

A Comprehensive Transportation Plan for Burnaby



BURNABY TRANSPORTATION COMMITTEE

1979 JULY

At a special meeting of the Municipal Council on 1979 August 20, Council considered the contents and recommendations of this report and passed the following motions:

1. THAT Council adopt the Conceptual Transportation Plan as outlined in the report "A Comprehensive Transportation Plan for Burnaby" and portrayed on Figure 1 of that report together with the policy recommendations and implementation actions as contained in the report "Transportation Policies for Burnaby" (1979 April) as the combined basis for the Comprehensive Transportation Plan for the Municipality of Burnaby and THAT the Transportation Committee be asked to give Kensington Overpass priority.
2. THAT following adoption of Recommendation #1, aforementioned, arrangements be made for a meeting between representatives of the Municipality and the Ministers of Transportation, Communications and Highways and Municipal Affairs and the Federal Minister of Transport in order that the Municipality's Comprehensive Transportation Plan can be explained and the Province's position with respect to the improvement of public transit services and provincial arterials can be determined.
3. THAT following adoption of Recommendation #1, aforementioned, arrangements be made for a series of meetings between representatives of the Municipality and of adjacent Municipalities in order that the Municipality's Comprehensive Transportation Plan can be explained and their cooperation requested in the advancement of the various proposals and policies associated with the report "A Comprehensive Transportation Plan for Burnaby" and the report "Transportation Policies for Burnaby".
4. THAT Council assign an ongoing responsibility to a Transportation Committee comprised of members of Council, representatives from the various sectors of the community and staff to prepare, sponsor and present transportation related implementation proposals and programs for the consideration of Council.
5. THAT as a specific item in the Committee's terms of reference, it be directed to prepare a recommended prioritized implementation program, to include a full statement of the financial implications of such a program(s) as well as a priority listing of those implementation actions as itemized in Appendix I and contained in the report "Transportation Policies for Burnaby" for the consideration of Council.



BURNABY TRANSPORTATION COMMITTEE

1979 July 20

His Worship, Mayor T.W. Constable,
and Members of Council:

Re: Comprehensive Transportation Plan For Burnaby

In accordance with its assigned terms of reference, the Burnaby Transportation Committee is pleased to hereby submit for the consideration and approval of the Municipal Council a series of recommendations as outlined in this report. These recommendations when approved, provide for a comprehensive transportation plan for the Municipality which in the opinion of the Committee most appropriately responds to the present and future transportation needs of the community.

The comprehensive transportation plan, comprised of the previously adopted in principle document, Transportation Policies For Burnaby, and the conceptual transportation plan as described in this report, has been evolved over a period of several months. The Committee's deliberations has extensively involved a broad spectrum of the community with the result that the Committee is confident that the plan provides a sound and workable framework for the advancement of a comprehensive transportation improvement program for the Municipality of Burnaby. The transportation concept as presented to address the transportation problems of the Municipality, includes road and public transit improvements as a total package. Stated simply, the success of the plan is contingent upon the integrated advancement of both road and transit improvements.

The Committee in submitting this report is seeking Council adoption of the recommendations contained herein and as well a mandate for the Committee to initiate the next phases of its work towards advancing a prioritized transportation improvement program as referred to above.

Respectfully submitted,

Alderman B.M. Gunn
Chairman
TRANSPORTATION COMMITTEE

Alderman G. Ast
Member

Alderman W. Lewarne
Member

Mr. R. Tarling
Member

Mr. G. Ramsell
Member

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Cover Photo Courtesy of "The Boundary Road" Newspaper

INTRODUCTION

BACKGROUND

At its meeting of 1978 February 13, Council established the Transportation Committee whose primary terms of reference were as follows:

- (a) to review the movement of goods and people in the Municipality in the context of the present roads and transit system, the proposed 1985 roads network, the overall planning for the future of Burnaby, the Greater Vancouver Regional District and Provincial Government transportation plans;
- (b) to receive input from interested citizens or citizen groups on matters of transportation;
- (c) to report and recommend to Council, action that Council should take based on the results of this review.

The purpose underlying Council's actions in this regard was to develop a comprehensive transportation plan for the Municipality that would provide a framework for guiding the planning and future integrated development of major roads, public transit and truck routes in a manner that would be sensitive to the needs and desires of the community at large.

The major emphasis underlying the Committee's deliberations since it was assigned the task of preparing a recommended comprehensive transportation plan for the Municipality has been directed towards gaining an appreciation and understanding of those matters referred to in Item (a) above.

With particular reference to Item (b), the Committee held two meetings in 1978 June with 13 community groups who presented their views on transportation in Burnaby. To promote additional public discussions and input, the Committee distributed a brochure entitled "Towards a Comprehensive Transportation Policy For Burnaby" to every household and business in the Municipality in 1978 November. This brochure dealt with the major transportation issues prevalent in the community and outlined some of the solutions that had been suggested. The purpose of the brochure was to help get a well-rounded community perspective of the prevailing and possible future transportation problems both in our Municipality and the Region as a whole.

Following an analysis of the various submissions received, and its deliberations concerning the identification of the major transportation related issues in the community, the Committee prepared a report entitled, Draft Transportation Policies For Burnaby. In that report, 14 major policy areas, together with the associated implementation actions, were prepared in response to the major issues identified.

Prior to the submission of this report to Council for its consideration, the Committee held two additional public meetings in 1979 March 08 and 15 to discuss and consider amendments to the 14 policy areas. The policy report was subsequently revised by the Committee incorporating those changes considered appropriate which resulted from the two public meetings. The Municipal Council on 1979 April 09 received the document and approved in principle the contents of the report Transportation Policies For Burnaby as a framework for the preparation of a transportation plan for the Municipality to guide the planning and future development of major roads, public transit, truck routes and related transportation items.

PURPOSE

In accordance with Item (c) of the given terms of reference, the purpose of this report is to present a recommended conceptual transportation plan based on the transportation policies that have been prepared for Burnaby. The policy document, together with the recommended conceptual transportation plan to be presented in this report, will collectively provide for a comprehensive transportation plan for Burnaby.

THE PLAN PREPARATION PROCESS

Following the approval in principle of the policy report, the Transportation Committee, in conformity with Recommendation 12(a) which requested the Committee, in collaboration with staff, to prepare a recommended conceptual transportation plan for the Municipality, undertook to physically translate the various policies into a draft conceptual transportation plan for the Municipality respecting certain major influences such as existing and proposed land use, the varied geography of the Municipality and the location and nature of the basic transportation structure in the Municipality and Region as a whole. The task facing the Committee was to

organize these diverse, yet interdependent, policy items and integrate them into a concept plan which best satisfied the following fundamental goal as adopted by the Committee in its policy report:

" Facilitate the movement of people and goods within and through the Municipality in a manner that is most cost effective and efficient while at the same time endeavouring to maintain and improve the integrity and environment of residential neighbourhoods. "

The process followed by the Committee to achieve this objective was to examine in detail four closely interrelated major factors that would influence how the transportation plan would ultimately be structured. To do this, the Committee held a series of workshop meetings, with representation from the Ministry of Transportation, Communications and Highways and local transit officials, to develop conceptual positions on a conceptual road plan, truck routes, public transit and residential neighbourhoods.

During these workshops the Committee made an assessment of each subject considering a variety of factors including existing and proposed land use, topography, and desirable recognized standards leading to the development of an idealized concept for each. From this analysis, the Committee was able to reach a consensus concerning needs and principles which were to be applied relative to each of these four main areas of concern in the preparation of the concept plan. This was done with the knowledge that there would need to be judgments and a weighting of relative priorities made in balancing and integrating the various considerations when actually delineating the detailed components of the plan.

Given the combined underlying objectives to improve mobility within the community as well as to maintain and improve the quality of our residential neighbourhoods, the Committee prepared a Draft Conceptual Transportation Plan for the Municipality which would guide the development of an integrated public transit, truck route and road network. To maximize public awareness and feedback of the draft plan, a special leaflet was prepared and distributed to every residence in the Municipality

summarizing the major components of the plan and advising of three public meetings to be held during the week of 1979 June 12 for the Committee to present the draft concept plan and to receive and consider comments that the public may have prior to the submission of the Committee's final concept plan to Council.

Following the public meetings on 1979 June 12, 13 and 14 to deal with the draft conceptual plan, the Committee gave consideration to the various submissions presented and also met with four citizen groups to more particularly discuss specific proposals within the draft conceptual transportation plan as presented. As a result of these further public discussions, the Conceptual Transportation Plan as is being presented to Council in this document has been amended and improved over the draft plan as originally outlined with adjustments being made to the road and truck route system.

THE CONCEPTUAL TRANSPORTATION PLAN

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THE CONCEPTUAL TRANSPORTATION PLAN

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The conceptual transportation plan that the Transportation Committee is recommending is striving to best respond to the transportation needs of the community in the context of protecting residential neighbourhoods, structuring commuter and local traffic flows, providing for adequate goods movements and an improved public transit system while at the same time recognizing such influencing factors as Burnaby's regional location, its land use and development pattern, topography, existing road network, as well as cost effectiveness and the need for intergovernmental coordination. In the opinion of the Committee, the conceptual transportation plan as portrayed on Figure 1 most appropriately addresses this objective.

The four major structuring components which collectively comprise the recommended conceptual transportation plan are:

- . the road system
- . truck routes
- . public transit
- . residential neighbourhoods

A description of the principles and considerations associated with each of these components, not presented in order of implementation priority, is as follows:

1. ROAD SYSTEM

As outlined in the report, Transportation Policies For Burnaby, the Committee considered it necessary that a hierarchical classification of roads be established as a basis for defining the functional, spacing and continuity aspects of a conceptual road plan for the Municipality. As a result of its further deliberations, and to help clarify the typical standards associated with the full range of roads in the hierarchy, the Committee has modified the original hierarchy as contained in the policy report to read as follows:

Road Class

Typical Pavement Width

Local

residential (single family)
residential (multiple family)
industrial/commercial

28' curb to curb
36' curb to curb
46' curb to curb

Collector

minor residential
major residential
major industrial/commercial

36' curb to curb
36' curb to curb
46' curb to curb

Arterial

secondary
primary

46' curb to curb
60+' curb to curb

Freeway

according to design

The diagrammatic relationship of local and collector routes as they would generally relate to the arterial system is shown on Figure 2. In the formulation of the road component of the transportation plan for the Municipality, the Committee saw a need to establish a class for those roads that would primarily be used for servicing adjacent industrial and commercial areas of the Municipality.

