

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2018 February 14

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 94000 20
Reference: Transportation Plan Update

**SUBJECT: BURNABY TRANSPORTATION PLAN UPDATE:
OUTCOMES FROM THE PHASE 1 PUBLIC CONSULTATION AND
PHASE 2 SCOPE**

PURPOSE: To report on the Phase 1 Public Consultation Program, determine the Vision, Themes, and Goals for the renewed *Plan*, and outline the scope, activities, timeline, and public consultation program for Phase 2 of the *Burnaby Transportation Plan* update process.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council receive for information the *attached Appendix 1 – Burnaby Transportation Plan Update Phase 1 Public Consultation Overview* report.
2. **THAT** the Committee recommend that Council approve the Vision, Themes, and Goals for the renewed *Burnaby Transportation Plan*, as outlined in Section 5.0.
3. **THAT** the Committee recommend that Council authorize staff to undertake Phase 2 – Building the Plan, as outlined in Section 6.0.
4. **THAT** this report be sent to the Sustainable City Advisory Committee and Public Safety Committee for information.

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 provides background on the *Burnaby Transportation Plan* update; an overview of the Phase 1 Public Consultation Program, what was heard, and its outcomes; it sets the Vision,

To: Planning and Development Committee
From: Director Planning and Building
Re: Burnaby Transportation Plan Update: Consultation
Review and Phase 2 Scope
2018 February 14..... Page 2

Themes, and Goals, thereby setting the direction for the renewed *Plan*; and, it outlines the scope, activities, timeline, and public consultation program for Phase 2 – Building the Plan.

2.0 POLICY

The *Burnaby Transportation Plan* update is aligned with the City of Burnaby's *Corporate Strategic Plan (CSP)* by supporting the following six goals and 16 sub-goals of the plan:

CSP Goal	Sub-Goal(s)
A Safe Community	Crime Prevention and Reduction Emergency Preparedness Transportation Safety
A Connected Community	Social Connection Partnership Geographic Connection
An Inclusive Community	Serve a Diverse Community Create a Sense of Community
A Healthy Community	Healthy Life Healthy Environment
A Dynamic Community	Economic Opportunity Community Development City Facilities and Infrastructure
A Thriving Organization	Financial Viability Communication Technology and Innovation

To learn more about the City of Burnaby's *Corporate Strategic Plan*, please visit www.burnaby.ca/CSP.

3.0 BACKGROUND

The *Burnaby Transportation Plan* update began with the adoption of the *Burnaby Transportation Plan* update report on 2017 July 10. The scope of the *Plan* update is to review and renew the adopted 1995 *Plan*. This includes the creation of a new vision, themes, goals, policies, networks, and actions to guide the City's transportation system into the future. The *Plan* update is being undertaken in three phases:

To: Planning and Development Committee
From: Director Planning and Building
Re: Burnaby Transportation Plan Update: Consultation
Review and Phase 2 Scope
2018 February 14..... Page 3

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.



4.0 REVIEW OF THE PHASE 1 PUBLIC CONSULTATION PROGRAM

The Phase 1 Public Consultation Program was intended to raise awareness, build interest, and understand the issues of Burnaby residents, businesses, and stakeholder groups. It was 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*.

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

- **Process Awareness (Inform)** – Focusing on communicating with the broader public about the *Plan* update. The activities were 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)** – Focusing on providing opportunities for the broader public to be engaged in the *Plan* process. The activities were 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)** – Focusing on interactions with internal and external stakeholders. The activities included mode-specific or topic-specific discussions, exploring issues and opportunities, considering solutions, and garnering detailed input.

The materials and tools used included a dedicated webpage, newspaper and digital notices, InfoBurnaby articles, public events, meetings, workshops, a questionnaire, display boards,

To: Planning and Development Committee
 From: Director Planning and Building
 Re: Burnaby Transportation Plan Update: Consultation
 Review and Phase 2 Scope
 2018 February 14..... Page 4

