

# SAPPERTON & MASSEY VICTORY HEIGHTS
## TRANSPORTATION PLAN

Version 1
**JUNE 2018**

SUMMARY REPORT

NEW WESTMINSTER

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# 1. About This Document

In line with the City's *Master Transportation Plan*, the Sapperton/Massey-Victory Heights Transportation Plan ("The Plan") aims to enhance the multimodal transportation system throughout the area, and provide better travel mode choices and improvements that can be sustained for years to come. The full report can be viewed on the City's website and provides specific recommendations for improvements to intersections and transportation-related challenges. This condensed version of the Plan provides a high-level summary of the concepts of the tactical and specific recommendations in the Plan, as well as some background discussion and notes on future planning.

# 2. Study Area

The City of New Westminster is located in the heart of the Metro Vancouver region and is the historical capital of British Columbia. It is constrained geographically by the Fraser River to the south and east, with heavy rail and trucking corridors following the riverbank. Burnaby, Coquitlam, and Richmond border it on the north and west.

Although most people visualize Sapperton as the area immediately surrounding Royal Columbian Hospital (RCH), for the purposes of the Plan, "Sapperton/Massey-Victory Heights" includes the communities of Sapperton, Massey-Victory Heights, Victoria Hill, and part of the Braid Industrial Area. Essentially the part of the city which lies to the east of McBride Boulevard.

For certain categories of improvements some locations may require further granular study and assessment before implementation can occur. For example, a study is currently underway on parking in the community of Victoria Hill.



# 3. Consultation Process

The Community Engagement process for the development of the Plan was divided into three phases:

### PHASE 1

'Listen and Learn' and Development of Evaluation Criteria – a community workshop was held in October 2016.

### PHASE 2

Confirmation of Evaluation Criteria and Presentation of Options – an open house was held June 2017.

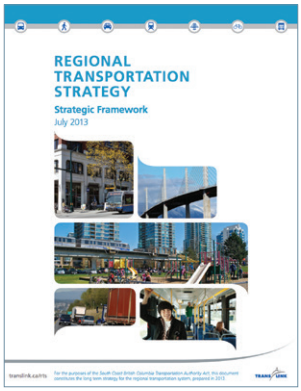
### PHASE 3

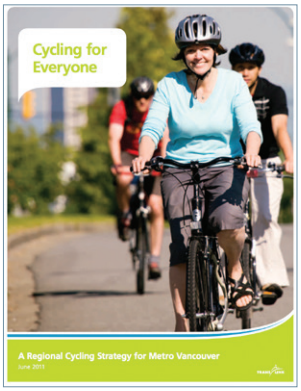
Input on the Draft Plan – a survey collected feedback on the draft plan.

# 4. Other Relevant Local and Regional Planning Documents

The Plan fits into other important documents used by planners and municipalities locally and regionally to effectively manage growth.