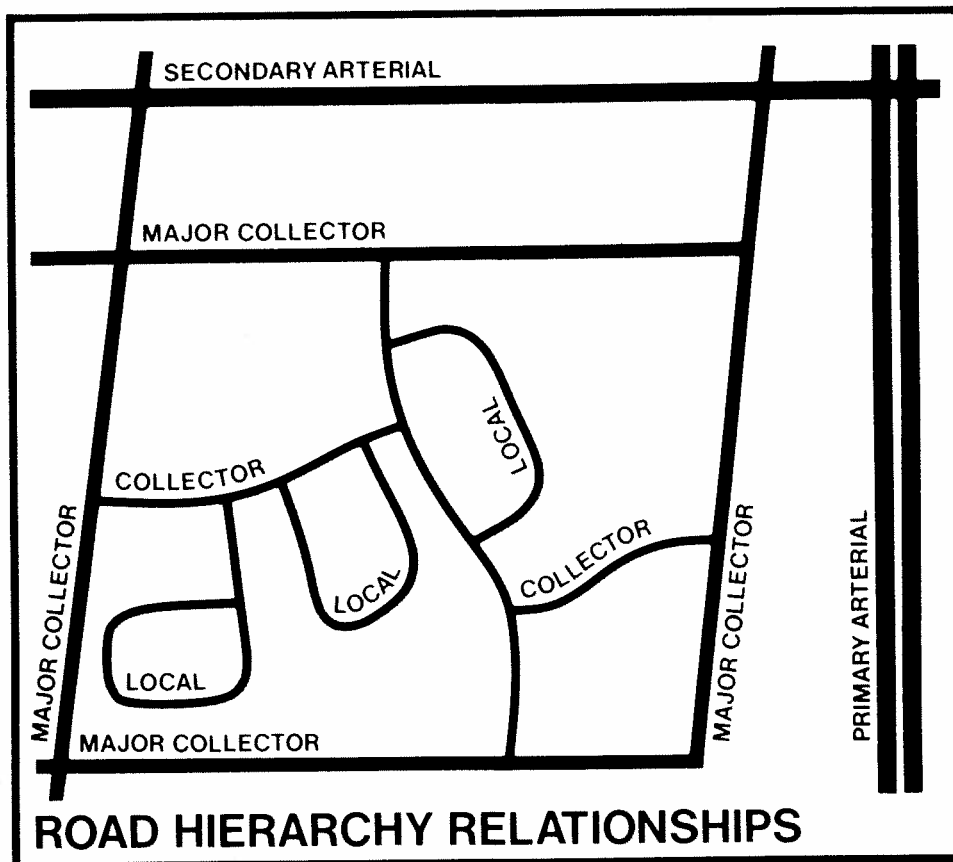


Figure 2

While these routes will fulfill either a local or a collector, rather than an arterial function, the nature of their use dictates that in all cases a 46' pavement width standard be utilized for reasons of safety, adjacent parking and increased turning movements. It should be noted that in preparing the conceptual road component of the plan, the Committee has not outlined the local residential or local industrial/commercial roads or minor residential collectors distributed throughout the Municipality. These routes would be developed in relation to land use requirements and be provided in the context of the conceptual road plan as adopted. A description of the freeway, primary arterial, secondary arterial and major collector components of the conceptual plan is as follows:

A. FREEWAY AND PRIMARY ARTERIALS

As a result of the Committee's policies concerning the accommodation of commuter traffic and residential neighbourhoods, it has been established that major regional east-west commuter movements should be oriented away from residential areas to improved established primary arterials and a better connected arterial system around the periphery of the Municipality as illustrated on Figure 3.

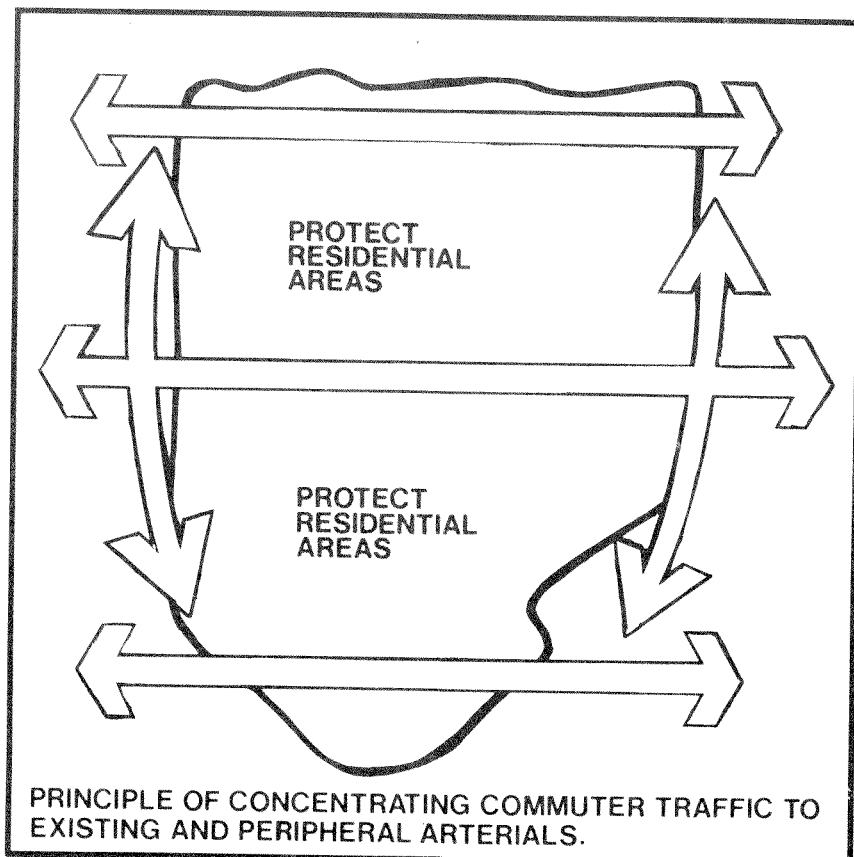


Figure 3

As a matter of principle, the Committee has adopted a general strategy that would see an arterial system that was concentrated to a clearly defined and improved network, rather than encouraging a dispersed system which would see a more widespread impact on residential areas. In addition, the Committee has adopted the position that traffic management measures should be applied to the existing primary arterials to improve their through volume capacity as opposed to creating two or three additional east-west primary or secondary arterials in the Municipality, as a means of better protecting the established residential areas of the Municipality. The improved peripheral primary arterials would collectively form the basis of a loop or ring road system around the general perimeter of the Municipality with connections to arterials of adjacent Municipalities thereby facilitating the proper channeling of the regional through movements.

In terms of the specifics of the arterial system, the Committee is of the opinion that none of the proposed additions should be developed to a freeway standard. However, it has been tabulated that the existing #1 Freeway plays a significant role in the handling of major regional east-west commuter movements and at the same time generally has a relatively minimal impact on our residential areas. A concern of the Committee is the fact that as congestion and volume delays on the freeway become more frequent due to capacity limitations, there is a corresponding increase in the bypass or detour movements of commuters through our residential neighbourhoods. Accordingly, in order to maximize the capacity of the existing freeway facility and thereby channel commuter flows through this established corridor, the concept plan provides for the widening of the freeway to six lanes and the completion of Highway #1 to a full freeway standard between Cassiar Street and the Second Narrows Bridge.

The primary arterial system plays an equally important role to the freeway in handling major east-west commuter movements through the Municipality. The arterial system in the recommended conceptual plan has been designed consistent with the desire to direct these flows to existing and peripheral arterials. Proposed improvements to the system to help facilitate the proper movement of regional commuter flows are listed, not in any order of priority, as follows:

<u>ROUTE</u>	<u>PRIMARY PURPOSE OF ROUTE</u>
1. Hastings/Gaglardi Connector	<ol style="list-style-type: none"> 1. Major link in peripheral arterial network. 2. Allows downgrading of Parker/Curtis from commuter route to collector. 3. Improves grades for transit services.
2. Marine Way	<ol style="list-style-type: none"> 1. Major link in peripheral arterial network. 2. Allows downgrading of Marine Drive from commuter and truck route to collector. 3. Primary access for Big Bend Development Area.
3. Stormont/Newcombe/McBride Connector	<ol style="list-style-type: none"> 1. Major link in peripheral arterial network. 2. Allows downgrading of Armstrong and Cariboo Road from commuter routes to collectors. 3. Provides link to Freeway Interchange.
4. B.N.R. Overpass	<ol style="list-style-type: none"> 1. Replaces existing Sperling Avenue/B.N.R. at-grade crossing. 2. Provides grade separated central link between Lougheed, Freeway and Canada Way. 3. Improves flows at Lougheed intersection.
5. Boundary Road	<ol style="list-style-type: none"> 1. Improves peripheral north-south arterial along western boundary of Municipality. 2. Improves road standard and grades for transit and trucks.
6. Byrne Road/10th Avenue Connector.	<ol style="list-style-type: none"> 1. Provides major link and improves connectivity in peripheral arterial network. 2. Primary north-south access to Big Bend Bend Development Area. 3. Replaces Gilley and Stride Avenues as truck routes. 4. Reduces road grades over current routes.
7. Gaglardi/Broadway to North Road	<ol style="list-style-type: none"> 1. East-west arterial providing access and egress to peripheral arterial network. 2. Reduces east-west commuter movement through Lougheed Town Centre residential areas.