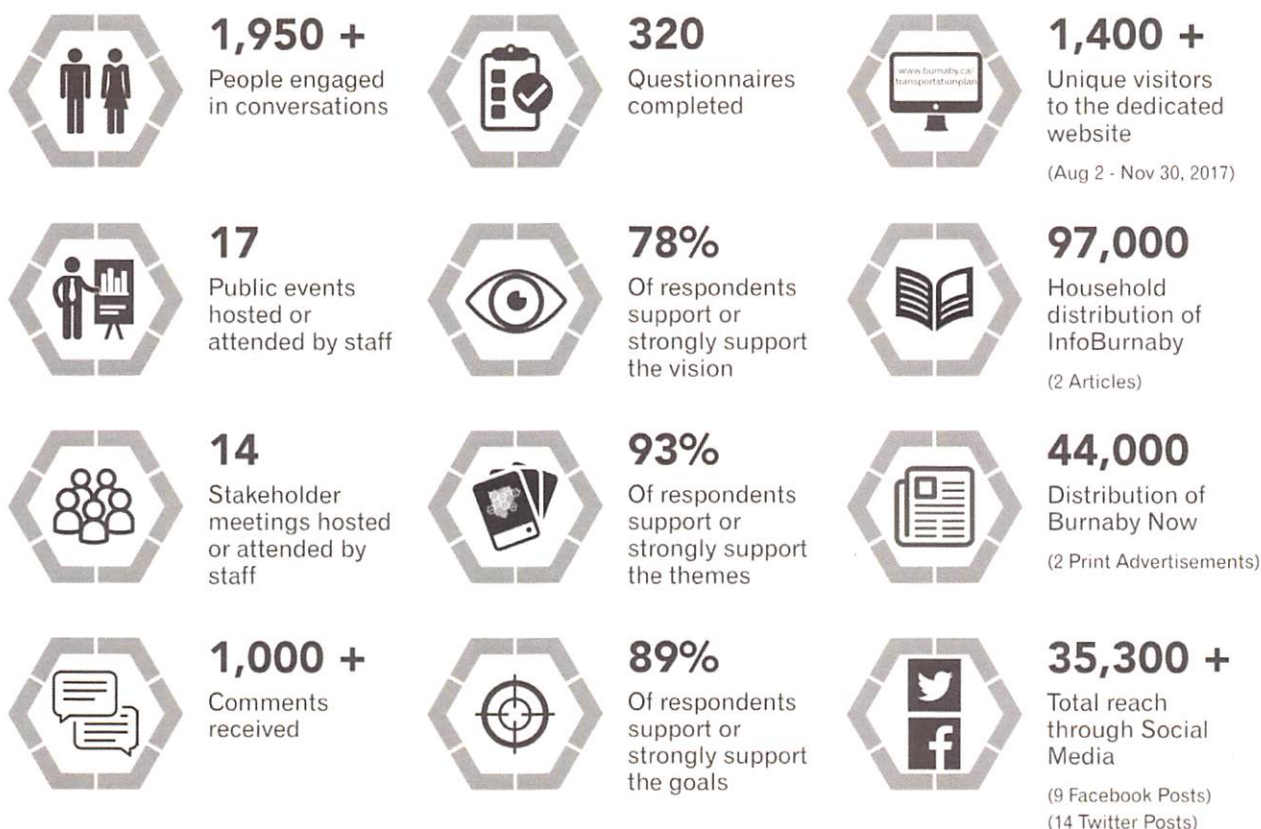
factsheets, presentations, and a subscription list to facilitate the communication of information, as outlined in the 2017 July 10 report.

Further details, outcomes, and results from the Phase 1 Public Consultation Program can be found in the **attached Appendix 1 – Burnaby Transportation Plan Update Phase 1 Public Consultation Overview** report.

4.1 Highlights of the Phase 1 Public Consultation Program

The public consultation began on 2017 August 2 and concluded 2017 November 30. Staff participated in 17 public events, 14 stakeholder meetings, and engaged nearly 2,000 people.

The highlights of the Phase 1 Public Consultation Program include:



Key Messages

Overall

- Transportation was a topic of interest for people who we spoke to in Phase 1.

Draft Vision, Themes, and Goals

- The draft Vision, Themes, and Goals are headed in the right direction and they received a high level of support. As a result, only minor edits and a few new goals are being proposed.
- Both stakeholders and the public are looking forward to seeing the draft Policies, Networks, and Actions that are to be created in Phase 2.