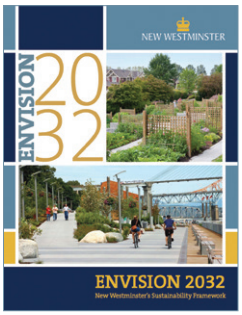













## NEW WESTMINSTER **TRANSPORTATION HIERARCHY**



PEDESTRIANS → BICYCLES → TRANSIT → COMMERCIAL VEHICLES → CARS

# 5. Why develop a Transportation Plan?

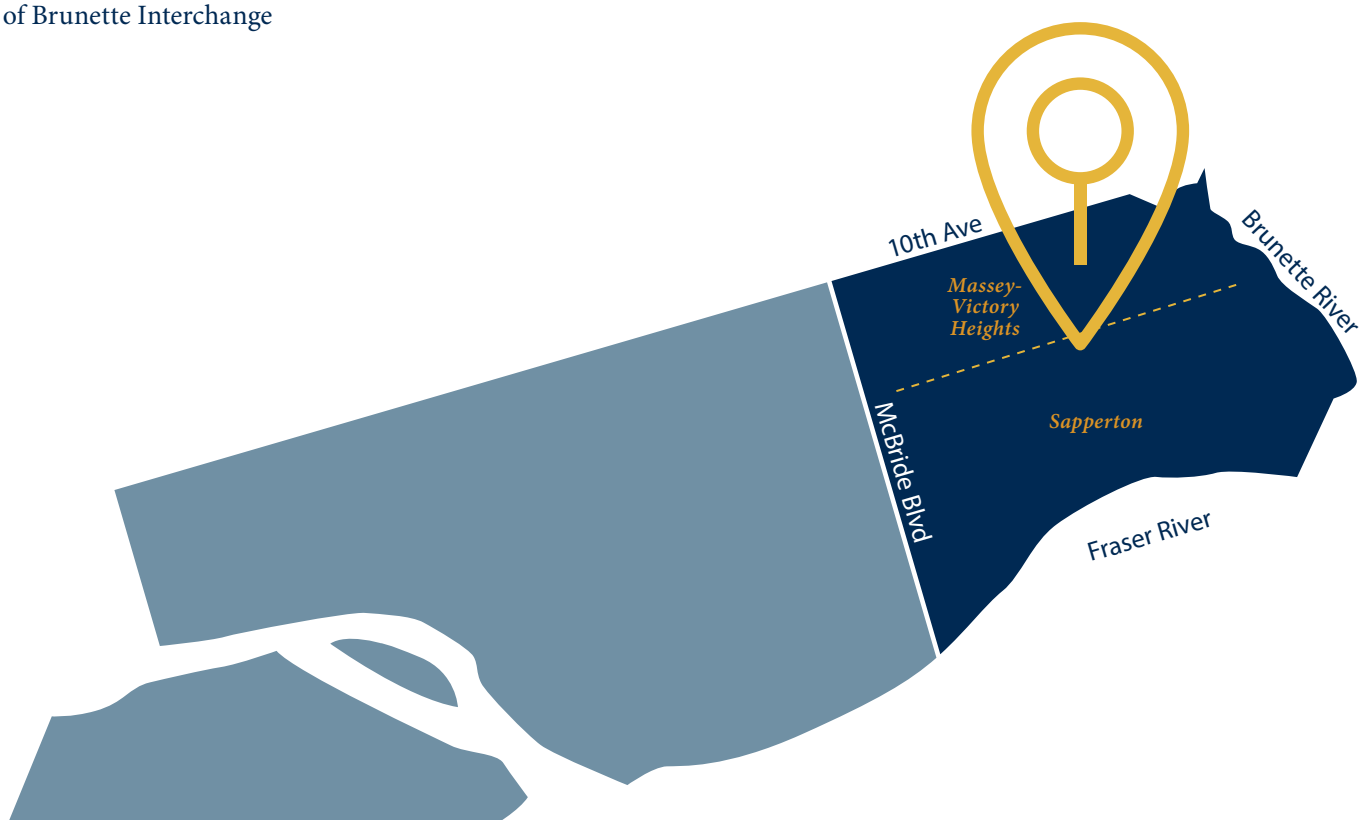
Sapperton was identified in the *Master Transportation Plan* as a key neighbourhood for focusing on ways to improve and support walking, cycling, transit, great streets and neighbourhood liveability.

A key driver for the Plan is the substantial amount of development taking place and planned to take place in the area. The most significant of these include:

- Royal Columbian Hospital expansion
- Sapperton Green
- Brewery District
- 100 Braid Street (Urban Academy)
- The completion of Victoria Hill
- Replacement of the Pattullo Bridge
- IDEA Centre Strategy
- Future reconfiguration or replacement of Brunette Interchange

Sapperton is well served by rapid transit, and has a complete transportation network that includes sidewalks and other pedestrian infrastructure and cycling routes. However, the area is severely impacted by regional through-traffic, influenced by the Pattullo Bridge, Brunette Interchange, and the Highway 91A / Queensborough Bridge. These traffic confluence points cause significant peak period congestion in the study area, negatively impacting local residents' liveability and hampering both local and regional transportation efficiency.

