



Planning and Development Committee  
c/o Office of the City Clerk

K. O'Connell, City Clerk  
B. Zeinabova, Deputy City Clerk

## INTER-OFFICE MEMORANDUM

TO: CHAIR AND MEMBERS  
TRAFFIC SAFETY COMMITTEE

DATE: 2020 FEBRUARY 11

FROM: ADMINISTRATIVE OFFICER

FILE: 2410-20

**SUBJECT: NEW BURNABY TRANSPORTATION PLAN – PHASE 2**  
Item 4(K) Reports, Council Meeting 2020 February 10

Burnaby City Council, at its Open Council meeting held on 2020 February 10, received the above noted report and adopted the following recommendations contained therein:

1. THAT Council endorse the draft Targets, Big Moves, Policies, and Networks as proposals for public consultation, as outlined in Section 6.0 of this report and the ***attached Appendix B.***
2. THAT Council authorize staff to undertake the Phase 2 Public Consultation Program, as outlined in Section 7.0 of this report.
3. THAT a copy of this report be sent to the Environment Committee, Social Planning Committee, and Traffic Safety Committee for information.

A copy of the staff report is enclosed for your information.

Regards,

A handwritten signature in black ink, appearing to read "Eva Prior".

Eva Prior  
Administrative Officer

Copied to: Director Planning and Building

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: NEW BURNABY TRANSPORTATION PLAN – PHASE 2**

**RECOMMENDATIONS:**

1. THAT Council endorse the draft Targets, Big Moves, Policies, and Networks as proposals for public consultation, as outlined in Section 6.0 of this report and the ***attached Appendix B.***
2. THAT Council authorize staff to undertake the Phase 2 Public Consultation Program, as outlined in Section 7.0 of this report.
3. THAT a copy of this report be sent to the Environment Committee, Social Planning Committee, and Traffic Safety Committee for information.

**REPORT**

The Planning and Development Committee, at its meeting held on 2020 January 28, received and adopted the attached report seeking Council endorsement of the public consultation proposals and authorizing staff to initiate a process for Phase 2 public consultation towards the development of a new Burnaby Transportation Plan.

Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor S. Dhaliwal  
Vice Chair

Copied to: City Manager Director Planning & Building Director Corporate Services Director Public Safety and Community Services Director Engineering Director Parks, Recreation and Cultural Services Director Finance
---

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

**DATE:** 2020 January 23

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** PL 94000 - 20  
*Reference: Transportation Plan Update*

**SUBJECT:** NEW BURNABY TRANSPORTATION PLAN – PHASE 2

**PURPOSE:** To endorse proposals and authorize staff to initiate a process for Phase 2 public consultation towards the development of a new Burnaby Transportation Plan.

---

#### RECOMMENDATIONS:

1. **THAT** Committee recommend that Council endorse the draft Targets, Big Moves, Policies, and Networks as proposals for public consultation, as outlined in Section 6.0 of this report and the *attached Appendix B*.
2. **THAT** Committee recommend that Council authorize staff to undertake the Phase 2 Public Consultation Program, as outlined in Section 7.0 of this report.
3. **THAT** this report be sent to the Environment Committee, Social Planning Committee, and Traffic 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, goods, and services in the City, while integrating and achieving environmental, social, economic, and community development goals.

This report provides an update to the process for the development of a new *Burnaby Transportation Plan*. It includes the background for why a new *Plan* is needed and provides an overview of the scope, phasing, and activities for developing the *Plan*. It highlights the approved Vision, Themes, and Goals from Phase 1 and provides the draft Targets, Big Moves, Policies, and Networks to be used as the basis for Phase 2 Public Consultation. The report also describes the Phase 2 Public Consultation Program.

## 2.0 POLICY

The new *Burnaby Transportation Plan* is aligned with and supported by a number of City policies, including the *Official Community Plan (OCP)*, *Environmental Sustainability Strategy*, *Community Energy and Emissions Plan (CEEP)*, *Economic Development Strategy*, and *Social Sustainability Strategy*. It is important to note that the *Plan* is also aligned with the City's Climate Emergency Declaration and new targets to reduce greenhouse gas emissions. The *Burnaby Transportation Plan* will be one of the key tools for the implementation of the City's climate actions.