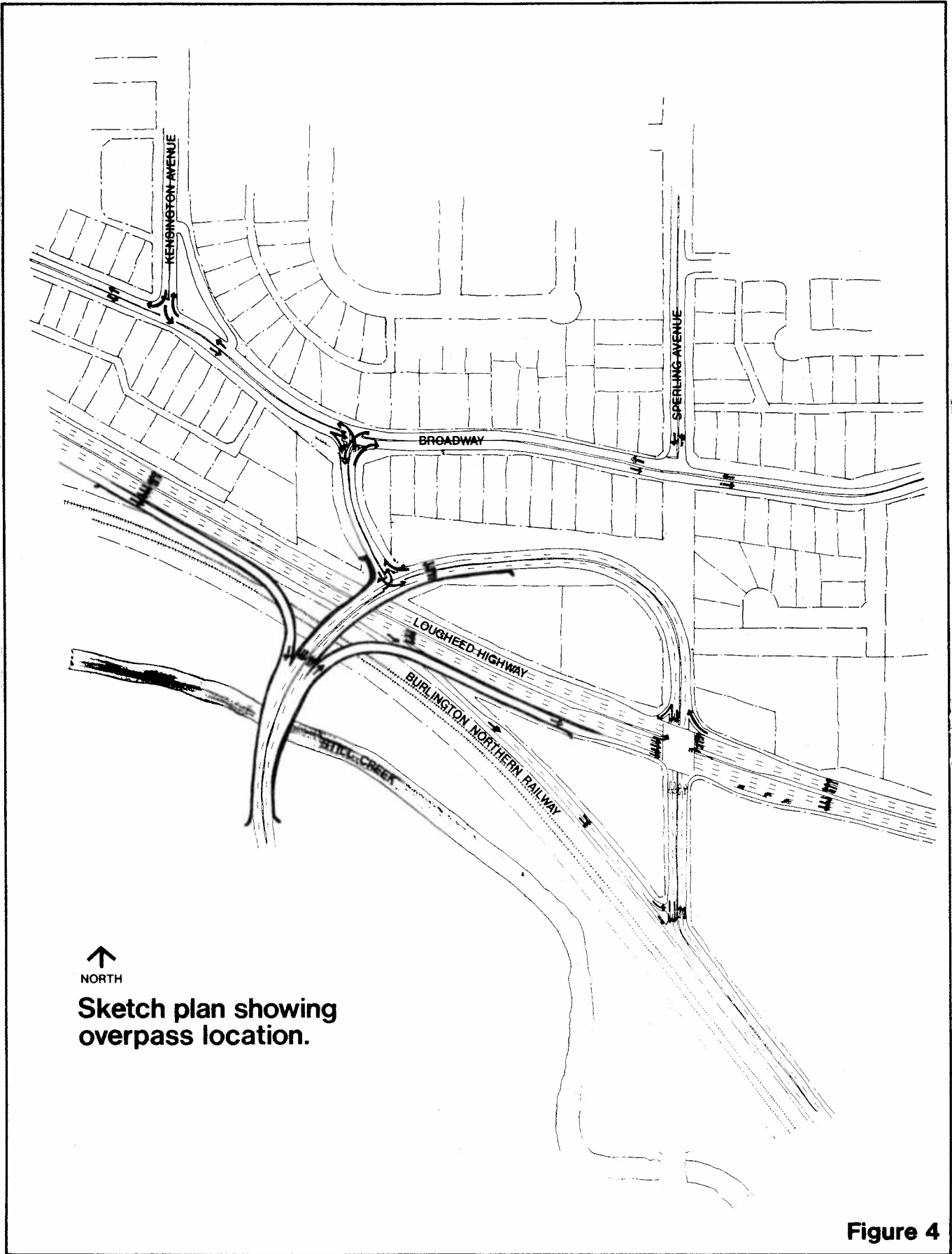
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| <p>8. Traffic management and/or widening to Hastings Street, Lougheed, Canada Way, Kingsway, Imperial, Barnet Highway, Willingdon, Sprott, 10th Avenue and North Road.</p> | <p>1. To increase capacity and efficiency of traffic flow on existing arterials thereby eliminating the need for construction of additional arterials.</p> |
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During the course of its deliberations, the Transportation Committee was requested by the Municipal Council to give specific consideration to Items 3, 4 and 5 as outlined above. While a detailed description of these routes is beyond the scope of this report, which is presenting an overall conceptual transportation plan for the Municipality, it was felt that the following generalized description of these routes should be provided for the information of Council:

(a) B.N.R. Overpass (also described as "Kensington Overpass")

The B.N.R. overpass facility provides a primary arterial connector between the Lougheed Highway, the #1 Freeway and Canada Way. The configuration of the overpass alignment as recommended by the Committee is illustrated on Figure 4. As can be seen the overpass grade separates both the B.N. Railway and the Lougheed Highway. This was regarded as an important consideration by the Committee in its desire to see the east-west capacity of Lougheed Highway not unduly restricted by unnecessary cross movements. As can be seen, the orientation of the overpass is such that it favours the flows to and from the Lougheed Highway. Access to the residential area north of the Lougheed would be via Broadway by way of an access road northward from the northern curve of the overpass structure. This orientation of the overpass towards the Lougheed Highway, rather than Broadway as was previously proposed, is consistent with the travel patterns identified on the previously submitted report, Kensington Overpass Alternatives, A Comparative Evaluation (1978 May) which revealed only a very minor through movement demand between the B.N.R. crossing and Hastings Street.

An integral part of the B.N.R. overpass proposal is the dual major collector status that has been assigned to Sperling and Kensington Avenues north of Broadway. Neither road would be a truck route and both would be developed



↑
NORTH

**Sketch plan showing
overpass location.**

Figure 4

to a 36' curb to curb standard reflecting their residential collector, rather than arterial classification, as had been previously planned in the Burnaby Transportation Study to 1985.

(b) Stormont/Newcombe/McBride Connector

This proposed arterial connection is regarded as an important link in the regional arterial network in providing a connection between the Pattullo Bridge/McBride route, Highway #1 and the proposed Gagliardi Way/Hastings Street connector. These links, developed in concert, will provide the easterly leg in the peripheral arterial system for the Municipality.

In the delineation of the arterial system, the Committee has been particularly concerned with the affects proposed arterial routes could have with respect to residential neighbourhoods. This position reflects the Committee's outlined policies pertaining to environmental considerations and residential neighbourhoods which indicate that every effort must be made to minimize the disrupting affects of proposed arterial routes in those instances where these routes will be adjacent to residential development. In the case of the Stormont/Newcombe/McBride connector, the Committee has reached the conclusion that an at-grade, or even a "cut" development of the Newcombe Street portion of the alignment, would have a seriously detrimental effect on the Second Street residential area. Accordingly, after considerable deliberations, the Committee is recommending that this connection be developed on a "cut and cover" basis as schematically shown on Figure 5 between 11th Avenue and 17th Avenue.

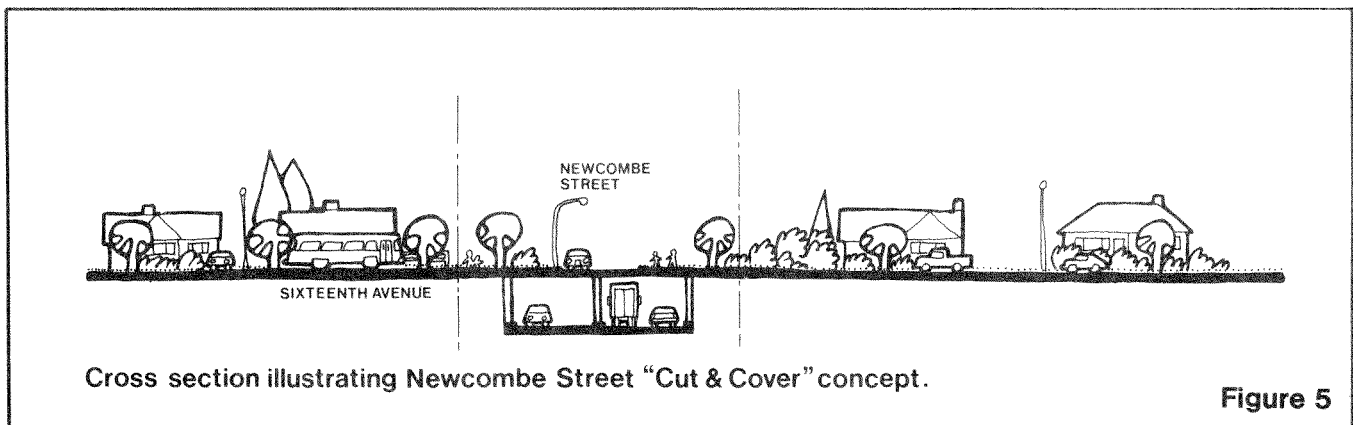
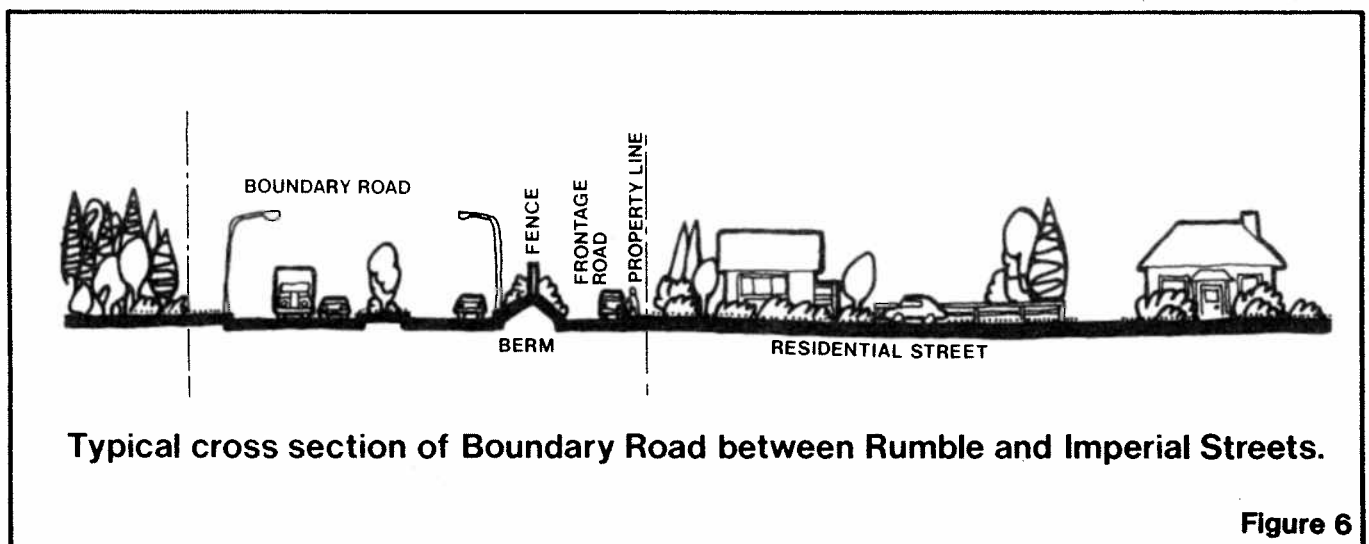
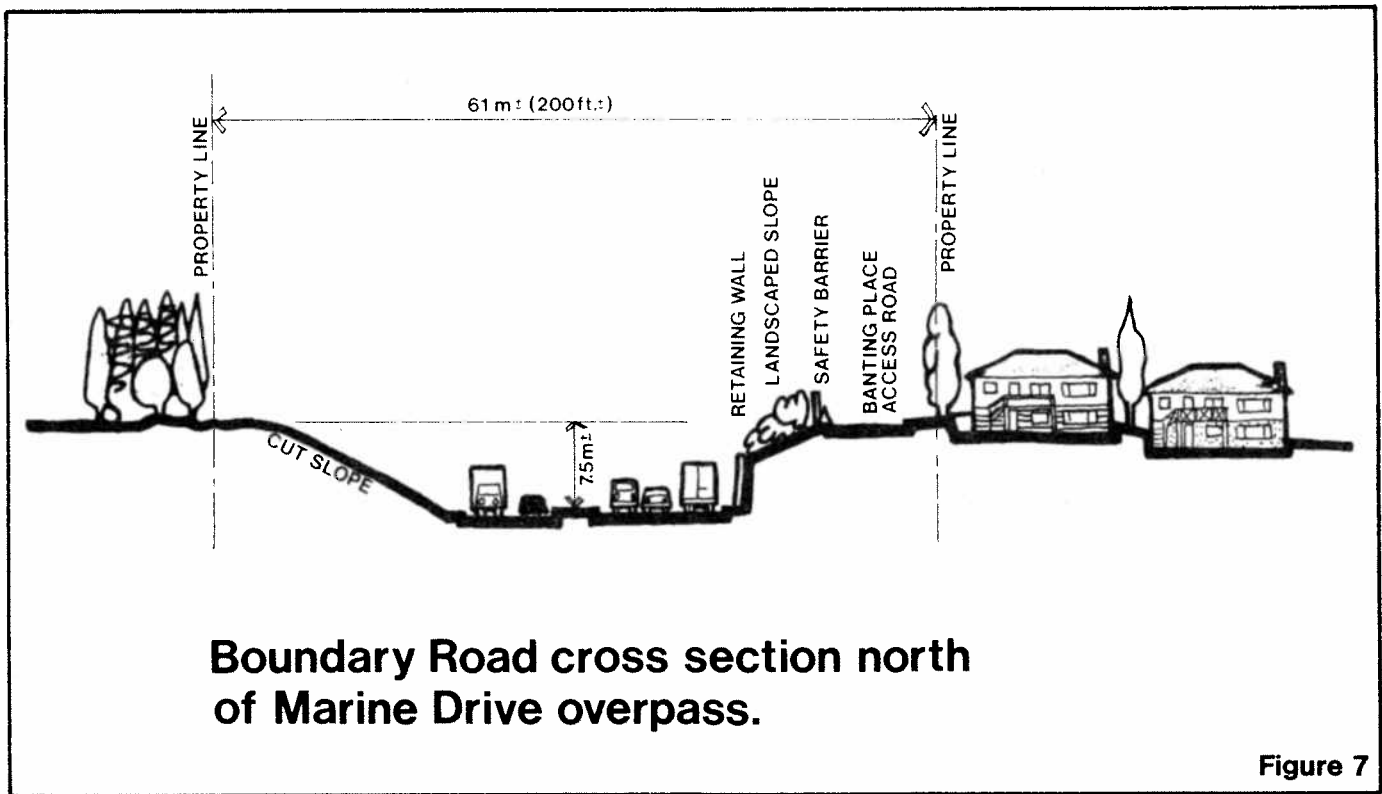