Combining a growing economy with the planned future land development, Pattullo Bridge replacement, and Brunette Interchange replacement, it is important for the City to get ahead of these compounding impacts and proactively understand and manage these where possible. This will also help the City respond to regional partners leading some of the broader initiatives affecting the city.



# 6. Key Elements from the Plan



## TRAFFIC VOLUMES

- Efficient regional connections
- Through traffic on designated routes
- Intersection / signal timing improvements
- Objective to remove 8th Ave and E. Columbia from truck route network

## VEHICLE SPEEDS

- Integrated neighbourhood traffic calming plan
- Designate emergency routes
- Appropriate speed limits

## TRANSIT

- Improved bus service and frequency, especially in evening/ off peak
- Improved bus facilities
- Better SkyTrain station accessibility
- Optimize use of existing SkyTrain and bus networks

## WALKING & CYCLING

- More / improved crosswalks
- Wider sidewalks and curb extensions
- Centre medians and pedestrian refuges
- Better greenway and Riverfront connectivity
- Bike routes that avoid the steepest grades

## TRANSPORTATION DEMAND MANAGEMENT

- Reduced vehicle ownership
- Reduced motor vehicle use
- Fraser Health to increase and promote TDM amongst RCH employees, visitors, and services
- City to promote TDM measures in the community

## DEVELOPMENT

- Manage impact of development on the transportation network
- Manage impacts of development on parking
- Embrace opportunities for public art

## ENFORCEMENT

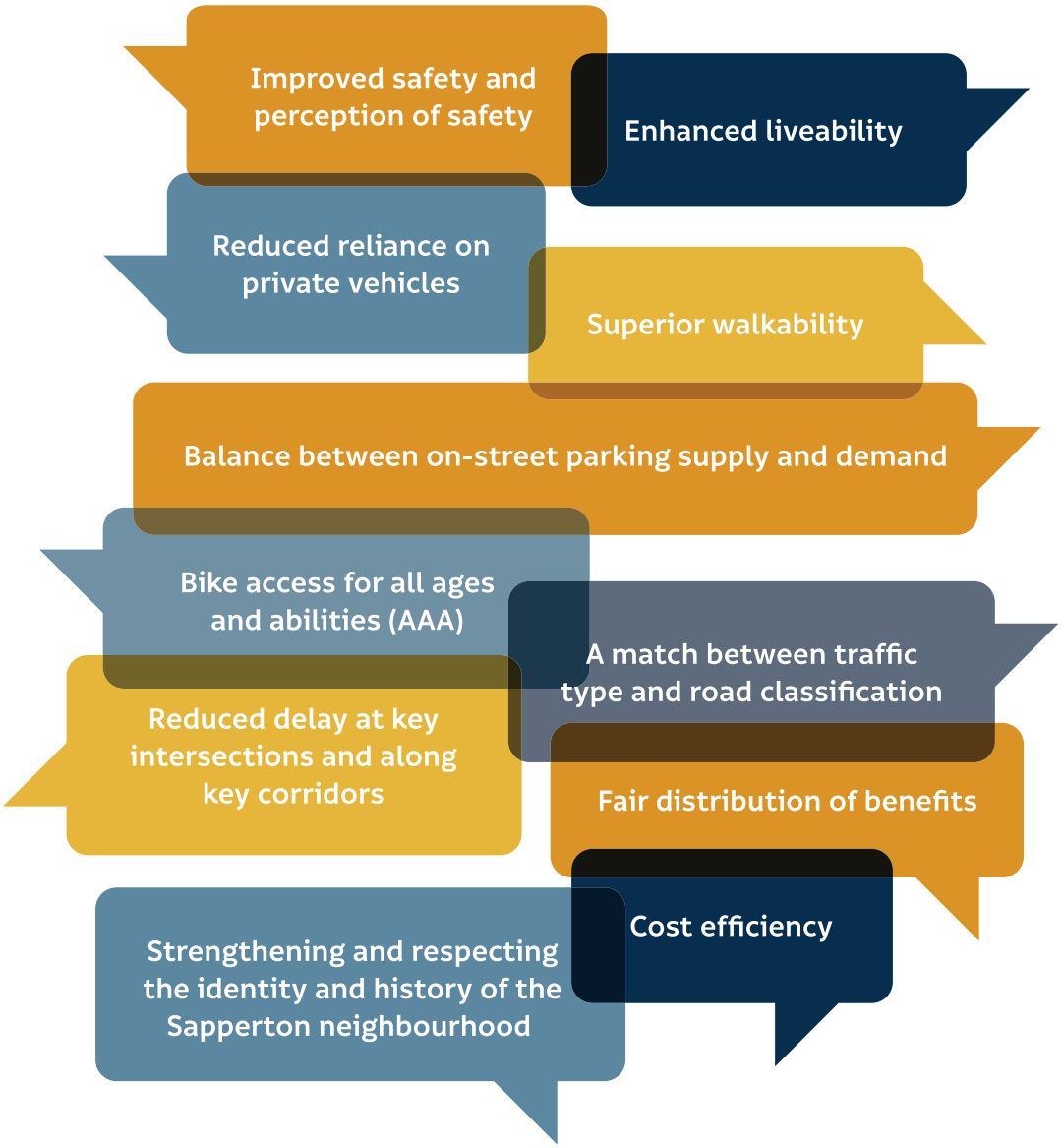
- Speed enforcement
- Increased enforcement by Commercial Vehicle Unit (truck routes)
- Parking Bylaw enforcement