Key Messages

The majority of comments received highlighted interest in the following topics:

- Other, more active ways of travelling such as transit, walking, and cycling.
- Improving connections within the community, including suggestions to complete the walking, cycling, and transit networks. This included improvements to:
 - Transit Frequency and Service (quantity, quality, reliability, access).
 - Sidewalks (quantity, quality, design, access).
 - Cycling Facilities (quality, bike racks, signals, and new route opportunities).
- Improving safety for all modes throughout the city (rules, enforcement, signage, design).
- Improving automobile routes (route or location specific).
- Building new large transit infrastructure (trains, trams, trolleys, LRT, gondolas).
- Improving north-south connections within the community for all modes.
- Increasing opportunities for sharing (rental systems, car-sharing, bike-sharing, apps, parking).
- Anticipating new technology and how it may change the way people choose to travel.

4.2 What Was Heard and the Outcomes of the Phase 1 Public Consultation Program

In general, the public consultation revealed that there is broad interest and support for a renewed *Burnaby Transportation Plan*. People were keen to offer input as well as participate in the education, information, and other activities provided through the Phase 1 Public Consultation Program.

The following provides a summary of all the responses and comments received throughout the Phase 1 Public Consultation Program. The percentages indicating support for the Vision, Themes, and Goals represent the results from the questionnaire.

Draft Vision

When asked about the draft Vision, people were positive about the direction the City is setting for the future of transportation in the Burnaby. Through the questionnaire, 78% of respondents supported or strongly supported the draft Vision.

The comments received on the draft Vision were mostly positive. A small number of comments requested changes and were focused on a few key words, or said that the vision was either too long or not detailed enough. This feedback has been incorporated into the final Vision, outlined in Section 5.0 of this report.

Draft Themes and Goals

Overall, the public consultation indicated that people agreed with the draft Themes and Goals. Through the questionnaire, 93% of respondents supported or strongly supported the draft Themes and 89% of respondents supported or strongly supported the draft Goals.

The draft Themes and Goals were generally seen as covering all the main topics, opportunities, or concerns, and offered a strong framework on which to build the *Plan*.

Comments about the draft Themes and Goals were provided, but the suggestions for change were not numerous. Staff have reviewed all comments provided and have proposed edits to the draft Themes and Goals as outlined below. All comments will be considered as a part of the Phase 2 work.

The outcomes for each draft Theme and its draft Goals are as follows:

Accessible: Access and Choice

- 95% of respondents support or strongly support this draft Theme.
- Over 93% of respondents support or strongly support each of the three draft Goals.
- The comments received about this draft Theme and its Goals emphasized inclusiveness of the system, accessible design, greater social equity, and improved financial equity.
- Upon reviewing all of the comments, one minor text edit is proposed.

Safe: Safe and Secure Mobility

- 95% of respondents support or strongly support this draft Theme.
- Over 92% of respondents support or strongly support each of the five draft Goals.
- The comments received about this draft Theme and its Goals included the need for more specific commentary focusing on education for all modes, provisions for emergency access, safe design practices (CPTED), and monitoring streets for safety concerns.
- Upon reviewing all of the comments, one additional goal relating to emergency access is proposed along with one minor text edit.

Healthy: Active People in Healthy, Livable Communities

- 95% of respondents support or strongly support this draft Theme.

To: Planning and Development Committee
From: Director Planning and Building
Re: Burnaby Transportation Plan Update: Consultation
Review and Phase 2 Scope
2018 February 14..... Page 7

- Over 82% of respondents support or strongly support each of the three draft Goals.
- The comments received about this draft Theme and its Goals included an emphasis on increasing access to schools, facilities, amenities, business, and healthy food sources. The comments also noted that this Theme is not just about physical health, but also emotional and mental health.
- Upon reviewing all of the comments, two minor text edits are proposed.

Green: A Protected and Enhanced Environment

- 93% of respondents support or strongly support this draft Theme.
- Over 83% of respondents support or strongly support each of the four draft Goals.
- The comments received about this draft Theme and its Goals raised the topics of resiliency, adaptability, climate change, landscaping, and green infrastructure.
- Upon reviewing all of the comments, one additional goal relating to resiliency and adaptability is proposed along with three minor text edits.

Prosperous: A Thriving, Sustainable Economy

- 85% of respondents support or strongly support this draft Theme.
- Over 75% of respondents support or strongly support each of the five draft Goals.
- The comments received about this draft Theme and its Goals included the need for more specific commentary focusing on sharing resources, space, and infrastructure across all modes, equity where everyone pays their fair share for what they use, improved maintenance and efficiency, fostering growth of local businesses, and how to incorporate new technology.
- Upon reviewing all of the comments, two additional goals relating to sharing and new technologies are proposed along with four minor text edits.