Figure 5

(c) Boundary Road

Boundary Road forms the western north-south link in the arterial system providing continuity between Marine Way and Hastings Street. The section of the road between Imperial Street and Rumble Street is proposed to be developed to a standard as illustrated on Figure 6. As can be seen, there is provision for a one way frontage road together with a berm and noise attenuation fence between the abutting residences and the main portion of the road. North of Marine Way merging into the Rumble Street intersection, there is provision for a third lane as shown on Figure 7 for slow moving trucks and buses given the projected grade of approximately 9.3 per cent. Also of note is the fact that Boundary Road would underpass Marine Drive in cut to reduce the grade. This grade separation combined with the construction of Marine Way will enable the declassification of Marine Drive from a truck route arterial to a major residential collector. Between Imperial Street and Kingsway, Boundary is proposed to be developed to a 46 foot standard (i.e. 4 moving lanes) within the existing right-of-way. It is not intended that additional right-of-way from Central Park will be required for this portion of the road.





B. SECONDARY ARTERIALS

In general, the system of secondary arterial routes augment the primary system but play a larger role in providing access to the major activity centres within the Municipality. The spacing and continuity aspects of the secondary arterial network is less regimented than the primary system in view of its closer reference to the density, nature and location of the various land use elements of the Municipality. The secondary arterials are characterized by a 46' curb to curb pavement width capable of four moving lanes with no parking during peak periods. The secondary arterials, in conjunction with the primary arterials constitute the recommended truck route system for the Municipality. Those routes included within the secondary arterial system include the following:

<u>ROUTE</u>	<u>PRIMARY PURPOSE OF ROUTE</u>
1. Royal Oak Avenue (Between Canada Way and Imperial Street)	<ol style="list-style-type: none"> 1. Provides improved access to Metrotown from north and central Burnaby. 2. Reduces excessive grades on Royal Oak north of Buxton. 3. Provides improved access to proposed Deer Lake Town Park.
2. Douglas Road-Holdom Avenue B.N.R. Overpass	<ol style="list-style-type: none"> 1. Grade separation of Douglas Road-B.N.R. overpass. 2. Provides for grade separated link between Canada Way and Lougheed Highway serving developing Central Valley industrial area.
3. Gilmore Avenue (Between Lougheed Highway and Canada Way)	<ol style="list-style-type: none"> 1. Provides arterial link between Lougheed Highway and Canada Way. 2. Provides truck route access and egress to developing Central Valley industrial area.
4. Willingdon Avenue (Between Hastings Street and Lougheed Highway)	<ol style="list-style-type: none"> 1. Provides arterial link between Lougheed Highway and Hastings Street. 2. Provides access to Brentwood Town Centre and proposed major transit focus.
5. Grange/Dover Street (Between Patterson Avenue and Royal Oak Avenue)	<ol style="list-style-type: none"> 1. Provides east-west arterial access to northern edge of Metrotown.
6. Nelson Avenue (Between Dover Street and Imperial Street)	<ol style="list-style-type: none"> 1. Provides north-south arterial access to eastern edge of Metrotown core area.
7. Griffiths Street/19th-20th Diversion	<ol style="list-style-type: none"> 1. Provides truck route to Kingsway corridor from Big Bend and Stride Avenue industrial areas.

C. MAJOR RESIDENTIAL COLLECTORS

The role of the major residential collector roads in the conceptual road network is to provide accessibility to and from the residential areas and major activity centres within the Municipality. The major residential collector network has been developed in a manner that would discourage through commuter traffic movements on these routes but yet provide the more localized land use service function that is required. These routes are

further characterized by a general lack of through continuity, their non-truck route status and their lesser width and carrying capacity as compared to the primary and secondary arterials. The major collector network as it applies to residential areas, has been developed on the principle that two or more collectors as opposed to one arterial developed to a higher standard should service those residential areas. The major residential collectors would be developed to a 36' curb to curb pavement width which is a minimum standard for 1 moving lane in each direction plus parking. This lesser standard is regarded by the Committee as being somewhat of a limiting restriction for these routes to be used for major traffic flows. In some cases, the major collector designation will necessitate the eventual upgrading of, or the retention of, the existing pavement widths and function of the applicable routes. In other cases, (eg. Sperling Avenue, Curtis-Parker Streets, Rumble Street) actions will have to be taken to downgrade the existing function of these routes in order that they may conform to their intended major collector rather than their existing arterial function. Those routes designated for major residential collector status and which will require some degree of new construction associated with their implementation are as follows:

<u>ROUTE</u>	<u>PRIMARY PURPOSE OF ROUTE</u>
1. Moscrop/Price/Deer Lake Place	1. Provides major access link to Deer Lake Park and Central Administrative Area between Royal Oak and Canada Way. 2. Allows for downgrading of Gilpin Street to local residential street east of Royal Oak Avenue.
2. Dover/Oakland/Burris	1. To serve as supplementary east-west collector for residential area between Royal Oak and Canada Way. 2. Serves as local perimeter access to Deer Lake Park and Metrotown areas.
3. Phillips-Bainbridge connector to Gaglardi Way	1. Provides north-south collector for residential areas in Monticeto community plan area. 2. Provides additional access with improved grades to Gaglardi Way and Simon Fraser University.

- | | |
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| 4. Carlton/Kincaid | 1. Provides for improved access to Burnaby General Hospital. |
| 5. Beaverbrook extension to Cameron Street | 1. Provides for improved connector between Eastlake Drive collector and Cameron Street and Lougheed Town Centre. |

The designated major residential collectors that will require some degree of upgrading of their existing pavement widths include:

1. Gilmore Avenue between Douglas Road and Hastings Street.
2. Kensington Avenue between Broadway and Hastings.
3. Halifax Street between Sperling Avenue and Phillips.
4. Broadway between Kensington Avenue and Lake City Way
5. 16th Avenue between 6th Street and Cumberland.
6. Cariboo Road.
7. Edmonds Street between 19th-20th Street diversion and Kingsway.
8. Sperling Avenue between Burris Street and Kingsway.
9. Rumble Street between Boundary Road and Gilley Avenue.
10. Marine Drive between Boundary Road and Byrne Road.
11. Government Road between Brighton Street and Halston Court.

As part of the major residential collector considerations, the Committee is of the opinion that once the requisite improvements to the arterial road system have been made, traffic management measures should be initiated on Curtis Street, Rumble Street and Marine Drive to ensure that these streets are not used for major east-west commuter movements.