## PARKING

- RCH staff, patient, visitor, and service provider parking to be accommodated on site
- Manage parking as a system
- Balance between residential, institutional, and commercial needs

# 7. Evaluation Criteria

All of the recommendations in the Plan were made using a set of evaluation criteria that assess whether or not the proposed measure solves the problem and can be sustained. These criteria were developed in **Phase 1** and validated in **Phase 2** by the *Community Working Group* and the City. Each criterion has a specific evaluation measure designated. For example, we can measure whether a change has *"enhanced liveability"* by whether traffic noise and emissions are reduced. The criteria developed and validated are:



# 8. Addressing Transportation in Sapperton

Specific lists of proposed improvements to various pedestrian, cycling, and roadways are included in the full Plan. Some of these changes address needs for people travelling through Sapperton and others address the needs of those who live and work here. It is important to consider three points when reviewing the improvements.




## THE PLAN ALONE WILL NOT SOLVE CONGESTION

The focus of the plan is on ensuring local residents can get around safety and conveniently by walking, transit, cycling and that Royal Columbian Hospital can be properly serviced to allow for emergencies, transfers, and serving patients, staff and visitors. Finding solutions requires collaborations with others in the area including RCH, developers, Ministry of Transportation and Infrastructure, etc.

## CHALLENGES EXIST THAT ARE UNIQUE TO SAPPERTON

Sapperton is a unique, historical, and important part of New Westminster. The confluence of development, age, existing infrastructure, and other factors have created a unique challenge. The pressing needs identified during the consultation process are: Traffic Calming, Network Improvements, Parking Management, Bicycle Routes and Pedestrian Facility Improvements, and Transit Improvements.

## THE IMPROVEMENTS WON'T ALL HAPPEN AT ONCE

Changes are divided into Short Term, Medium Term, and Long Term and are allocated priority based on known planned development. It is possible these may shift as development is revealed and funding is secured, and major regional improvements to transit are confirmed.