In addition to the policies noted above, the *Plan* supports a number of goals and sub-goals of the *Corporate Strategic Plan*:

- ***A Safe Community***
  - Transportation Safety – Make City streets, pathways, trails and sidewalks safer
- ***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
  - Create a Sense of Community – Provide opportunities that encourage and welcome all community members and create a sense of belonging
- ***A Healthy Community***
  - Healthy Life – Encourage opportunities for healthy living and wellbeing
  - Healthy Environment – Enhance our environmental health, resilience and sustainability
- ***A Dynamic Community***
  - 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
- ***A Thriving Organization***
  - Communication – Practice open and transparent communication among staff, Council and the community
  - Technology and Innovation – Support technology development and innovation to empower staff and to advance community objectives

To learn more about the City of Burnaby's *Corporate Strategic Plan*, please visit [www.burnaby.ca/CSP](http://www.burnaby.ca/CSP).

### 3.0 BACKGROUND

Transportation is an essential component of everyday life. 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, the ultimate role of land use and transportation is to connect people with goods, activities, places, and other people. The future of transportation planning in Burnaby will encompass not just the process of going to a place, but also the experience getting there.

The first edition of the *Burnaby Transportation Plan* was adopted in 1979 and the second in 1995. Much has changed in the City and Region since the adoption of the *1995 Burnaby Transportation Plan*. Challenges and changes related to growth, demographics, lifestyles, climate change, transportation and housing affordability, health, space constraints, economic development, the sharing economy, technology, policy, public expectations, and limited funding resources must be acknowledged and addressed.

Within this context, it is appropriate to prepare a contemporary policy framework for decision-making. A new *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. It provides an opportunity to think about the "big picture", consider innovative approaches, consider a broad range of solutions, and seek opportunities that best achieve multiple goals and objectives in alignment with the community's values.

### 4.0 SCOPE, PHASING, AND ACTIVITIES

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

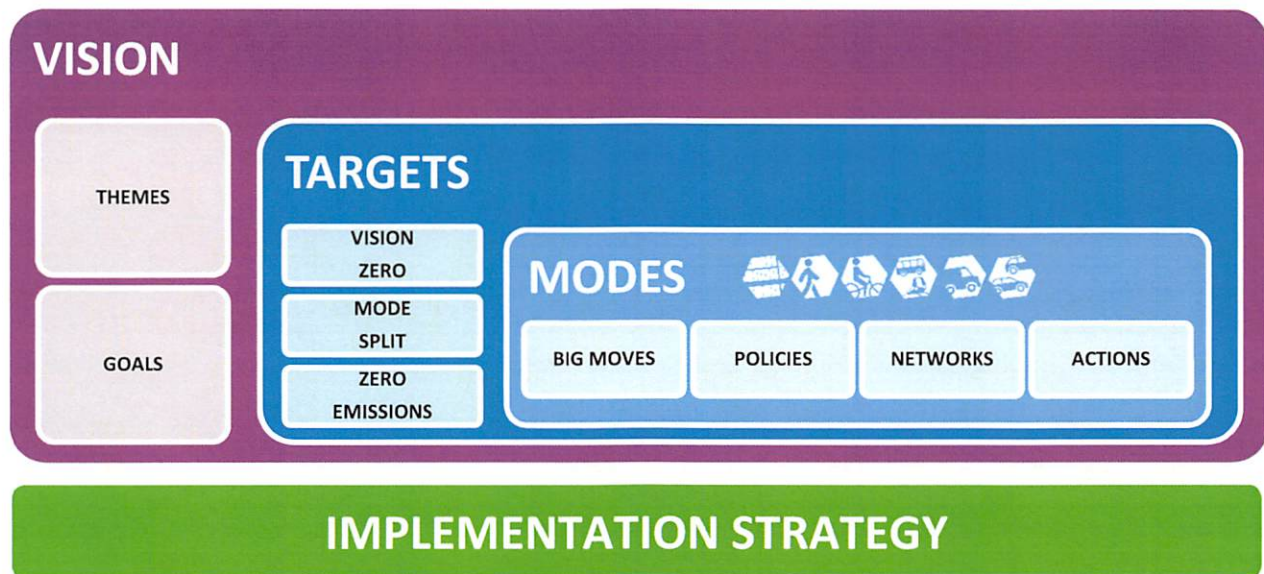
#### 4.1 Scope

The new *Burnaby Transportation Plan* is proposed to be organized as follows:

Vision:	An aspirational statement that describes the long term future.
Themes:	Major topic areas to be addressed in the Plan.
Goals:	Succinct statements describing what is to be achieved under each Theme.
Targets:	Broad City-wide objectives that have measurable outcomes.
Big Moves:	Key projects or actions that offer the biggest opportunities to create change.
Policies:	Strategic statements that provide direction and demonstrate the approach to be undertaken.
Networks:	Maps illustrating the modal networks.

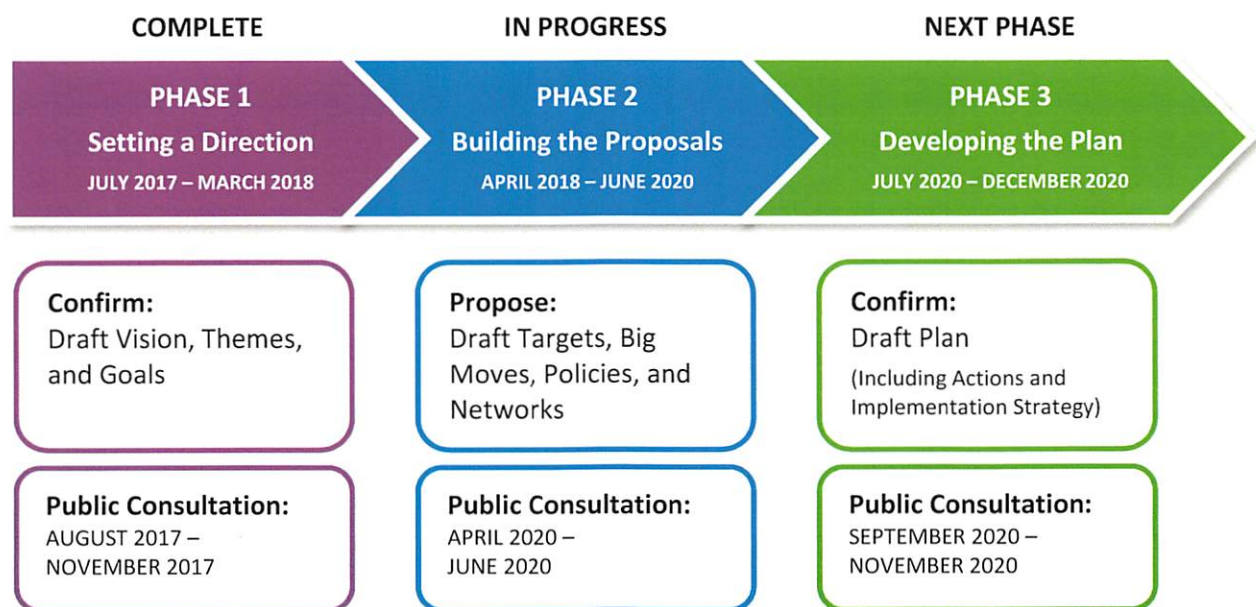
To: Planning and Development Committee  
 From: Director Planning and Building  
 Re: New Burnaby Transportation Plan – Phase 2  
 2020 January 23..... Page 4

Actions: Tactical activities that are to be undertaken to implement the Plan.  
 Implementation Strategy: Outlines the high-level steps and processes required to achieve the Plan, including measuring, monitoring, resourcing, etc.



## 4.2 Phasing and Activities

The development of the new *Plan* is a multi-year process, divided into three phases:





Each phase includes the following activities:

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

## 5.0 PHASE 1 SUMMARY

The completion of Phase 1 of the *Burnaby Transportation Plan* work determined the Vision, Themes, and Goals to establish an overall direction for the new *Plan*. The Vision states:

***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.***

The resulting Council approved Vision, Themes, and Goals are ***attached*** in ***Appendix A***, for reference.

