

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: BURNABY TRANSPORTATION PLAN –  
PHASE 2 CONSULTATION SUMMARY AND PEER REVIEW**

**RECOMMENDATION:**

1. THAT Council receive the report for information.

**REPORT**

The Planning and Development Committee, at its meeting held on 2021 February 23, received and adopted the *attached* report providing a summary of Phase 2 discussions on the new Burnaby Transportation Plan.

Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor S. Dhaliwal  
Vice Chair

Copied to: City Manager Director Corporate Services Director Engineering Director Finance Director Planning & Building Director Public Safety & Community Services Director Parks, Recreation & Cultural Services
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**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2021 February 11

**FROM:** DIRECTOR PLANNING AND BUILDING

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

**SUBJECT:** BURNABY TRANSPORTATION PLAN –  
PHASE 2 CONSULTATION SUMMARY AND PEER REVIEW

**PURPOSE:** To provide a summary of the Phase 2 Consultation discussions on the new *Burnaby Transportation Plan*.

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**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 has now completed the Phase 2 "Building the Proposals" consultation process, as well as a peer review of the draft Targets, Big Moves, Policies and Network content for the new *Plan*. This report provides a summary of the consultation discussions and responses, as well as discusses a continuing refinement of the proposals informing Phase 2 work.

**2.0 POLICY SECTION**

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

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- 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

### 3.0 BACKGROUND

The *Burnaby Transportation Plan* is being undertaken in three phases: “Setting a Direction” (Phase 1), “Building the Proposals” (Phase 2), and “Developing the Plan” (Phase 3). Public consultation and engagement at each phase has been identified as a critical component of the new *Plan*’s development.

On 2020 October 05, Council received an update on preliminary discussions and responses received for Phase 2 consultation to date. Phase 2 consultation sought feedback from both the public and stakeholders (internal and external) on the proposed Targets, Big Moves, Policies and Networks for the new *Plan*. The preliminary consultation feedback on the draft proposals was generally positive. The feedback also identified emerging issues and opportunities, and outlined some key trade-offs associated with the various proposals. Phase 2 consultation is now complete; a comprehensive summary of the process and feedback received is provided in the *attached* “Phase 2 Public Consultation Summary Report”.

The Department engaged Urban Systems, a Canadian-based planning consulting firm with an office in Vancouver, and extensive experience with Transportation Plans for cities throughout Canada, to conduct a peer review of Phase 2 content, as well as provide strategic advice on the structure of the new *Plan*. The peer review, as well as Phase 2 consultation feedback, will inform Phase 3 development of the new *Plan*.

### 4.0 DISCUSSION

#### 4.1 Phase 2 Consultation Summary

Notwithstanding the impacts of the COVID-19 pandemic, a comprehensive public consultation and stakeholder engagement process was undertaken for Phase 2 “Building the Proposals” of the *Burnaby Transportation Plan*. This phase sought to assess the level of public support for the draft Targets, Big Moves, Policies and Network proposals and identify emerging issues and opportunities. This phase also sought to identify potential gaps and inconsistencies with the proposed content of the new *Plan*.

Over a six month period (June – November 2020), the City informed, engaged and involved the public and stakeholders in Phase 2 “Building the Proposals” content of the new *Plan*. Public and stakeholder feedback was principally gathered and received in two ways: public survey and stakeholder meetings. The City also received emailed comments from the public. The City received 583 survey responses, as well as in-depth stakeholder input from 19 separate stakeholder groups across broad sectors: community groups, the business and development community, government agencies, institutions, neighbouring municipalities, and academia.

In summary, there is strong support for the direction of the new *Plan*. Public and stakeholders expressed excitement over the progressiveness of the Plan’s targets (Vision Zero, Mode-Split, Zero Emissions); it’s prioritization of sustainable transportation modes (walking, cycling and transit); and, its recognition that the quality of the networks, as part of the public realm, is an important part of people’s decision-making in how they choose to move around the city (i.e. accessible, safe, comfortable, and enjoyable). As part of Phase 2 consultation, City staff also received feedback on how to continue to improve and refine the *Plan*, as well as emerging issues and opportunities that should be considered in the *Plan*.

#### 4.2 Peer Review

As noted in this report, the Department engaged Urban Systems to complete a peer review of the proposed content for the new *Plan*. The scope of the peer review encompassed two main components:

- Assessment of Phase 2 content (draft Targets, Big Moves, and Policies), review of potential Actions for inclusion in Phase 3, provision of strategic advice, recommendations and other constructive feedback to help support and enhance the creation of the *Plan* document (Phase 3 work); and,
- Specific content advice as it relates to:
  - Three City-wide targets (Are these the right targets? Are they clear and measurable?);
  - Big Moves (Are these the right big moves? Are they clear and actionable?);
  - Policies (How do the policies relate to the Vision and Targets? Are there policy gaps or redundancies? Are there potential coordination and integration issues?);
  - Networks (Network analysis for potential conflicts and gaps); and,
  - Overall *Plan* (Does each topic area’s Big Move, Policies, and Network provide a holistic approach for the section and more broadly to the whole *Plan*?).

This review will inform Phase 3 “Developing the Plan”.

#### 4.3 Feedback on Overall Plan Components and Structure

Drawing on the feedback received from Phase 2 consultation and the peer review, the following are key areas for improving and refining the overall *Plan*:

- **Plan Structure** – Coordination and articulation of how the Targets, Big Moves, Policies and Networks link to the Vision, Goals and Themes, which set the overall direction of the *Plan*.