D. MAJOR INDUSTRIAL/COMMERCIAL COLLECTORS

As previously indicated, the Committee saw a need to identify those major collector routes that would be used for servicing adjacent major industrial and commercial areas of the Municipality. It was also previously established that these along with the local routes would be developed to a 46' pavement width standard for reasons of safety, adjacent parking and increased turning movements. Generally speaking, the routes that have been designated within this category relate specifically to adjacent land use and therefore do not necessarily exhibit characteristics of continuity or connectivity in a hierarchical sense. While these routes are not part of the overall truck route system for the Municipality, they could be used by trucks in gaining

access to and from and servicing the industrial and commercial areas adjacent to these routes. Those collectors within this category of road have been outlined on Figure 1 and are as follows:

- . Halifax Street - Douglas Road between Willingdon Avenue and Boundary Road
- . First Avenue between Boundary Road and Gilmore Avenue
- . Gilmore Avenue between Douglas Road and Lougheed Highway
- . Norland Avenue - Still Creek Street between Boundary Road and Spratt Street
- . Winston Street between Sperling Avenue and Brighton Street
- . Brighton Street between Winston Street and Lougheed Highway
- . Production Way between Lougheed Highway and Gaglardi Way
- . Eastlake Drive between Production Way and Underhill Avenue
- . Underhill Avenue between Eastlake Drive and Broadway
- . Broadway between Underhill Avenue and Lake City Way
- . Lake City Way between Broadway and Lougheed Highway
- . Cameron Street between North Road and Bartlett Court
- . Edmonds Street between Kingsway and Sixth Street
- . Sixth Street between Edmonds and 10th Avenue
- . Gilley Avenue between Kingsway and Rumble Street
- . Central service road in Metrotown between Willingdon Avenue and Nelson Avenue
- . Byrne Road between Marine Way and Mandeville Avenue
- . Big Bend Industrial loop road south of Marine Drive as illustrated.

2. TRUCK ROUTES

Truck routes outside of industrial areas are recommended to be limited to the designated primary and secondary arterials illustrated on Figure 8.

The general strategy proposed for developing a conceptual truck route plan was pre-

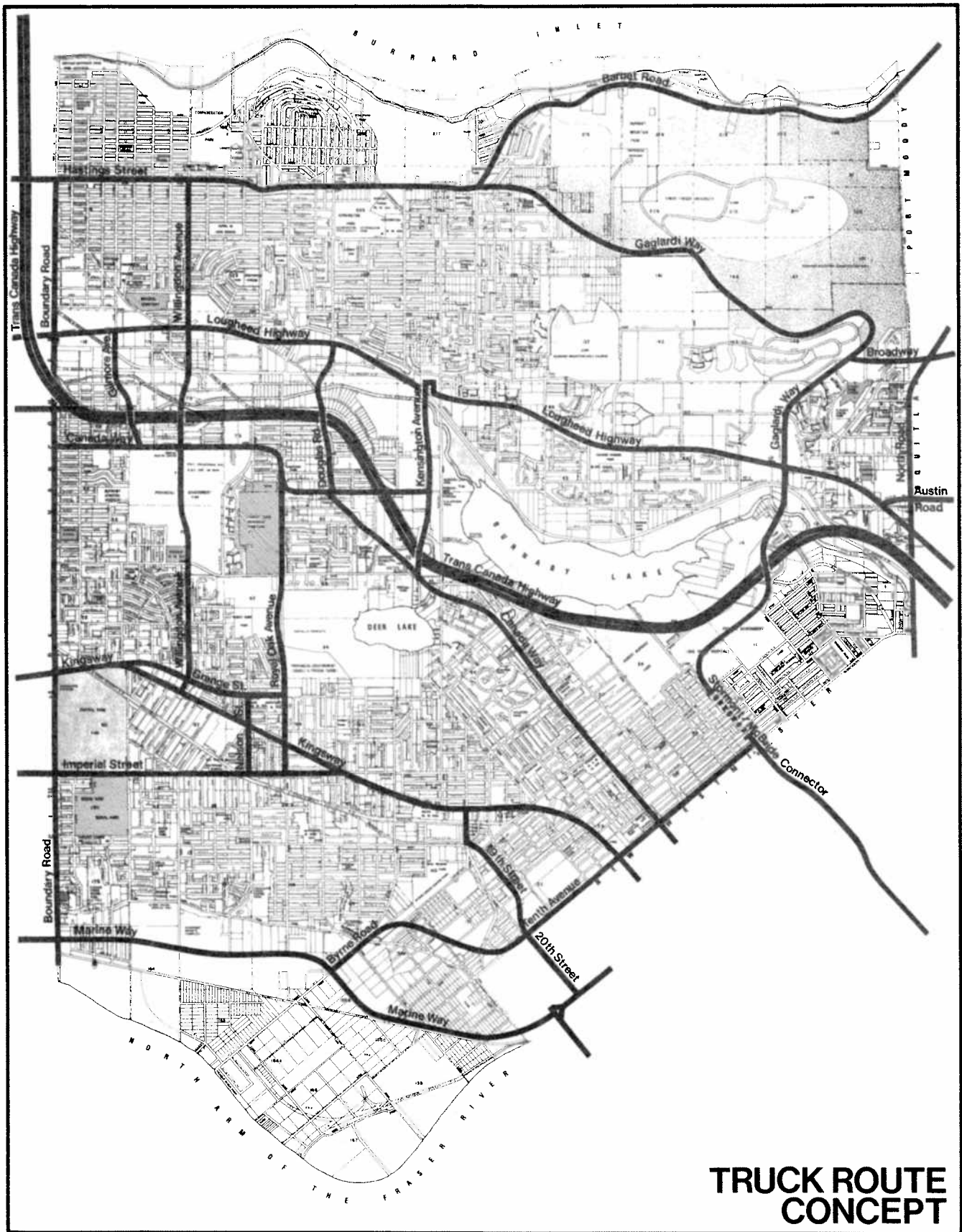
licated upon developing a routing system that was relatively concentrated, rather than dispersed and which would provide adequate service to the industrial and commercial areas of the Municipality but yet orient major regional and municipal truck movements away from residential areas towards the proposed peripheral arterial system as well as to the established east-west primary arterials. In addition, there was an expressed desire to provide the truck intensive Central Valley industrial areas with convenient access to the Freeway - Lougheed Highway corridor and associated major interchange points. Boundary Road, Gilmore Avenue, Willingdon Avenue, Douglas Road and the proposed B.N.R. crossing near Sperling Avenue would fulfill this desire.

A further characteristic of the system involves the location of less major and continuous secondary routes designed to accommodate a degree of north-south continuity in servicing major industrial/commercial areas in the Municipality and provide connections to the primary level routes and their interchange points. These corridors further recognize the need to define specific routes for truck movements rather than allowing indiscriminate use of any street for this secondary north-south movement. Griffiths and the 19th-20th Street connector, together with the designated portions of Royal Oak Avenue, Grange Street and Nelson Avenue are included in this category.

In the preparation of the truck route concept as illustrated on Figure 8, the Committee has not made provision for a routing through the north-central or southern slope residential areas of the Municipality. It was the consensus of the Committee that the arterial system as proposed provided an adequate alternative when considering the relatively limited number of truck movements involved and the other options available.

The truck route concept as presented would allow for the use of the major industrial/commercial collectors by trucks in servicing land uses located within the adjacent areas. Trucks travelling within the Municipality to destinations outside of these industrial/commercial areas would be required to stay on the designated primary and secondary arterials.

A detailed truck route map together with the applicable regulations would be prepared as part of the implementation program following the adoption of the transportation plan.



**TRUCK ROUTE
CONCEPT**

Figure 8

3. PUBLIC TRANSIT

In the opinion of the Committee, the importance of the development and improvement of public transit including bus, light rapid transit and commuter rail facilities cannot be over stated. To be effective, the transportation plan as presented requires that public transit will have to play an increasingly larger role in the future movement of people in and through the Municipality.

Proposed improvements to the bus system are based on the concept of developing a more Municipally-oriented bus system that would better serve major land uses in the Municipality and the Region and directing major routings to a number of inter-dependent major transit foci and secondary transit interchanges as graphically illustrated on Figure 9.

It is proposed that the major transit foci be strategically located within the three principle commercial core areas of the Municipality (i.e. Burnaby Metrotown, Brentwood Mall and Lougheed Mall) given the number of trip ends experienced at these locations. Under the transit focus concept, the commercial core area of New Westminster would also be a transit focus that would be relevant to Burnaby residents.

With this concept any journey that did not have its origin or destination in a commercial area could be effected with a maximum of two transfers, given that the transit foci were linked directly to each other. It is further proposed that the major transit foci be designed to promote maximum comfort, pedestrian convenience and acceptance of the system by the users. An integrated commercial/transit centre incorporating public washrooms, convenience shopping, information kiosks, sheltered and heated seating and transfer areas is the type of facility considered necessary to help make the use of public transit a more attractive option.