Connected Community: Integrated and Well-designed Places

- 96% of respondents support or strongly support this draft Theme.
- Over 79% of respondents support or strongly support each of the six draft Goals.
- The comments received about this draft Theme and its Goals included that this Theme be represented by one word to be consistent with the other Themes, and that the goals needed more emphasis on information and wayfinding, the prioritization of modes, quality of the public realm, working with other agencies, governments, and stakeholders, and greater social and economic connectivity.
- Upon reviewing all of the comments, one text edit to the Theme is proposed along with one additional goal relating to wayfinding is proposed.

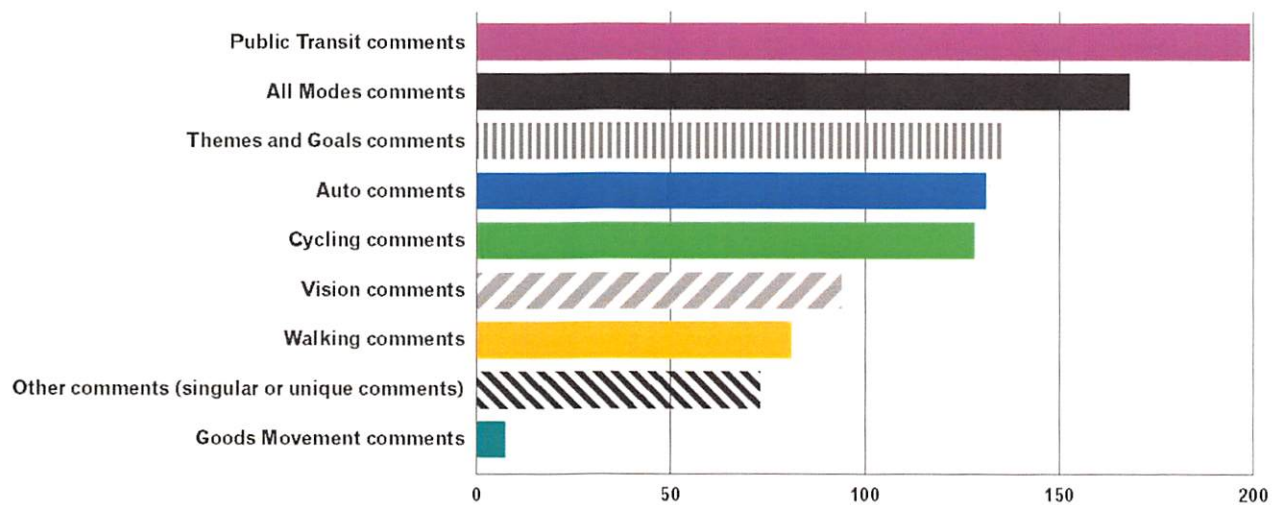
This feedback has been incorporated into the final Themes and Goals, outlined in Section 5.0 of this report.

Summary of Comments Received

Throughout the Phase 1 Public Consultation Program, 1,016 comments were received. The comments were captured via the questionnaire, sticky note activities from public events, notes from the stakeholder meetings, emails, phone calls, and social media.

Chart 1 categorizes the 1,016 comments received into broad comment categories to show more generally the highest level of interest in the responses.

