the transportation system. Physical access refers to the concept that everyone, regardless of age or physical ability, has the mobility they need to live their daily lives. Financial access refers to the notion that the transportation system is affordable for the majority of people, and that economic means is not a barrier to mobility.

Choice within the transportation system enables users to walk, cycle, take transit, drive, or any combination thereof, to reach their destination. It is about providing viable transportation options to people and businesses so that they have mobility to participate in their daily activities.

The goals for an accessible transportation system are to:



- provide people with multi-modal access to their homes, jobs, shops and businesses, educational opportunities, extracurricular activities, and other destinations;
- provide travel options that are easy, reliable, and flexible; and,
- provide access and choice for people of all ages, abilities, socio-economic levels, and backgrounds.

2. Safe: safe and secure mobility

The theme of “safe” mobility is about reducing the risk of harm for users of Burnaby’s transportation system.

Safety relates to physical dangers that can be present, perceived safety concerns, and user comfort. When it comes to transportation, often a person’s choice of how they get around is influenced by the real or perceived safety and comfort of that mode. For example, a person who would like to walk to work may be more likely to do so if the walk were enjoyable, separated from vehicles and bicycle traffic, and had a clear route to get there. That same person might choose to take transit or drive instead if the sidewalks are not complete, or they are located directly beside busy traffic, or there are no features that provide interest or enjoyment along the way.

When it comes to transportation safety and security, each mode has its own challenges. For drivers, a safe and secure transportation system is one that manages speeds and aims to mitigate conflicts with other cars and other modes of travel. For walkers and cyclists, it is one that is designed to encourage more participants, which includes appropriately sized facilities, clear and direct routes, and respects the symbiotic relationship between the number of participants and safety; more users, more safety; more safety, more users. A safe and secure transportation system for transit users can be provided by mitigating personal safety and security concerns, which can include transit station and stop design, frequency levels, and distances between stations or stops and destinations.

Everyone plays a part in enhancing the safety and security of a transportation system. Personal behaviour is an important aspect of making transportation safer, including activities such as obeying the speed limits, using crosswalks, and being aware of one’s surroundings. Behaviour can be influenced through the design of the street and public realm by providing crossings at reasonable intervals, wider sidewalks on busier streets, clearly marked bikeways or cycle tracks, and narrowing streets where speeds should be lower.

The goals for a safe transportation system are to:

- reduce deaths, injuries, and conflicts for all modes;
- reduce frequency and severity of crashes for all modes;

- reduce concerns about personal safety and security;
- reduce opportunities for crime and damage to property; and,
- promote safe and respectful behaviour for and by all mode users.

### 3. Healthy: active people in healthy, livable communities

The “healthy” theme is about supporting mobility choices that improve personal and community health and well-being.

Increased movement through active transportation, which is any form of human-powered transportation (walking, cycling, using a wheelchair, in-line skating, skateboarding, etc.), increases people of all ages’ fitness levels, strengthens the heart, lowers the risk of diseases, and improves emotional health (makes people happier). Physical activity used to be an obvious and unavoidable component of daily life, whereas today, more sedentary lifestyles have meant that people have to be more intentional about meeting minimum daily physical activity requirements. To this end, using active transportation modes is like taking preventative medicine.

Designing a community to encourage and improve health and well-being includes designing a transportation system that makes it enjoyable, comfortable, and easier to choose active modes. Active transportation benefits the health of a community as a whole by reducing healthcare costs as people are more physically fit; increasing contact with neighbours as people are out participating in their neighbourhoods; reducing the City’s ecological footprint as people use less resources; and encouraging local economic development as cyclists and pedestrians are more likely to stop into shops and services along their travel route. In addition, active modes cost less from both a personal and a community perspective as they require less infrastructure, resources, and space. When more people walk, cycle, and take transit, the transportation system works better for everyone, including drivers.

A healthy transportation system enhances the social, environmental, and economic health of a community.

The goals for a healthy transportation system are to:

- increase the mode-split of active transportation modes (walking, cycling, and transit);
- increase the enjoyment of moving in the City; and,
- increase the social opportunities for people to interact with each other and their community.



#### 4. Green: a protected and enhanced environment

The “green” theme is about enhancing the environment and reducing or eliminating negative impacts from the transportation system, such as greenhouse gas emissions, air pollution, noise, water quality impacts, and habitat degradation or destruction.

Transportation and the way people travel has environmental consequences. A more environmentally conscious transportation system is one that supports the shift to more sustainable transportation options such as active transportation modes, car-share programs, and more energy efficient vehicles. It is about reducing the distance driven by providing local choices for residents, businesses, and visitors. It is about reducing the negative by-products of some transportation modes, such as pollution and noise, which can have a negative impact on air quality, local waterways, soils, animals, and overall quality of life. It is about incorporating natural systems and biodiversity into the design of communities and transportation infrastructure.

A green transportation system can limit further harm to the environment, begin the process of reversing existing environmental damage, and increase overall resiliency.

The goals for a green transportation system are to:

- increase the use of more sustainable transportation modes including walking, cycling, transit, car-share, low- or zero-emission vehicles, etc.;
- increase biodiversity and support natural systems within street infrastructure;
- reduce the environmental impacts of transportation (greenhouse gas emissions, pollution, and noise); and,
- reduce the distances driven by providing local options for residents and businesses.