Supplementing the major transit foci are at least four secondary transit interchanges where there are less major concentration of trip ends or where there is an operation advantage to have an interchange point. The Central Administrative Complex is one such location where it would be logical that services between Brentwood and New Westminster could cross services linking to Metrotown and the Lougheed Mall. The Hastings/Willingdon area is seen as another secondary inter-

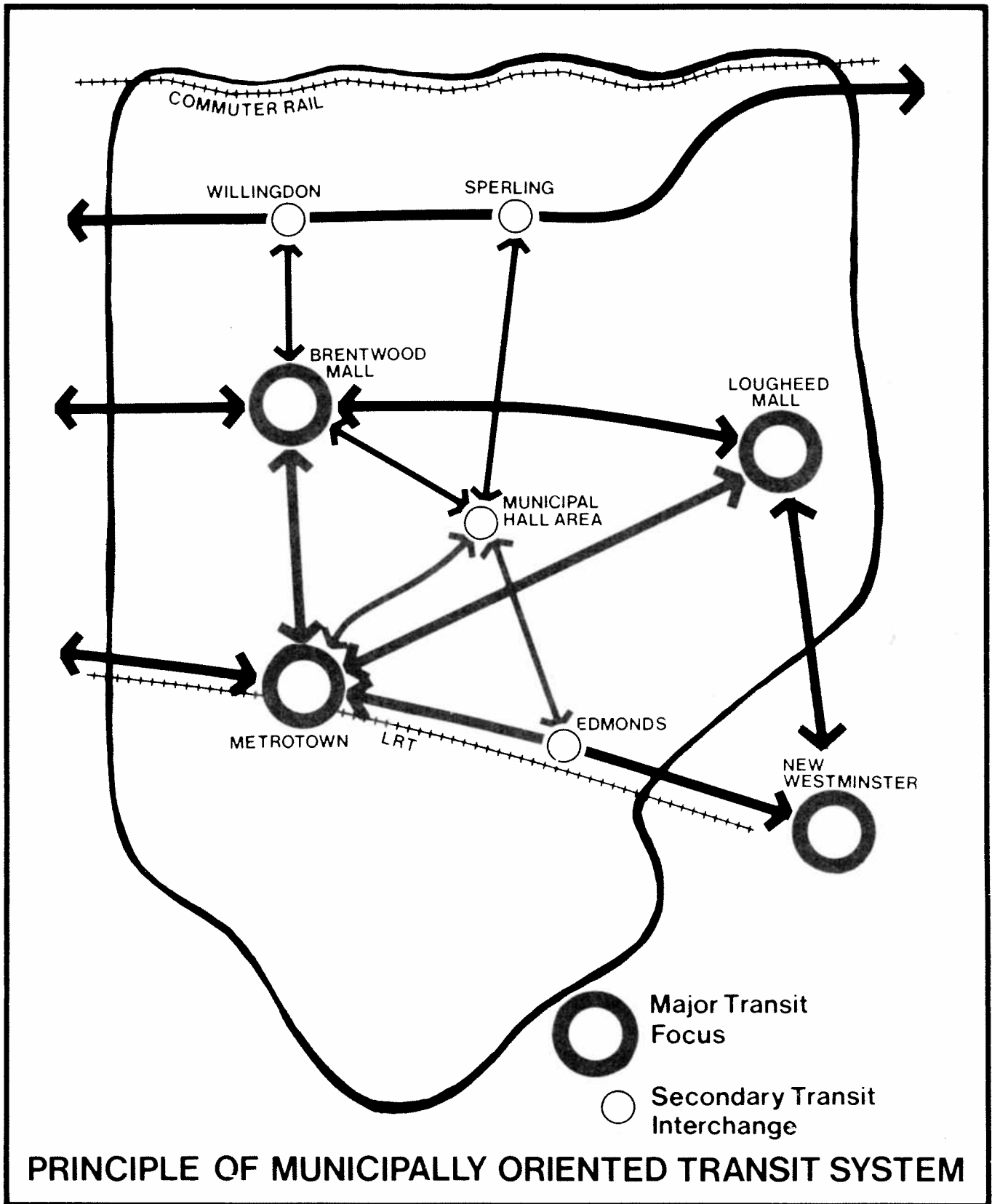


Figure 9

change point acting as an adjunct to the major focus at Brentwood and providing a logical fast bus interchange point for service to downtown Vancouver.

The local bus service would feed these major foci and secondary interchange points which would also provide stops for inter-municipal fast bus service. The Committee has established as a desirable standard the criterion that all residential development in the Municipality should have access to this local service within a maximum $\frac{1}{4}$ mile (\pm 400 metres) radius.

This concept plan was seen as being wholly compatible with the Light Rapid Transit system being examined along the Central Park line as well as the system of bus operation in the City of Vancouver. In this context, Willingdon Avenue would become the interface between the City of Vancouver grid system and the Burnaby-New Westminster transit focus concept. B. C. Hydro representatives have examined this concept and have indicated that it is both a logical and workable proposal.

The Committee as a matter of principle strongly supports the early development of an appropriate light rapid transit facility on the Central Park line. Such a facility will be integrated with the major transit focus in Metrotown as well as with a secondary transit interchange in the Edmonds Street area. Also regarded as a highly desirable addition to the public transit system would be the introduction of a commuter rail service along the Burrard Inlet foreshore. It is the view of the Committee that these new developments, together with improvements to the existing fast bus system will be required, particularly as related to the northern portion of the Municipality, to satisfactorily accommodate the commuter travel demand through and within the Municipality.

4. RESIDENTIAL NEIGHBOURHOODS

Based on the goal of maintaining and improving the livability of residential neighbourhoods, the Committee as part of its conceptual transportation plan preparation process delineated residential "neighbourhoods" as shaped by exist-designated arterial roads and/or a change in land use. The resultant distribution of these neighbourhood areas acted as a major influence in arriving at the draft conceptual transportation plan for the Municipality.

The Committee has been successful in respecting the boundaries of these residential areas in the preparation of its draft conceptual arterial road network. In the few isolated instances where the Committee has recognized the need for an arterial route to be designated within one of these areas, it has selected an alignment and defined appropriate design criteria with a view towards minimizing any adverse affects associated with the route.

This action conforms with the policy direction previously established which directed that in those instances where proposed arterials will abut residential development, appropriate actions (eg. berming, fencing, cuts, extra rights-of-way, etc.) will be taken to help minimize disrupting affects of the road in the flanking residential dwellings. It is on this basis that the Committee has recommended the frontage road and berming with noise attenuation fencing concept in its Boundary Road proposal and the "cut and cover" approach for the Stormont/Newcombe/McBride connector as previously described. It is the position of the Committee that a common standard for treatment cannot be universally applied. Instead, each such instance must be evaluated independently with reference to the nature of the proposed arterial, the intensity of flanking land use and cost comparisons of alternative treatments.

The most important factor in the establishment of neighbourhood boundaries is the location of arterial routes. In view of this, the Committee is recommending that following the adoption of the Conceptual Transportation Plan as presented, residential neighbourhood planning would be oriented to the residential areas as illustrated on Figure 10. In reviewing the size, location, surrounding geography and nature of the residential area in question, an assessment should be made as to what support neighbourhood amenities should be provided in that area or alternatively what means of convenient and safe pedestrian access should be provided to an adjacent area with those facilities. In the opinion of the Committee, this whole question should be a priority item in the implementation program following the adoption of this report.