Chart 1: Summary of Comments by General Category



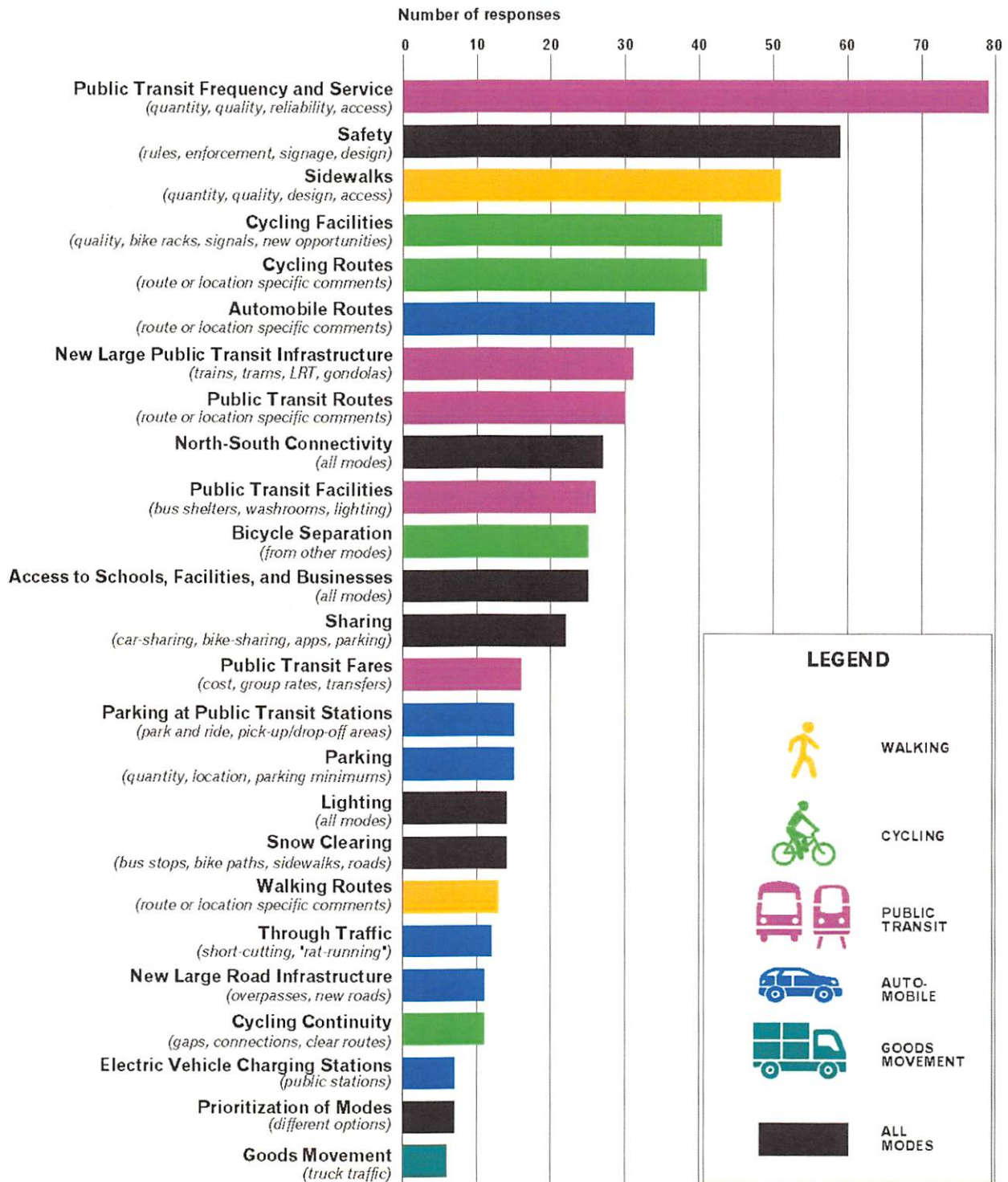
As illustrated by **Chart 1**, Public Transit related comments received the highest number of comments, followed by All Mode comments which related to a variety of issues such as safety and north-south connectivity, and the draft Themes and Goals received the third highest number of comments.

Chart 2, on the following page, provides a summary list of the comments received grouped into common categories to show which topics, issues, and opportunities were discussed most often.

Chart 2 does not include:

- the Vision, Themes and Goals comments (230), as they were represented under the Vision, Themes, and Goals results previously outlined in **Chart 1**; and,
- the General/Other comments (152) that either could not be categorized because they were insufficient in frequency or they were non-transportation related.

Chart 2: Summary of Comments Received



As illustrated in **Chart 2**, the top five topics, issues, and opportunities were as follows:

1. *Transit Frequency and Service (Quantity, Quality, Reliability, Access)*
Over 75 comments were made regarding the desire for public transit to be more frequent and reliable, have better and more accessible stop locations, and for improved routing throughout the City.
2. *Safety (All Modes, Rules, Enforcement, Signage, Design)*
Over 55 comments were made regarding the desire to enhance safety for all modes throughout the City. This included commentary on education, enforcements, signage, design, and other safety related concerns or suggestions.
3. *Sidewalks (Quantity, Quality, Design, Access)*
Over 50 comments were made regarding the desire for more and better quality sidewalks throughout the City. This included sidewalk design and accessibility as key concerns.
4. *Cycling Facilities (Quality, Bike Parking, Signals, New Opportunities)*
Over 40 comments were made offering suggestions on how cycling facilities could be improved. This included commentary on the quality of cycle tracks and bikeways, family friendly design, signals and other bike specific facilities, end of trip facilities, new route opportunities, etc.
5. *Cycling Routes (Route or Location Specific Comments)*
Over 40 comments were made offering suggestions on specific locations or routes that could be improved. This included commentary on design, network gap locations, safety concerns, etc.

