City of Burnaby

Meeting 2020 September 29

COMMITTEE REPORT

TO:	CHAIR AND MEMBERS PLANNING AND DEVELOPMENT COMMITTEE	**DATE:**	2020 September 22
FROM:	DIRECTOR PLANNING AND BUILDING	**FILE:** *Reference:*	PL 94000 - 20 *Transportation Plan Update*

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

PURPOSE: To provide information on preliminary Phase 2 public consultation discussions on the new *Burnaby Transportation Plan.*

RECOMMENDATION:

1. **THAT** the Committee recommend that Council receive this report 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.

The City is part-way through the creation of a new *Plan* and is currently engaged in public consultation on Phase 2 of that work. This report provides an overview of preliminary Phase 2 public consultation discussions and responses, and the emerging issues and opportunities relating to the Phase 2 work.

2.0 POLICY

The *Burnaby Transportation 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.

3.0 BACKGROUND

The new *Burnaby Transportation Plan* is being undertaken in three Phases, and Phase 2 is now underway. Phase 2 is titled "Building the Proposals" and includes the creation of proposals for draft Targets, Big Moves, Policies, and Networks for the new *Plan*.

On 10 February 2020, Council endorsed the draft Targets, Big Moves, Policies, and Networks and authorized staff to undertake the Phase 2 Public Consultation Program[1], which is now underway.

To date, a survey was launched in 2020 July and numerous meetings with stakeholders have been held. At this halfway point in the public consultation period, staff wish to provide a summary of the main themes arising from the consultation feedback and to identify key considerations. This information is inclusive of the discussions and responses up until 18 September 2020 and incorporates over 400 responses and more than 15 stakeholder meetings.

[1] The details of the Phase 2 work can be found on the website: www.burnaby.ca/transportationplan. The website provides access to the Council Reports, Survey, Discussion Guide, Information Sheets, Videos, and other information about the process and the project.

Numerous stakeholder meetings via phone and video have been held, and discussions with the public via phone, video, email, and other means have occurred. The online survey respondents and stakeholder groups have been providing thoughtful and detailed written and verbal feedback.

4.0 PRELIMINARY CONSULTATION FEEDBACK

While overall, the draft Targets, Big Moves, Policies, and Networks are receiving positive feedback, there are additional questions, suggestions, and comments being brought forward through the survey and stakeholder meetings that will help to improve the proposals.

The following sections provide a summary of where we are today in terms of public opinion, emerging issues and opportunities, and outline the key trade-offs associated with the various proposals.

4.1 Draft Targets

The three City-wide draft Targets are:

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.

Over 75% of survey respondents either support or strongly support the three draft Targets thus far. When asked how they would prioritize the draft targets, respondents have indicated that all three are of equal importance.

The following is a summary of the themes emerging from the consultations to date:

- **Excitement:** There is significant excitement being expressed over the progressive, clear, and measurable nature of the draft Targets.
- **Achievable:** There have been many comments and questions on whether the targets are achievable.
- **Timeframes:** A key question being raised is whether to include a timeframe for the Vision Zero target; the Mode Shift and Zero Emissions Targets have time frames associated with them but Vision Zero does not.

- **Measuring and Monitoring:** There is a desire for public reporting on measuring progress towards the targets over the long term. The suggestion is that this would further encourage everyone to do their part to achieve the targets.

4.2 Draft Big Moves

The six draft Big Moves are:



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 one kilometre 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.

Survey respondents are very supportive of the Big Moves thus far, with each Big Move receiving over 70% support or strongly support to date. When asked about priorities, the *Transit, Walking and Accessibility*, and *Cycling* Big Moves were the top three priorities, followed by the *Public Realm, Land Use and Transportation, Goods and Services Movement*, and *Driving* Big Moves.