# 9. Prioritized Improvements Summaries

## TRAFFIC CALMING




Recognizing this trade-off between access restrictions and traffic impacts, traffic calming plans are presented for the Sapperton and Lower Sapperton areas as well as Massey Victory Heights in the Plan. Other areas, such as Glenbrook, Victoria Hill, and the Braid Industrial Area require further study.

## PARKING MANAGEMENT

One of the main focuses of feedback received during the consultation process was about parking. A parking plan is key to ensure that parking is being managed with all the new development coming in Sapperton, so that the community is more functional, liveable, and safe for everyone. Residents, business owners and employees, and patrons should be able to move throughout the neighbourhood with relative ease and be able to park at or within a reasonable distance from their home or destination.





The parking plan serves multiple purposes:

***Safety:*** the plan includes measures to regulate onstreet parking, in accordance with City bylaws, to ensure that parking is only permitted in areas that are safe for pedestrians and drivers.

***Resident and Business Priority:*** the plan is designed to allocate on-street parking for residents, local businesses, and their customers. It is also designed to deter employees from large institutions and visitors from parking in the residential neighbourhood for extended periods.

***Consistency:*** the plan will identify consistent signage that covers the entire area, is clear to all users, and will enable more systematic enforcement.

The Plan provides a two-staged parking plan that focuses on areas where parking is already regulated, namely, around Royal Columbia Hospital. Other areas, such as Victoria Hill, are undergoing additional analysis, and other areas, such as Massey-Victory Heights, may undergo more detailed analysis in the future if warranted.

The first stage of the parking coincides with the completion of Phase 1 of the RCH redevelopment in winter 2019, along with a number of other major developments anticipated to be complete by 2020.

The second stage will coincide with the completion of most of the development in the Sapperton area, including RCH redevelopment Phase 2 (2020- 2024) and the Sapperton Green community.




## BICYCLE ROUTES AND PEDESTRIAN FACILITY IMPROVEMENTS

The City's Master Transportation Plan identifies a vision, goals, and targets for active transportation intended to create a more walkable city and provide more comfortable cycling facilities. This section presents an active transportation plan for Sapperton to improve pedestrian facilities and bicycle routes, and encourage residents, employees and visitors to Sapperton to walk, cycle and use transit.

The existing and proposed new and improved active transportation facilities in Sapperton include realigning existing bicycle routes and creating new bicycle routes, improving a number of crossings for pedestrians and cyclists, improving connections for pedestrians across the railway tracks to access the Brunette Fraser Regional Greenway at Sapperton Landing Park, and protected bicycle facilities, sidewalks and pathways. Traffic calming measures as noted above will also improve conditions for pedestrians and cyclists.






## TRANSIT IMPROVEMENTS

The Sapperton neighbourhood is currently served by five bus routes (#128, #155, #C3, #C4, and #C9) with headways ranging from 10 to 60 minutes depending on time of day and route, and two SkyTrain stations: Braid and Sapperton. Since the area is generally well served, no additional transit routes are recommended in the Sapperton Transportation Plan. However some transit improvements are recommended. It should be noted that some improvements would require further discussion with and support from TransLink. Those improvements include:

- Increased frequency, especially in the off-peak periods
- Additional bus stops on certain routes
- Shelters erected at certain locations, as well as benches where possible
- Where achievable, transit signal priority should be considered at key / congested locations to improve transit service reliability along those corridors

To improve reliability of service for Route #128 along E. Eighth Avenue, peak period bus lanes are proposed between Cumberland Street and E. Columbia Street. This would require on-street parking restrictions during peak periods.



## IMPROVEMENT MEASURES

With input from the engagement process and adherence to the City's MTP and OCP, several multimodal intervention measures were considered to improve performance to the network as well as to encourage vehicles to stay on the appropriate roads and not short-cut through neighbourhoods.