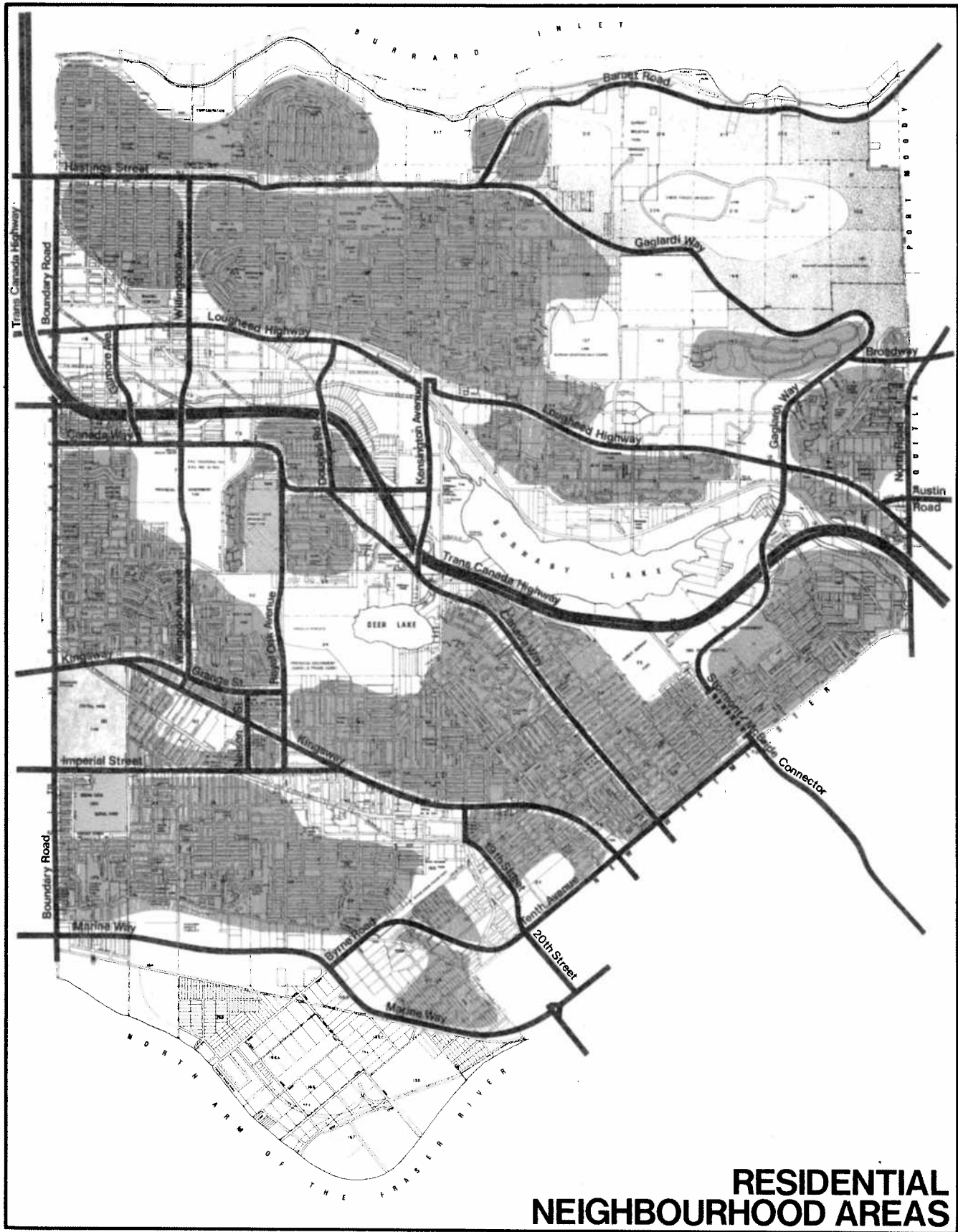


Figure 10

**CAPACITY ANALYSIS OF CONCEPTUAL
TRANSPORTATION PLAN**

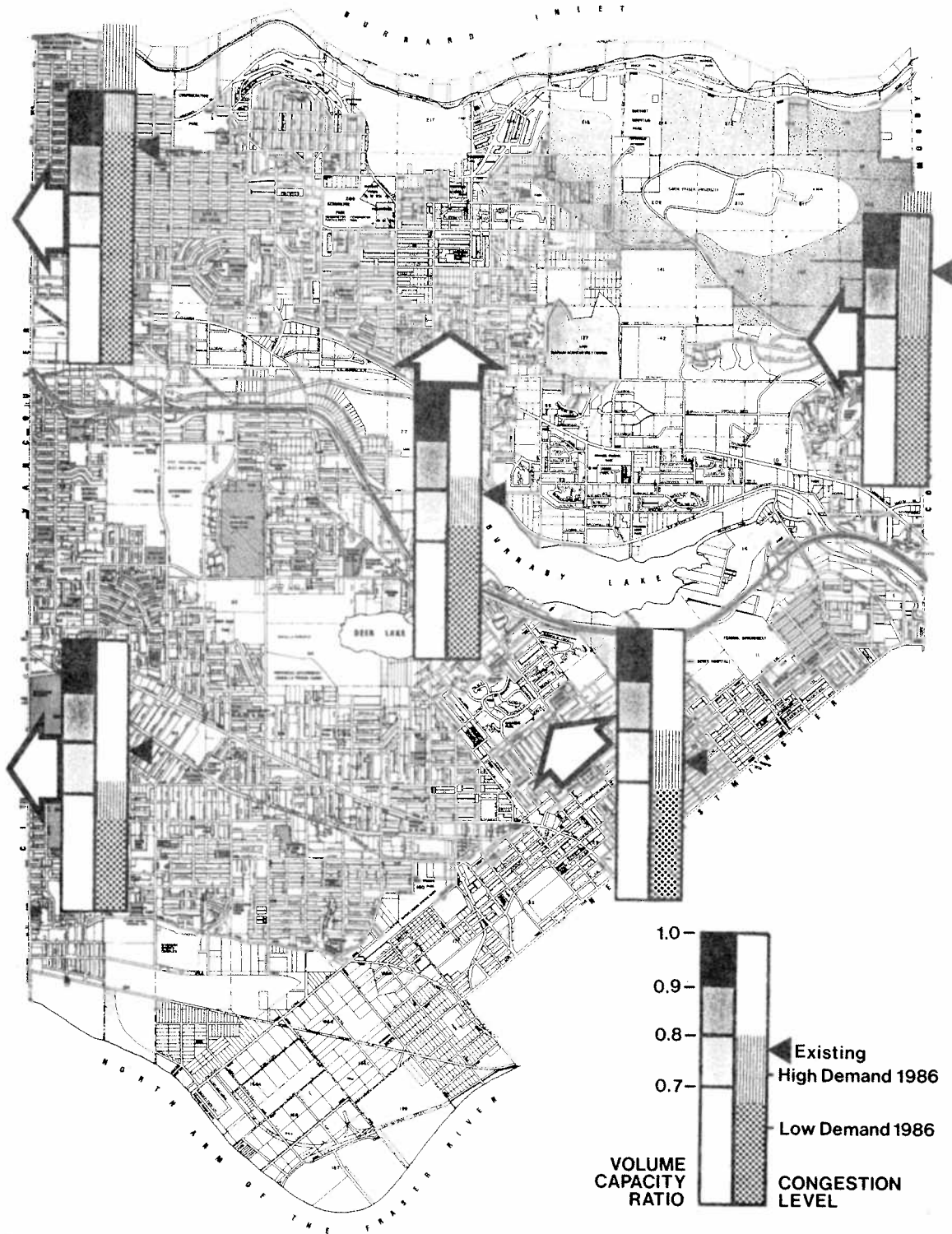
CAPACITY ANALYSIS OF CONCEPTUAL TRANSPORTATION PLAN

During the preparation of the conceptual transportation plan, the capacity of the road network was considered relative to a range of estimates of traffic flows in 1986 based on the G.V.R.D. transportation model. Figure 11 graphically illustrates the traffic volume levels relative to the capacity of the road network and represents a summary of the screenline traffic flows and capacity for the present day, as well as for high and low estimates of 1986 demand and capacity that can be related to the conceptual road network. The A.M. peak hour, peak direction capacity figures that were estimated, assume a relatively high level of traffic management on the arterial routes. The transportation model has forecast a car/public transit modal split that is essentially the same ratio as today's figures because light rapid transit and commuter rail improvements were not provided for in this analysis.

In the interpretation of the results it is useful to refer to the Volume/Capacity ratio, as portrayed on Figure 11, because as this ratio approaches one, traffic congestion increases markedly, and therefore, projected volume/capacity ratios greater than today's imply a higher level of congestion than exists presently.

This review has demonstrated the following:

- (a) the capacity of north-south roads crossing the Central Valley will be sufficient providing Sperling Avenue and Douglas Road south of the Lougheed Highway are improved.
- (b) Marine Way will provide a needed increase in east-west capacity and some relief to traffic crossing Boundary Road south of Canada Way.
- (c) the expected increase in traffic crossing the Burnaby-New Westminster boundary would be handled by the construction of the Stormont/Newcombe/McBride connector and Marine Way.
- (d) in the event that the project high demand figures were realized, the growth of traffic along the east-west corridor between and including Highway 1 and Hastings Street-Barnet Highway will outstrip the extra capacity provided by



Capacity of the Conceptual Road Network and 1986 forecast traffic flow

Figure 11

traffic management and/or widening of Lougheed Highway, Barnet Highway, Broadway east of Gaglardi Way and the Freeway. Should this occur, the required additional capacity in this area would have to be provided through increased transit usage to prevent congestion by-pass movements into residential areas. The development of a commuter rail facility on the C.P. Rail right-of-way along the Burrard Inlet foreshore together with facilities improvements would help promote this needed increased transit usage.

This capacity analysis serves to reflect the importance of developing an improved transit service in the Municipality and Region as well as the position adopted by the Committee that increases in future travel demand should not be met solely by wholesale road building but rather by a balanced program of strategic improvements to the road system and the accelerated development and greater use of public transit facilities. When using the higher range of projections of traffic demand, it has been shown that the capacities provided by the proposed improvements to the road network would not alone adequately respond to those demands --- a larger role for public transit would be required.

THE OVERALL TRANSPORTATION STRATEGY

THE OVERALL TRANSPORTATION STRATEGY

The conceptual transportation plan outlined on Figure 1 and more particularly described in this report is an essential item in the development of a strategy for the provision of transportation improvements. Nevertheless, it is only one component of the Municipal strategy. The other equally important component is the report, Transportation Policies For Burnaby which provides policy direction for transportation planning in the Municipality as well as a comprehensive range of implementation actions which will come into play following the adoption of the conceptual transportation plan. While many of these implementation actions have to do with the advancement of Municipally sponsored endeavours, there are also many designed to enlist the support of others to help ensure that the policies and conceptual plans advanced by the Committee can meet fruition. For example, a major concern of the Committee is that there must be a clearly defined workable and accepted growth management strategy for the region. Without some effective program of regional decentralization relating to the development of regional town centres and a significant increase in the number of employment and housing opportunities outside of the central core of Vancouver, the Committee is of the opinion that it will be impossible to help control the growth of vehicular commuter flow through Burnaby.

An equal, if not greater concern of the Committee, which is outlined in the policy document and related to previously in this report, is that the senior levels of government need to show a commitment to the early improvements to the public transit services both in the Municipality and the Region.

This reflects the fact that the transportation concept, as presented to address the transportation problems of the Municipality, includes road and public transit improvements as a total package. In the simplest of terms, the plan as presented will not be successful without an integrated advancement of both road and transit improvements.

Other policies and actions involving other jurisdictions that will be important to the success of the transportation improvement strategy embodied in the plan submitted addresses needs relating to:

- . the establishment of a regional transportation authority to coordinate, formulate and finance the development of an improved regional transportation system.
- . the establishment of an appropriate cost-sharing formula for transit service funding that will allow the Municipalities to establish attractive fare schedules capable of encouraging public transit usage.
- . coordinating public transit, road and truck route planning with adjacent Municipalities.
- . the support of senior levels of government to road construction, traffic management, phasing and cost sharing in conformity with the objectives of the Municipal conceptual transportation plan.

Given the importance of these and other items that will have a direct bearing on the success of the conceptual transportation plan, those implementation actions contained in the policy report that will have relevance to the advancement of the plan have been included as Appendix I and will be referred to in the summary of recommendations at the end of this report.

IMPLEMENTATION APPROACH

IMPLEMENTATION APPROACH

In terms of immediate implementation actions, the Transportation Committee is seeking adoption of the Conceptual Transportation Plan in addition to the already approved in principle policy report Transportation Policies For Burnaby as the combined basis for guiding the future detailed planning and development of major roads, public transit, truck routes and related transportation items within this Municipality.

Following this adoption, the Committee is of the opinion that the next step is meetings between the political representatives of the Municipality and the Ministers of Transportation, Communications and Highways and Municipal Affairs in order that the Municipality's transportation plan can be explained and the Province's position with respect to the improvement of public transit services and provincial arterials can be determined. Also proposed are a series of similar meetings with political representatives of adjacent Municipalities in order that we may seek their cooperation in the advancement of the various proposals associated with the transportation improvement strategy. With this additional knowledge in hand, it would follow that the Transportation Committee should then prepare a recommended improvement strategy. This strategy will not only have to address the relative prioritizing of the various road and public transit improvement proposals presented in the plan, but as well deal with the 34 implementation actions (see Appendix I) associated with the report Transportation Policies For Burnaby.

The Committee in preparing a recommended implementation program will have to give serious consideration as to how a coordinated road and public transit improvement program can be advanced in concert with the Province and within the limits of an acceptable financing arrangement. As previously indicated, the concept underlying the transportation plan does not foresee an "either/or" situation with respect to roads and public transit but rather a combined effort. The proposed meeting with the Province will hopefully give the Committee some guidance with respect to the timing and relative priority of future transit service improvements.

Another factor to be considered relates to the question of phasing. There is concern that proposed individual improvements to the arterial road system should not simply transfer a traffic problem from one area of the Municipality to another. For example it could be argued that the construction of the Stormont/Newcombe/McBride connector should be phased with the completion of the proposed Gaglardi Way/Hastings Street connector and the commencement of traffic management measures on Hastings in order to prevent an increased surge of regional commuter movements along Parker/Curtis Street which would likely result if just the Stormont/Newcombe/McBride connector were completed. This concern with phasing also relates to the declassification of certain existing truck routes and east-west collectors which presently perform an arterial function. Replacement facilities must be brought into operation before improvements in these areas can be realized.