The Phase 1 Public Consultation Program raised awareness, built interest, and aimed to understand the issues of Burnaby residents, businesses, and stakeholder groups. The top six topics, issues, and opportunities that we heard during the Phase 1 Public Consultation were:

1. Transit Frequency and Service (Quantity, Quality, Reliability, Access)
2. Safety (All Modes, Rules, Enforcement, Signage, Design)
3. Sidewalks (Quantity, Quality, Design, Access)
4. Cycling Facilities (Quality, Bike Parking, Signals, New Opportunities)
5. Cycling Routes (Route or Location Specific Comments)
6. Automobile Routes (Route or Location Specific Comments)

The information and input from Phase 1 then fed into, or formed the basis of, the work in Phase 2 of the *Burnaby Transportation Plan*.

## 6.0 PROPOSED DRAFT TARGETS, BIG MOVES, POLICIES, AND NETWORKS

This section outlines the proposals for the draft Targets, Big Moves, Policies, and Networks for the new *Burnaby Transportation Plan*. These proposals are built upon the vision and public input received during Phase 1. Together, with research in best practises, the technical modelling analysis, and applied to the Burnaby context, the proposals establish a policy framework and provide directions that address the issues and opportunities identified in Phase 1.

The following sections provide a brief outline the draft proposals that are to be used as the basis for the Phase 2 Public Consultation Program. Detailed descriptions of the draft proposals are *attached in Appendix B*.

### 6.1 Proposed Targets

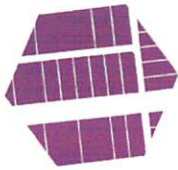
The proposed City-wide Targets serve as measurable outcomes that help ensure that transportation activities in the City are working towards achieving the aspirational Vision, Themes, and Goals. While the *Plan* contains other items that can be measured, the Targets are different because achieving them requires the implementation of a number of actions. The intent is that the proposed Targets will motivate change, enable the City to measure and monitor its progress, and clearly indicate whether we are moving the right direction, or whether additional actions are necessary.

1. *Vision Zero:*      *Zero deaths and serious injuries on Burnaby's transportation network.*
2. *Mode Shift:*      *By 2030, half of all trips originating in the City will be by transit or active transportation.*  
                                 *By 2040, 2/3 of all trips originating in the City will be by transit or active transportation.*  
                                 *By 2050, 3/4 of all trips originating in the City will be by transit or active transportation.*
3. *Zero Emissions:*      *By 2030, reduce emissions from transportation by 45%.*  
                                 *By 2040, reduce emissions from transportation by 75%.*  
                                 *By 2050, zero emissions from transportation.*

### 6.2 Proposed Big Moves

The proposed Big Moves are the key action items that the City would work to achieve under the new *Plan*. They offer the biggest opportunities to create change, and help to achieve the Targets, and the aspirational Vision, Themes, and Goals. There is one Big Move proposed for each major transportation topic area (Land Use, Public Realm, and Transportation; Walking and Accessibility; Cycling; Public Transit; Goods and Services Movement; and Driving).





1. *Land Use, Public Realm, and Transportation*

Create and implement public realm and street standards for all areas of the City.



2. *Walking and Accessibility*

Make walking and rolling the first choice for trips under 1km by building high quality pedestrian infrastructure and amenities.



3. *Cycling*

Build the core of the cycling network by 2030.



4. *Public Transit*

Increase public transit ridership by enhancing service, providing amenities and installing transit priority measures.



5. *Goods and Services Movement*

Support green movement of goods and services by encouraging the use of sustainable modes for local deliveries.

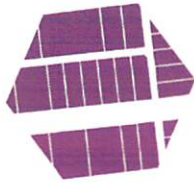


6. *Driving*

Achieve no increase in total Vehicle Kilometres Travelled (VKT) by Burnaby residents by 2050.

### 6.3 Proposed Policy

The proposed Policies set clear direction for decision making and demonstrate the City's approach to transportation planning. For each major transportation topic area (Land Use, Public Realm, and Transportation; Walking and Accessibility; Cycling; Public Transit; Goods and Services Movement; and Driving) there are several Policies proposed, for a total of 36 Policies.