The following is a summary of the themes emerging from the consultations to date:

- **Eagerness and Excitement:** There is significant eagerness and excitement being expressed on enhancing the walking and cycling facilities in the City, as well as opportunities for enhanced transit and more sustainable modes of transport.
- **Timeframes:** There has been discussion on the timeframes and expectations of the Big Moves. In particular, for the walking and cycling Big Moves, there is a desire to have these completed faster than the 2050 and 2030 timeframes indicated in the draft proposal. In addition, comments have been received on the timing of the transit improvements, since this has not been specified in the draft.
- **Cost:** There have been a number of questions as to the funding and costs associated with achieving the Big Moves.

- **Lack of Clarity on Driving Big Move:** The Driving Big Move is generating comments because it is written as a target rather than an actionable move.

4.3 Draft Policies

There are 36 draft Policies, under the following major topic areas:



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

The draft Policies for each major topic area have received over 70% support or strongly support. When asked to prioritize, the draft Policies, respondents ranked *Transit*, *Cycling*, and *Walking and Accessibility* as being the most important, followed by *Land Use, Public Realm and Transportation.* Both *Goods and Services Movement* and *Driving* policies ranked well below the top three in level of importance.

The following is a summary of the themes emerging from the consultations to date:

Land Use, Public Realm, and Transportation

Overall, the *Land Use, Public Realm, and Transportation* policies have been receiving a high level of support. The trade-offs and emerging issues and opportunities in this section are largely focused on implementation options for how we achieve a high quality public realm.

- **Land Use:** There have been a number of discussions, comments, and questions relating to the creation of public realm standards for the rest of the City and whether or not they respond to or require land use changes.
- **Comfort:** There is general agreement that, as the population increases, the City needs to ensure there is a higher-quality public realm to serve that population. There is a strong desire for the creation of places for people to sit and meet neighbours, as well as enjoy being in a more urban environment. There have been many comments favouring the provision of public realm amenities including parklets, benches, wayfinding, waste receptacles, weather protection, and more.

- **Faster Implementation/Filling in Gaps:** There has been discussion and questions about whether "late-comer" fees or other policies could be created to help fund better public realm across the City in a shorter timeframe. This would enable the City to build amenities in advance of development and be reimbursed when that development subsequently occurs. Another option noted would be to build an interim standard to provide functionality, and then require the developer to upgrade to the full standard when the site develops.
- **Transportation Demand Management (TDM):** There have been a number of comments requesting a more robust or stronger approach to TDM. A review of the City's existing TDM measures was noted as a possible action item. There is a desire to see this work fast-tracked.

Walking and Accessibility

Overall, the *Walking and Accessibility* policies have been well received. There is a heavy focus on putting pedestrians first and ensuring comfortable and safe access within neighbourhoods.

- **Accessibility:** There were several comments on improving accessibility across the City, having more consideration for accessible needs, and to give consideration of choosing accessibility over esthetics. There was positive feedback in seeing accessibility acknowledged in the title of this section.
- **Priorities:** There is support for prioritizing sidewalks near civic facilities, schools, seniors, and transit, recognising that it cannot all be done at once.
- **Crossings:** There has been some discussion about considering mid-block crossings on long blocks or where there are bus stops mid-block, particularly in high-traffic pedestrian areas, to enable better pedestrian access and safety.
- **Enjoyable:** In order to encourage more people to walk, the facilities not only need to exist, they must be safe and comfortable. There is a recognition that people will not choose walking if the experience isn't enjoyable, safe, comfortable, and convenient.

Cycling

Overall, the *Cycling* policies have been well received. An over-arching theme in the comments and discussions is the space requirements for the cycling network, and the competition for space within the road right-of-way with other modes.