- **Transportation Hierarchy** – Articulation of the transportation hierarchy to support the appropriate prioritization of modes and users, particularly vulnerable road users, when implementing the *Plan*.
- **Monitoring, Evaluating and Reporting** – Inclusion of measurable goals, targets, policies and actions for which key performance indicators can be established. These components will enable better *Plan* implementation and better ability to monitor and evaluate program/project performance and effectiveness. Reporting is an important component to demonstrate municipal accountability, as well as a tool to involve and empower citizens to be active participants in the *Plan*'s implementation.
- **A More Balanced Plan** – Provision of an implementation framework. The *Plan* has a strong policy focus, whereas a supporting implementation framework for actualizing the Big Moves, Policies and Actions into programs and projects will strengthen the usability of the *Plan*.

#### 4.4 Big Moves

Feedback from Phase 2 indicated that while there was public support for the draft Big Moves, there were also ways in which they could be improved. For Phase 3, the Big Moves will be reviewed and refined to ensure that they align with the *Plan*'s three targets; have a timeframe for completion; are measurable; are supported by the *Plan*'s actions; and, align with the City's other major policy documents.

#### 4.5 Policies

As noted in previous reports to Council, 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*

There continues to be broad public and stakeholder support for the draft policies of the new *Plan*, particularly in the overarching prioritization of walking, cycling, and transit use over driving. Specific feedback on how the City can improve mobility across all modes, as well as potential ways citizens can be involved in the implementation of the *Plan* (“What can you do?”) are summarized in the *attached* reference report. The report also highlights stakeholder feedback on how the topic areas and the policies within them can be improved and refined.

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The peer review applied a more critical lens to the proposed policies and highlighted policy gaps, redundancies/duplications, and areas where coordination and integration of policies could be a potential issue. The peer review also identified specific policies in which the City has limited influence to action and effect change, as it is outside its scope of authority.

Below is a high level summary of policy improvements and refinement that will be reflected in Phase 3 work:

- Reframing of the *Land Use, Public Realm and Transportation* topic area to focus policies on connecting and integrating land use and transportation more closely together. From the public and stakeholder feedback, there is a desire to form policies aimed at developing complete communities, densification and concentrating new growth around transit stations and corridors (transit-oriented development), and the ability to meet daily needs within short walking, rolling and cycling distance of from where they live. Notwithstanding the above, the quality of the public realm is an integral component of the new *Plan*. City staff are also exploring the incorporation of a new topic area that is focused on *Streetscape Design*.
- Strengthening of policies aimed at improving access to *sustainable modes of transportation* (i.e. distance and proximity to daily needs, connectivity between modes, financial, infrastructure design, and inclusion).
- Strengthening of policies that articulate the City’s role in supporting existing and future *transit service provision*. While transit service is TransLink’s responsibility, the City has a significant role to play in improving transit access and reliability through effective transit priority measures, including but not limited to transit prioritization in the road right-of-way (i.e. transit signal optimization, bus queue jumpers, dedicated bus lanes), transit amenities, and participation in regional connectivity initiatives.
- Reframing the *Goods and Service Movement* topic area by developing policies that more effectively address two key issues: how to limit the negative impacts of goods movement on the community, and how to maintain efficient, reliable mobility and access for goods movement.
- Apart from continuing refinement of the *Driving* topic area, further exploration is required around the potential impacts of policies aimed at reducing access to driving as a transportation mode (i.e. reduced parking, mobility pricing, reallocation of road capacity), particularly impacts on disproportionately impacted communities and individuals that experience increased barriers to access of other modes. The policies will also be reviewed with consideration of the *Plan’s* intent to shift to more *sustainable modes of transportation*, while balancing the needs of businesses and the local economy. City staff also need to further explore the impact of policies aimed at reducing road capacity on emergency response and subsurface utilities.
- Including a new topic area and set of policies that is centered on the educating, encouraging, enabling and empowering people to choose sustainable modes of transportation. To achieve the Vision, Goals and Targets of the new *Plan*, as well as other City Climate Action Framework goals and targets, require a behavioural shift in how people think about and chose to move in and around Burnaby. This topic area would also explore enforcement related policies and measures, as well as building stronger partnerships and connections with stakeholders and community groups to support implementation of the new *Plan*.

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#### 4.6 Networks

Refinement of the networks is ongoing and will be a key objective of Phase 3 work, including consideration of comments received by the public and stakeholders regarding specific routes, quality of the pedestrian and cycle networks (i.e. accessible, safe, all ages and abilities facilities), and safety-related issues with regards to the movement of hazardous goods through the city. An overlay of the various networks (walking, cycling, transit, goods movement and driving) will also be reviewed to identify potential gaps and conflicts, including a layered approach to examining the competing priorities of modes on the network, and identifying alternatives where appropriate or feasible. Implicit in this analysis work is the recognition that some key trade-offs will need to be made between competing modes over finite right-of-way space, and for which a criteria will need to be developed.

#### 5.0 CONCLUSION

There continues to be broad support for the aspirations, targets, and direction of the new *Plan*. There is excitement about its progressiveness in prioritizing sustainable transportation modes (walking, cycling and transit use) and its intentional focus on the qualitative aspects of the streetscape and surrounding public realm. While development and refinement of the topic areas, policy content and technical aspects of the *Plan* will continue to be a significant component of Phase 3 work, the core concepts of access, comfort, enjoyment and safety of the transportation system for all people moving in and around Burnaby remain as central tenets of the new *Plan*.

The next steps will be to bring forward a complete draft *Plan* that incorporates the responses to feedback received from Phase 2, for a final round of consultation and consideration.

This report provides an update on the Phase 2 Consultation process and next steps for the new *Burnaby Transportation Plan*. It is recommended that the Committee recommend that Council receive this report for information purposes.

  
E.W. Kozak, Director  
PLANNING AND BUILDING

ZT: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