### *Land Use, Public Realm, and Transportation*

1. Prioritize active transportation and public transit.
2. Increase the integration of land use and transportation planning, recognizing that land use is critically important to the City's mobility goals and targets.
3. Significantly increase wellbeing and the enjoyment of moving in the City by providing a high quality public realm (streets, sidewalks, and public spaces).
4. Make it easy to combine trips and navigate the City.
5. Incorporate green design and infrastructure in the public realm.
6. Enable and support creative uses of the street to promote a more vibrant public realm.
7. Support and incorporate Transportation Demand Management measures.
8. Continue to investigate emerging technologies that support the City's mobility goals and targets.



### *Walking and Accessibility*

9. Complete and enhance the City's pedestrian network by 2050.
10. Make streets safe for pedestrians.
11. Make infrastructure accessible for all people.
12. Improve the quality and maintenance of pedestrian infrastructure and amenities.
13. Promote and inspire walkability in the City.



### *Cycling*

14. Expand and enhance the City's cycling network.
15. Ensure existing and new cycle routes feel comfortable and safe for people of all ages and abilities.
16. Improve and maintain existing cycling facilities.
17. Provide ample high-quality bike parking and end-of-trip facilities.
18. Promote and support programs that increase cycling in the City.



### *Public Transit*

19. Work with TransLink to provide new and enhanced transit service.
20. Provide transit-supportive amenities to increase ridership.
21. Improve the safety, security and comfort of public transit.
22. Make public transit universally accessible to all people.
23. Implement transit priority measures to improve reliability and speed of buses.
24. Work with TransLink to promote and advocate for transit improvements that will increase transit ridership.



### *Goods and Services Movement*

25. Support the movement of goods and services in the Region.
26. Support strategic methods of goods and services movement and delivery that support the City's mobility goals and targets.
27. Continue to investigate operational opportunities to improve goods and services movement and delivery efficiency.
28. Consider emergency management in making transportation decisions.



### *Driving*


29. Manage the road network through redesigning and reorganizing streets.
30. Manage and optimize road network operations.
31. Manage vehicle movement to reduce collisions and address safety issues.
32. Manage parking to reduce auto dependence.
33. Actively support the realization of infrastructure that enables the use of sustainable vehicles.
34. Significantly increase opportunities for car-sharing in the City.
35. Encourage and promote the use of car-pooling.
36. Continue to manage existing and investigate new people moving services.

As noted, Phase 3 is proposed to include the creation of a series of Actions for each Policy listed above, as well as an Implementation Strategy.



## 6.4 Proposed Networks

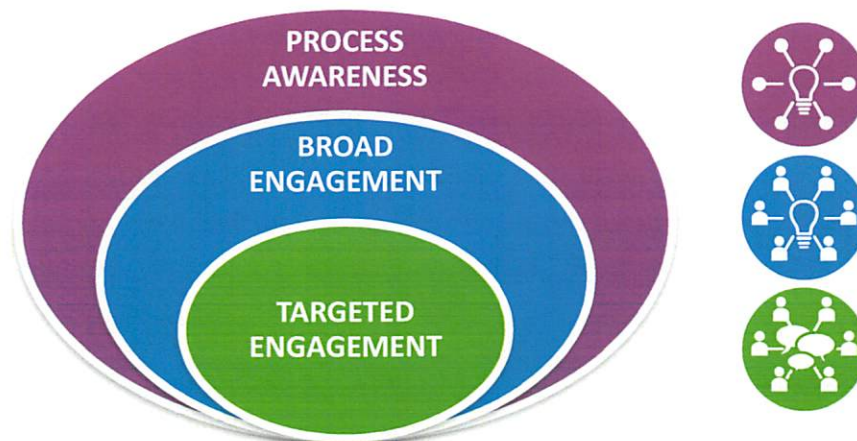
The proposed network maps illustrate the future state of the transportation system in Burnaby for each major transportation topic area.

- 
1. *Land Use, Public Realm, and Transportation Map*
  2. *Walking and Accessibility Network*
  3. *Cycling Network*
  4. *Public Network*
  5. *Goods and Services Movement Network*
  6. *Driving Network*

## 7.0 PHASE 2 PUBLIC CONSULTATION PROGRAM

The Phase 2 Public Consultation Program for the Burnaby Transportation Plan is based upon the Public Consultation Framework established in Phase 1, and outlined in the 10 July 2017 Council Report initiating the *Burnaby Transportation Plan* update. The Framework is based on a “graduated” approach which is organized around the three styles of communication:

- Process Awareness (Inform)
- Broad Public Consultation (Inform and Engage)
- Targeted Engagement (Inform, Engage, and Involve)



This approach enables citizens to participate at whichever level of detail they choose.