- **All Ages and Abilities:** There is strong support for making all bike routes in the City "Triple A" or "All Ages and Abilities" or "8-80". The intent of the latter is that if an 8-year old and 80-year old can use the facility comfortably and safely, it would be safe for almost everyone. There is an acknowledgement that this is key to achieving all three draft Targets. There were also a number of comments recognising that in order to increase cycling in the City, the facilities have to be designed for more than just commuters and cycling enthusiasts. A key component of this discussion is whether all cycling facilities will be physically separated from traffic and from pedestrians.
- **Width:** There were a number of comments and questions on the sizing of the cycling facilities. In addition to having the appropriate space or width for the number of users,

questions were asked in terms of the rising numbers of cargo bikes and e-bikes, and whether additional space should be provided.

- **Key Indicators:** For cycling, there is a desire to see a more specific list of key indicators to measure and monitor progress in growing cycling in the City.
- **Micro-Mobility:** A micro-mobility strategy has been suggested as an action item to consider and review all the different mobility devices (skateboards, scooters, e-devices, etc.) and the rules or guidelines for each on the various transportation facilities in the City. It was also suggested that a review of the supporting amenity requirements (bike parking, e-device charging, showers, and other end-of-trip facilities) be undertaken as an action item.
- **Implementation:** Many would like to see the Core Network completed earlier than 2030.

Public Transit

Overall, the *Public Transit* policies have received positive feedback. A key conversation has been on achieving the funding necessary to implement the new or enhanced transit services and achieving the space required to operate an efficient transit system, especially as funding is largely provided by TransLink, the Province and the Federal Government.

- **Higher-Order Transit:** There is strong support and demand for higher-order transit, particularly on Willingdon and for the gondola to SFU. There were questions about the details of implementation (location of stops, technology, etc.), however these would not be pre-determined by this *Plan*.
- **Washrooms:** The number one amenity requested is more access to washrooms at transit stations and key transit hubs.
- **Bus Priority Measures:** There has been largely positive input on the bus priority measures policy. The key questions relate to where the bus lanes will be located, how soon they will be implemented, and what other enhancements can be made to make bus service more reliable.

Goods and Services Movement

Overall, the *Goods and Services Movement* policies have received limited feedback. The policies are centred on the idea that goods and services movement is part of a healthy economy and necessary for daily life, therefore access to City streets and businesses is needed. Businesses are interested in efficiency and access, while the public is concerned with impacts to neighbourhoods.

- **Trucks:** There is a general understanding that the public wants and needs goods movement to occur efficiently. However, there have been a number of comments related to truck routes or issues with noise, pollution, etc.
- **Cargo Bikes:** There have been some discussions about how to encourage local deliveries by cargo bike, resulting in suggestions for action items to increase cycling facilities and cargo bike amenities (cargo bike parking, e-bike charging, etc.).
- **Loading:** There is a desire to see a curbside management strategy as an action item to better manage and facilitate parking, loading, and access to the curb.

- **Economic Development:** There is a need to ensure that goods and services movement in the City be considered from an economic perspective. The local and regional economy, as well as residents and business owners, rely on efficient goods and services movement. There have been few specific suggestions on how this could be better addressed in the *Plan*.

Driving

Overall, the *Driving* policies have received generally positive feedback. A key conversation has been about the space needs of each mode and how to create mode shift to make it better for everyone.

- **Parking:** There have been numerous comments on parking. There is a need to make sure that parking and vehicle access are provided for people with disabilities. There is a strong desire to see a review of the parking requirements in the *Zoning Bylaw* as an action item, with a focus on reducing or eliminating minimum parking requirements, as well as enhancing Transportation Demand Management.
- **Mobility Pricing:** There is a strong desire to see explicit support, or support in principle, for mobility pricing (also referred to as congestion pricing or tolling).
- **Curbside Management:** With the advent of Uber and Lyft as well as food delivery services, taxis, and more, access to curbside loading areas is becoming more challenging. A curbside management strategy was discussed as a possible action item to determine how the curbside can be more effectively managed, who should be using it, and when.
- **Traffic Calming:** The discussions on traffic calming have been relatively limited to individual locations in the City. There has been a request to consider the broader policy for traffic calming in tandem with the street classifications to evaluate the appropriate types of streets for traffic calming.
- **Congestion:** There have been numerous comments about congestion from the perspective of concern for the environment as well as for those who have to sit in congestion every day. However, there has been a greater emphasis from respondents on the impact of congestion and how important it is to reduce driving in relation to achieving the draft Targets.