4.3 Conclusion of the Phase 1 Public Consultation Program

The input received throughout the Phase 1 Public Consultation Program has set the direction for the renewed *Plan*, as outlined in Section 5.0 of this report, and provided information on the issues and opportunities that will feed into or form parts of the work during Phase 2 of the *Burnaby Transportation Plan* update process.

5.0 SETTING THE DIRECTION

Phase 1 of the *Burnaby Transportation Plan* update was set up to identify transportation issues and opportunities in the City and determine the Vision, Themes, and Goals to establish an overall direction for the renewed *Plan*. Based on the outcomes from the Phase 1 Public Consultation Program, the following sections provide the revised Vision, Themes, and Goals for Council's consideration and confirmation.

The specific changes are detailed in the *attached Appendix 1 – Burnaby Transportation Plan Update Phase 1 Public Consultation Overview* report.

5.1 Vision

The Vision for the renewed *Burnaby Transportation Plan* is:

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 and participate in city life. It is a balanced and inclusive system that offers accessible and safe mobility in support of a healthy, green, prosperous, and connected community.

5.2 Themes and Goals

The Themes and Goals for the renewed Burnaby Transportation Plan are:

1. Accessible: access and choice

The "accessible" theme is about providing access and choice to users of Burnaby's transportation system.

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 inclusive 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.

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;
- provide for emergency access and response; and,
- promote safe and respectful behaviour 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 physical, emotional, and mental health and well-being.

The goals for a healthy transportation system are to:

- increase the proportion of trips by active transportation modes (walking, cycling, and transit);
- increase the enjoyment of moving around 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.

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 and support landscaping, biodiversity, and natural systems within street infrastructure;
- increase the resiliency and adaptability of the transportation system;
- reduce the environmental impacts of transportation (greenhouse gas emissions, pollution, and noise); and,
- reduce the distances driven overall.

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.

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;
- increase opportunities for sharing (modes, resources, space, and infrastructure);
- consider opportunities for new technology and ways of traveling;
- improve City operations and maintenance for all modes;

- make investments to increase multi-modal accessibility and choice; and,
- increase the efficiency of finite road space.

6. Connected: integrated and well-designed places

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

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;
- provide better information to help people use the transportation system; and,
- provide a balanced transportation system that works for all users.

With Council approval of the Vision, Themes, and Goals, staff will begin to apply these to the City's ongoing transportation work, as the plan development work is undertaken in Phase 2.

6.0 PHASE 2 – BUILDING THE PLAN

Phase 2 of the *Burnaby Transportation Plan* process is intended to define the main body of the renewed *Plan* and would include the development of transportation Policies, Networks, and Actions. The following sections outline the scope, activities, and timeline for Phase 2 – Building the Plan.

6.1 Scope

With the completion of Phase 1, the Phase 2 work will begin on building the following:

- **Policies:** Specific policy statements that demonstrate the approach to achieve the goals of the *Plan*.
- **Networks:** Maps illustrating the different modal networks of the *Plan*.
- **Actions:** Action items that are to be undertaken to support the implementation of the *Plan*.

6.2 Activities

The Phase 2 work is organized around four types of activities:

1. Research and Analysis

This work will include 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.

As a part of the research and analysis work, technical analysis will be required to test specific transportation projects or scenarios. For example, the analysis could consider changes to the road network (new connections, road narrowing, etc.), changes to public transit service (routing, service expansion, etc.), and other opportunities. The outcomes of the analysis would provide an estimate of how the travelling public will respond to potential changes.

2. Policy and Plan Development

Using the research and analysis work, and the public consultation results from Phase 1, draft Policy, Networks, and Actions for the renewed *Plan* will be created. Development of these proposals will be done using both internal and external partners in technical working groups.

3. Public Consultation

This work will include developing a consultation strategy, creating consultation materials and activities, engaging with the public and stakeholders, and analyzing and reporting the consultation outcomes. This second phase of public consultation will be undertaken in two parts and is further outlined in Section 6.4 Phase 2 Public Consultation Program, of this report.

4. Reporting

Throughout Phase 2 there will be reports prepared for the Planning and Development Committee and Council summarizing the work completed, input received, and seeking approval on next steps.