## 7.1 Phase 2 Public Consultation Objectives

The *general objectives* for Phase 2 public consultation are to:

- raise awareness of the process and opportunities for input;
- reach a broad audience including residents, employees, businesses owners, service providers, and other stakeholders;
- foster understanding of the draft proposals;
- illustrate proposed solutions to the issues and opportunities raised during Phase 1;
- highlight key relationships, trade-offs, and levers for change;
- address the needs of various stakeholders by providing a range of consultation formats;
- acknowledge and build upon existing and new partnerships; and,
- build support for the new *Burnaby Transportation Plan*.

The *specific objectives* for Phase 2 public consultation are to:

- receive feedback and input on the proposed draft Targets, Big Moves, Policies, and Networks; and,
- identify missing ideas and any changes required to the proposals.

## 7.2 Phase 2 Public Consultation Activities

This section provides a brief description of the major activities for Phase 2 for each of the three styles of communication already introduced:

### 1. *Inform - Process Awareness:*

The intent is to use multiple platforms to provide more general information about the new *Plan* including the process, the transportation system, how the public can get involved, and the vision for the future.

This phase will be supported by a variety of materials such as a website landing page, social media posts, postcards, posters, brochures, fact sheets, display boards, presentations, and other means to reach a broad audience.

### 2. *Engage - Broad Public Consultation:*

The intent is to host and/or attend events and meetings to provide opportunities for feedback on the draft Targets, Big Moves, Policies, and Networks through surveys and conversations with staff.

This phase will be supported by a variety of materials, as noted above, and events or activities such as:

- **Phase 2 Launch Event:** Host an initial launch event for Phase 2 to reveal the work completed so far, invite comment and discussion, and promote other opportunities to engage throughout Phase 2.
- **Displays at Public Events:** Go to where the people are by attending or hosting public events throughout the City with pop-up displays 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.
- **Trade-Offs and Solutions Survey:** the survey (online and print) would be used to collect opinions about draft Target, Big Moves, Policies, and Networks.
- **Coffee Conversations Workbook:** Provide an education workbook that individuals or groups can use to share and discuss the proposals and provide feedback.

### 3. *Involve - Targeted Engagement:*

This phase will be supported by a variety of materials, as noted above, as well as opportunities for deeper, more detailed conversations such as:

- **Stakeholder Meetings / Workshops:** Host or participate in meetings and/or workshops with internal and external stakeholders.
- **Targeted Community Outreach:** Conduct traveller interviews with hard to reach and underrepresented groups within the community.
- **Working Group Meetings and Networking:** Hold working group meetings which would likely include roundtable discussions on trade-offs and solutions, “in-their-shoes” activities, and other activities on the details of the proposals.

Following the conclusion of Phase 2, a Public Consultation Summary Report summarizing the feedback received and providing next steps would be presented to Committee and Council. The input received during this phase is to be used to inform and refine the proposals leading to the creation of the draft *Plan*.

With Council approval of this report, the Phase 2 Public Consultation Program is anticipated to Commence in April 2020.

## 8.0 CONCLUSION

This report describes the process for the development of a new *Burnaby Transportation Plan*. It is recommended that Committee recommend that Council endorse the draft Targets, Big Moves, Policies, and Networks as proposals for public consultation, authorize staff to undertake the Phase 2 Public Consultation Program, and that a copy of this report be sent to the Environment Committee, Social Planning Committee, and Traffic Safety Committee for information. Staff believe the proposals put forth for consideration aim to achieve a balanced transportation system,

To: Planning and Development Committee  
From: Director Planning and Building  
Re: New Burnaby Transportation Plan – Phase 2  
2020 January 23.....Page 13

with a focus on the needs of Burnaby residents while acknowledging inextricable links to the broader regional system. With Council approval of this report, the Phase 2 Public Consultation Program is expected to begin in April 2020.



E.W. Kozak, Director  
PLANNING AND BUILDING

RDSC/sa  
*Attachments*

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