4.4 Draft Networks

The level of support from respondents for each of the draft Network maps varied, with the highest support or strongly support (75%+) going to the *Walking and Accessibility*, *Public Transit*, and *Cycling* Networks. The *Land Use, Public Realm, and Transportation* networks received over 60% support. *Goods and Services Movement,* and the *Driving* Networks received almost 50% support or strongly support, but also had a higher percentage (~10%) of people who chose "Don't know" as their response. This, and the comments received to date, suggest that the latter three maps may need further edits for clarity as well as possible adjustments to the networks.

The following is a summary of the themes emerging from the consultations to date:

- **Amendments:** There have been a number of suggestions or comments for amendments or edits to the draft Networks.
- **Clarity:** There have been a few requests for additional information on lane widths and the amount of required space for each mode within the right-of-way to accompany the maps, particularly for the Driving Network.
- **Additions:** Other levels of government and agencies have been working on their long-range plans. There are several new components to these plans that could be referenced, acknowledged, or incorporated into the Networks.

4.5 Summary

Responses to date have indicated strong support for the draft proposals, but also have provided numerous suggestions for improvements. Inherent throughout all of the feedback and discussions on the draft Targets, Big Moves, Policies and Networks is the tension between achieving the *Plan's* goals while acknowledging that there is a finite amount of road space and financial resources in which to do so. For example, in order to shift to more sustainable modes as our draft Mode Split Target indicates, more space for active transportation and public transit will be required, meaning less space allocated to automobiles. In addition, this reallocation or reorganization of space will require a significant increase in funding for these modes to build the infrastructure required. To achieve our draft Zero Emissions and Vision Zero Target, the same trade-off exists: more space and funding must be provided to active transportation and public transit. The desired result is a shift to more sustainable modes and less severe or fatal accidents.

The conversations to date have also acknowledged that we cannot build our way out of congestion, and the provision of more capacity encourages more driving. Overtime, congestion will continue to occur, but providing more choice and "people moving capacity" via walking, cycling, and transit will provide greater improvements for everyone. The consequence of not reallocating and reorganising our space to alternate modes of transportation is that fewer people will be able to move as the City grows.

There is also an acknowledgement that the achievement of the draft Targets will be challenging and there are many unknowns that would affect success or failure. That said, it is important to set targets that will motivate change, enable the City to monitor and measure its progress, and clearly indicate whether we are moving in the right direction, or whether additional actions are necessary.

This report has identified the main themes emerging from the consultation process to date on each of the draft Targets, Big Moves, Policies and Networks. This report also identifies an emerging conversation about the trade-offs related to how we allocate space and funding between modes, and the pace at which improvements are implemented. These trade-offs are challenging. However, in order to achieve the draft Targets and work towards the Vision, Themes, and Goals, they are necessary. Space, funding, and pace are critical for the successful implementation of the *Plan*, as well as our Climate Action Strategy. Responses to these questions will also affect other equally important goals of the *Plan* such as the need for quality, comfort, accessibility, enjoyment, and

safety in our transportation system. The draft proposals are intended to address the many current and future challenges. The fundamental question this report, and the *Plan,* must answer is "how do we want to make use of our street space?"

More discussions, input, and feedback are to come as the Phase 2 Public Consultation Program continues until the end of October. Once all the responses are collected and reviewed, staff will provide a fulsome report to Committee and Council on the outcomes.

5.0 CONCLUSION

This report has provided an update on the preliminary Phase 2 public consultation discussions on the new *Burnaby Transportation Plan*. It is recommended that the Committee recommend that Council receive this report for information.

E.W. Kozak, Director
PLANNING AND BUILDING

RDSC/sa

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

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