6.3 Anticipated Timeline for Phase 2

Phase 2 of the *Burnaby Transportation Plan* update process is intended to be undertaken as follows:

- During the Spring through to the Fall of 2018, the research and analysis, including the technical work, for the transportation system is to be undertaken. Initial policy and plan development work will begin with the drafting of Policy, Network, and Action proposals.

Engagement with key stakeholders will be undertaken to ensure connections and partnerships are built and maintained from the outset of the work.

- The Phase 2 Public Consultation Program – Part A is to begin in late 2018 to 2019. Policy and plan development will continue to be refined from initial proposals to a draft *Plan*. The Phase 2 Public Consultation Program – Part B is to begin later in the year.
- In late 2019, policy and plan development will continue to be refined to a final *Plan*, for Committee and Council's consideration. With the adoption of a renewed *Burnaby Transportation Plan*, Phase 3 – Developing an Implementation Strategy is to begin.

6.4 Phase 2 Public Consultation Program

Building on the overall Public Consultation Framework for the *Burnaby Transportation Plan* update outlined in the 2017 July 10 Council report, the Phase 2 Public Consultation Program will continue to follow the approach previously outlined:

1. Public Consultation Objectives

Similar to Phase 1, the primary objective of this program will be to create a thoughtful, strategic, and inspiring *Plan* that reflects the input of the community, as outlined in the 2017 July 10 Council report.

2. The Graduated Approach

Similar to Phase 1, a “graduated” approach is proposed to maximize the reach and scope of the public consultation. It is organized around the three styles of communication, Process Awareness (Inform), Broad Public Consultation (Inform and Engage), and Targeted Engagement (Inform, Engage, and Involve), as outlined in the 2017 July 10 Council report.

3. Public Consultation Method

The second phase of public consultation will be undertaken in two parts, as per the 2017 July 10 Council report:

- **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 public consultation program will offer a mix of broad and in-depth 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 final *Plan* for Committee and Council consideration.

A report to Committee and Council further detailing the Phase 2 Public Consultation Program and presenting the draft Policy, Network, and Action proposals as a basis for Part A of the Phase 2 Public Consultation Program is to be brought forward after the research and analysis work has been completed. The report would officially launch the Phase 2 Public Consultation Program.

4. *Outcomes for the Phase 2 Public Consultation Program*

The anticipated outcomes of the Phase 2 Public Consultation Program are as follows:

- **Part A:**
 - Continued public awareness and interest in the *Burnaby Transportation Plan* update process;
 - A shared understanding of the issues, opportunities, and trade-offs for the transportation system in Burnaby;
 - Discussion on the draft Policy, Networks, and Actions leading to the creation of the draft *Burnaby Transportation Plan* document;
 - Momentum leading into Phase 2 Public Consultation Program: Part B.

Following the conclusion of Part A, a report summarizing the feedback received, the conveyance of a draft *Burnaby Transportation Plan* for public consultation, and next steps is to be presented to Committee and Council.

- **Part B:**
 - Continued public awareness and interest in the *Burnaby Transportation Plan* update process;
 - Confirmation of a draft *Burnaby Transportation Plan*; and,
 - Momentum leading into Phase 3: Developing an Implementation Strategy.

Following the conclusion of Part B, a report summarizing the feedback received and conveyance of the final *Burnaby Transportation Plan* for adoption is to be presented to Committee and Council.

As outlined in Section 6.3, the Phase 2 Public Consultation Program is expected to largely be undertaken starting in late 2018 through 2019.

To: Planning and Development Committee
From: Director Planning and Building
Re: Burnaby Transportation Plan Update: Consultation
Review and Phase 2 Scope
2018 February 14..... Page 17

7.0 CONCLUSION

This report has described the outcomes of the Phase 1 Public Consultation Program and outlined a process to undertake Phase 2 of the *Burnaby Transportation Plan* update.

It is recommended that the Committee and Council receive for information the ***attached Appendix 1 – Burnaby Transportation Plan Update Phase 1 Public Consultation Overview*** report; approve the Vision, Themes, and Goals for the renewed *Burnaby Transportation Plan*; authorize staff to undertake Phase 2 – Building the Plan, as outlined in this report; and, that this report be sent to the Sustainable City Advisory Committee and Public Safety Committee for information.



Lou Pelletier, Director
PLANNING AND BUILDING

RDSC/sla/sa
Attachment

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