#### 5. Prosperous: a thriving, sustainable economy

The “prosperous” theme is about providing for the convenient, efficient, cost-effective, and reliable movement of people, services, and goods for customers, employees, and businesses.

A robust transportation system is vital to the health of the City’s and Region’s economy. The seamless connections between modes of travel and convenient service to a variety of destinations support a sustainable economy by increasing efficiency and decreasing the time and costs associated with moving people, goods, and services around. This further enhances Burnaby’s desirability as a place to live, work, play, learn, and shop, increasing the City’s competitiveness in both the local and global markets.

A prosperous transportation system also means investing public money wisely. It is important to manage the transportation system in a manner that makes efficient use of

existing infrastructure, minimizes life-cycle costs (construction and maintenance), and prioritizes future investments to be cost-effective and maximize benefits. Planning for the long-term will enable current and future generations to be resilient and adaptable to changing economic cycles.

A prosperous transportation system allows for the efficient exchange of goods, services, and ideas across the City.

The goals for a prosperous transportation system are to:

- increase the convenience, cost-effectiveness, and reliability of all modes;
- increase the modal options for goods movement and other commercial services;
- improve transportation operations and functions for all modes;
- make investments to increase multi-modal accessibility; and,
- increase the efficiency of finite road space.

6. Connected Community: integrated and well-designed places

The “connected” theme is about integrating transportation with land use to create well-designed places and complete communities.

A transportation system, and the decisions made about how people move within the City, determines the type of City that is built. It is this connection between land use and transportation that fundamentally structures how a neighbourhood functions and how it is enjoyed and used. Similar to the concept of providing a mix of land uses within communities, Burnaby provides a balanced multi-modal system that enables users to walk, cycle, take transit, drive, or any combination thereof, to reach their destination.

A connected transportation system provides the opportunity to integrate all aspects of city-building and place-making. For example, a connected, integrated, and well-designed community is one that is compact and brings people closer to their destinations. It offers a finer grain pedestrian network for shorter trips, as well as opportunities to cycle, take transit, or drive for longer trips. It includes a diverse mix of land uses and housing types with increased residential and employment densities to support local amenities and higher levels of transit service. It has well-designed buildings and public realm that create interesting, attractive, and delightful places where people want to linger. The transportation system presents the opportunity for citizens to experience the City and public life.

Building a connected transportation system is about looking at challenges or barriers to connectivity, such as topography (eg. Burnaby Mountain), landscape features (eg. Burnaby Lake), and other transportation infrastructure (eg. Highway, railway, or SkyTrain), and finding ways to connect across, through, or around them. It is about offering routing and mode choices that enable everyone to reach to their desired location.



“Connected” also refers to the notion of establishing a relationship. A connected transportation system is one that facilitates the economic, social, and environmental interactions that occur through daily activities. This could include the interactions between neighbours that meet while walking down the street, the exchanges that occur between businesses as they buy, sell, and move goods and services in the City, or the contact that people have with the environment while they enjoy being out in their community.

The goals for a connected transportation system are to:

- increase the integration of land use and transportation planning;
- increase north-south connectivity in the City;
- reduce the impacts of through-traffic within neighbourhoods;
- provide integrated transportation networks that connect the City’s neighbourhoods and surrounding communities;
- provide well-designed and high quality streets and public realm; and,
- provide a balanced transportation system that works for all users.

The draft themes and goals are to be confirmed through the Phase 1 Public Consultation Program.

## 7.0 RESOURCES

The work program will be managed by a cross-departmental staff team reporting to the Director Planning and Building. Development of the renewed *Burnaby Transportation Plan* will be a complex task, requiring extensive research, consultation, and analysis. The majority of that work will be carried out by City staff. However, given the magnitude of the project, and the need to proceed in a timely and efficient manner, supplementary assistance may be required. Sufficient funds for initiation of this work have been provided for within the approved 2017 Annual Operating Budget under the Planning and Building Department. Future funding to advance the *Plan* update process will be sought from stabilization under the annual budgeting process.

## 8.0 CONCLUSION

The existing *Burnaby Transportation Plan* has successfully guided the evolution of the City’s transportation system for the past two decades. Over that period the City has changed significantly in terms of demographics, economics, policy framework, and available technology. To address these changes, this report has outlined a process for the development of a renewed *Burnaby Transportation Plan*.

To: Planning and Development Committee  
From: Director Planning and Building  
Re: Burnaby Transportation Plan Update  
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It is recommended that the Committee and Council approve the scope of the *Burnaby Transportation Plan* update; endorse the public consultation framework, as outlined in this report; authorize staff to undertake Phase 1 of the Public Consultation Program, as outlined in this report; and endorse the draft vision, themes, and goals, as a basis for public consultation. With Council approval of this report, the Phase 1 Public Consultation Program is expected to proceed from summer 2017 to winter 2018.



Lou Pelletier, Director  
PLANNING AND BUILDING

RDSC:sla

cc: City Manager  
Deputy City Manager  
Director Public Safety and Community Services  
Director Parks, Recreation and Cultural Services  
Director Engineering  
Director Finance  
OIC – RCMP  
Fire Chief  
City Clerk

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