An obvious further major consideration is the relative cost effectiveness of differing implementation program approaches that could be adopted. On a "pay-as-you-go" basis it could, for example, be most cost effective to apply initial available funds to traffic management measures and one or two key arterial links to diminish commuter flows through residential areas. Alternatively, a more substantial amount of funds could be raised to assist the early major improvement of transit service in our community together with the requisite road improvements. This whole question of cost effectiveness is fundamental to the prioritizing process and will likely require that alternate approaches, together with the full financial implications be presented to Council when it considers a recommended implementation program.

It is the belief of the Committee that the comprehensive conceptual transportation plan as submitted clearly establishes what is required with respect to transportation improvements in the community. What now remains is a careful consideration of the relative priority of these proposed improvements and the preparation of a clearly defined strategy as to how best achieve these improvements.

RECOMMENDATIONS

RECOMMENDATIONS

The comprehensive conceptual transportation plan, comprising this report, and the previously adopted in principle document, Transportation Policies For Burnaby, in the opinion of the Transportation Committee most appropriately meets the terms of the fundamental transportation goal, as previously outlined. The Committee over its many months of review and deliberations has extensively involved a broad spectrum of the community and is confident that the plan provides a sound and workable framework for the advancement of a comprehensive transportation improvement program for the Municipality of Burnaby.

In accordance with its given terms of reference, the Committee is hereby submitting a series of recommendations emanating from its deliberations to establish a Council adopted comprehensive conceptual transportation plan on which specific implementation actions can be based:

IT IS RECOMMENDED:

1. THAT Council adopt the Conceptual Transportation Plan as outlined in this report and portrayed on Figure 1 together with the policy recommendations and implementation actions as contained in the report, Transportation Policies For Burnaby (1979, April) as the combined basis for the comprehensive transportation plan for the Municipality of Burnaby.
2. THAT following adoption of Recommendation 1 above, arrangements be made for a meeting between representatives of the Municipality and the Ministers of Transportation, Communications and Highways and Municipal Affairs in order that the Municipality's comprehensive transportation plan can be explained and the Province's position with respect to the improvement of public transit services and provincial arterials can be determined.
3. THAT following adoption of Recommendation 1 above, arrangements be made for a series of meetings between representatives of the Municipality and of adjacent Municipalities in order that the Municipality's comprehensive transportation plan can be explained and their cooperation requested in the advancement of the various proposals and policies associated with this report and the report, Transportation Policies For Burnaby.

4. THAT Council assign an ongoing responsibility to a Transportation Committee comprised of members of Council, representatives from the various sectors of the community and staff to prepare, sponsor and present transportation related implementation proposals and programs for the consideration of Council.

5. THAT as a specific item in the Committee's terms of reference, it be directed to prepare a recommended prioritized implementation program, to include a full statement of the financial implications of such a program(s) as well as a priority listing of those implementation actions as itemized in Appendix I and contained in the report, Transportation Policies For Burnaby, for the consideration of Council.

APPENDIX I

**IMPLEMENTATION ACTIONS
AS ADOPTED IN PRINCIPLE
BY MUNICIPAL COUNCIL - 1979 APRIL 09
AS CONTAINED IN THE REPORT
"TRANSPORTATION POLICIES FOR BURNABY"**

1. THAT Council direct staff to investigate and apply ways and means of discouraging through commuter traffic on designated collector roads within residential neighbourhoods.
2. THAT Council support the development of a long range program to buffer residential areas from existing arterials to help improve the livability and general environment of the flanking residential dwellings.
3. THAT Council direct that in those instances where residential development will abut new arterials, investigations will be undertaken to determine the most appropriate methods (eg. buffering, extra rights-of-way, berming, fencing, etc.) that will be applied to help minimize disrupting affects of the road on the flanking residential dwellings.
4. THAT Council direct that new residential development or proposed road improvements within residential areas should be reviewed with the thought of best facilitating the use of transit in terms of the priority passage of transit vehicles and the location of convenient and accessible public transit stops.
5. THAT Council direct staff to prepare a long range program designed to buffer existing arterial roads and decrease the problems of noise and visual pollution with particular emphasis on residential areas.
6. THAT Council direct staff to investigate and report on possible programs and actions (eg. better noise by-law enforcement, staggered work hours) that could be initiated to help improve the over-all environmental quality and livability of the Municipality and Region.
7. THAT Council urge the appropriate authorities, in collaboration with Municipal staff to undertake on a priority basis a comprehensive assessment of the existing commuter transportation system with a view towards preparing an improvement program to facilitate the proper movement of commuter traffic within and through the Municipality.

8. THAT Council direct staff to investigate and identify those residential neighbourhoods that are being adversely affected by commuter traffic movements and further to recommend appropriate measures designed to overcome or minimize the problems identified.
9. THAT Council seek endorsement from the Urban Transit Authority and the G.V.R.D. of the policy that measures should be taken to ensure that public transit will replace the private automobile as the most attractive and convenient means of access to selected core areas of regional significance during peak movement times.
10. THAT Council direct staff to undertake and report on possible programs and actions (eg. parking restrictions, flexible work hours, etc.) that could be initiated to help diminish the use and impact of the private automobile particularly in selected core areas of regional significance during rush hour periods.
11. THAT Council urge and assist the Urban Transit Authority and the G.V.R.D. to investigate ways and means of improving and expanding public transit service in the region (eg. Light Rapid Transit, commuter rail, tandem buses, bus only lanes) with particular emphasis on developing a system that is faster, more convenient, economical and comfortable for its users.
12. THAT Council urge the U.T.A. and the G.V.R.D. in collaboration with Municipal staff to undertake on a priority basis a comprehensive redesign of the entire Municipal bus system to improve bus service and passenger convenience within the Municipality.
13. THAT Council indicate that the review of the public transit system as it relates to the Municipality will provide for a series of transit foci and interchanges reflective of land use guidelines for the Municipality that will include public convenience facilities (eg. public washrooms, heated bus shelters, convenient passenger pick-up and drop-off points) to help improve transit user convenience and comfort.
14. THAT Council establish as a desirable standard the criteria that all residential development in the Municipality will have public transit access within a maximum $\frac{1}{4}$ mile (+ 400 metres) radius.
15. THAT Council direct that new residential, industrial and commercial development proposals should be reviewed with the thought of best facilitating the use of transit in terms of the priority passage of transit vehicles through the development and the location of convenient and accessible public transit stops.
16. THAT Council direct that all future collector and arterial roads in the Municipality should be designed in a manner that will help facilitate the movement of public transit.
17. THAT Council support a rational, coordinate regional road network designed to accommodate public transit movements.

18. THAT Council encourage public information programs to support the development and use of public transit and indicate the public transit cost and advantages compared to the use of the private automobile.
19. THAT Council support the G.V.R.D. in giving priority in finalizing the current light rapid transit studies to include cost estimates, corridor priorities and bus improvement proposals.
20. THAT Council direct staff to prepare a revised truck route network complete with applicable regulations in collaboration with adjacent Municipalities and in the context of the revised conceptual road network for the Municipality.
21. THAT Council direct staff to investigate and report on ways and means to ensure that the trucking industry and residents can be made aware of the designated truck routes and their applicable regulations.
22. THAT Council and staff through representations and ongoing liaison with the G.V.R.D. help ensure that the development of a Regional and Municipal transportation strategy is supplemented by a clearly defined and workable Regional and Municipal growth management strategy.
23. THAT Council make representations to the appropriate parties to promote the establishment of an Regional Authority to coordinate, formulate and finance the development of an improved Regional transportation system with provision for involvement in the planning and approval processes by the member municipalities.
24. THAT Council direct staff to undertake in coordination with the senior levels of government and neighbouring Municipalities an assessment of the existing road network with the purpose of determining how traffic management techniques can be implemented on a programmed basis.
25. THAT Council direct staff that in the preparation of traffic management programs concerns of adjacent residences and/or businesses must be considered in the preparation of these programs.
26. THAT Council direct staff to assign an increased priority to the completion and submission of the linear park and trail system report.
27. THAT Council direct staff to identify those areas within the Municipality where a high level of pedestrian activity fulfills, or will fulfill, an important functional requirement and further to recommend appropriate measures to promote and facilitate safe and convenient pedestrian movements within those areas.
28. THAT Council direct staff to undertake in collaboration with the appropriate authorities an investigation of the specific transportation problems of the disadvantaged, including both cost and other limitations of present public and private transportation systems and further to report

on ways and means to improve the mobility of the disadvantaged both in transportation systems and related street improvement programs (eg. dropped curbs at intersections).

29. THAT Council instruct staff to prepare and provide the Transportation Committee with the appropriate guidelines and cost effective evaluation mechanisms for the preparation of a 5 year comprehensive transportation budget.
30. THAT as part of the general approval process, the 5 year comprehensive transportation budget be forwarded to the Capital Improvement Program Committee for its review and recommendation to Council.
31. THAT staff be directed to maintain close liaison with the senior levels of government in the preparation of Municipal transportation programs to ensure that eligibility guidelines for cost-sharing assistance will be met.
32. THAT Council direct staff to investigate specific ways and means (eg. signing of rights-of-way, map preparation and distribution, registration against titles, etc.) to ensure that existing and future citizens will have particular knowledge of the location of proposed arterial routes within the Municipality.
33. THAT Council set the general terms of reference for the continuation of a Transportation Committee of Council.
34. THAT Council determine the desired composition of a Transportation Committee from Members of Council, representatives from the various sectors of the community and staff and undertake to make the necessary appointments.

At its meeting of 1979 September 04, Council approved the inclusion of the following implementation actions with those previously adopted by Council and outlined above:

1. THAT Council direct staff to review residential areas within the Municipality as outlined in the Transportation Plan with a view to designating residential neighbourhoods and assessing what support neighbourhood amenities should be provided in each area, or alternatively, what means of convenient and safe pedestrian access should be provided to an adjacent area with those facilities.
2. THAT Council direct staff to review the existing community plans within the Municipality based on the Transportation Plan, with the purpose of determining whether any amendments to boundaries and development guidelines are necessary.