There are several multimodal network improvement measures identified in the Plan that will benefit the community in the short-term. Some of these quick-win measures are within the City's sole jurisdiction and can be implemented once funding is available. Other measures will require further community and stakeholder engagement and a funding strategy, possibly partnering with other agencies or levels of government. In addition, developmental is also required to fund some improvements based on their developments' contributions to growth including all modes of travel.

From an overall network perspective, development funding is also required to help achieve the desired shift out of Single Occupant Vehicles to lessen the growth in vehicle traffic by contributing to the multimodal network improvements.




The development timelines for the ongoing projects in the area are, for the most part, known.

| Year | RCH | Brewery District | 406-412 East Columbia | 145-201 East Columbia | 100 Braid Street | Sapperton Green | New West Aquatics & Community Centre | Pattullo Bridge Replacement |
|---|---|---|---|---|---|---|---|---|
| 2018 | PHASE 1 | Buildings 2-7 | | | Build and Completion | | Not yet 2019 Build and finalized | |
| 2019 | | | | | | | | Work 2019 Commences |
| 2020 | PHASE 2 | | Build and Completion | Build and Completion | | | | |
| 2021 | | | | | | Work commences*, full build-out expected to take 10 years | | |
| 2022 | | | | | | | | |
| 2023 | PHASE 3 | | | | | | | Completion |
| 2024 | | | | | | | | |
| 2025 | | | | | | | | |
| 2026 | | | | | | | | |

* Upon approval of the Master Plan

Based on development timelines and considering priorities, the following outlines the schedule of network improvements and describes what they mean.

## TRAFFIC CALMING IMPROVEMENTS

*2018-19 – Lower/Central Sapperton*
*2019-20 – Upper Sapperton*

These measures include adding speed humps, raising crosswalks, adding flashing signals, adding new stop signs, considering pinch points and traffic circles. Most of these can be implemented with relative ease, as they are under the jurisdiction of the City.




## NETWORK IMPROVEMENTS

*Would begin in 2019-onward*

These improvements are mainly focused on signals, turning lanes, intersection upgrades, etc. Most require collaboration with other jurisdictions, such as Burnaby or TransLink, and further discussion will be required to implement them. Additionally, efficiencies may be realized if these improvements come as development occurs.





## PARKING MANAGEMENT

*2019-20 – Stage 1 around RCH*
*2020-21 – Stage 2 around RCH*
*Beyond – other Sapperton areas*

The Plan describes a Stage 1 and Stage 2 Parking Plan focused on areas that already have parking regulations closest to RCH. Victoria Hill is currently undergoing a study and other areas will be scheduled at a later date.



Image: Wesgroup



## BICYCLE ROUTE AND PEDESTRIAN FACILITY IMPROVEMENTS

*2018-2019 and onwards*

A number of specific improvements are noted in the Plan, that include crossing improvements, raised crossings, curb extensions, stop control switches, paving some sections of bicycle routes, and improved connections for routes. Some will require partnership with adjoining jurisdictions, such as Coquitlam, but for the most part can be implemented quickly. In addition, a route realignment is recommended, shifting from Sherbrooke Street to Keary Street.

## TRANSIT IMPROVEMENTS

*2018-onward - Facility improvements*

Transit improvements rely heavily on secured transit funding and coordination with TransLink and service providers to address service frequency, stop locations and bus priority measures. Recommended improvements to transit facilities (shelters and benches) are identified by the City and delivered through city-wide programs, contracts or local developments.

# 10. Going Forward

## WHAT'S NEXT?

The Sapperton/Massey-Victory Heights Transportation Plan will go to Council June 2018 for endorsement. Upon receiving approval, the City will implement some quick wins in the community, with measures being temporary before becoming permanent following a monitoring period. Staff will implement a number of projects each subsequent year that align with the implementation strategy outlined in the plan. Site-specific community engagement would be undertaken prior to implementing some of the key/ significant measures identified in the plan that require additional feedback and input by residents and business directly adjacent to the improvements

## HOW WILL IT BE MONITORED?

As part of the City's project management process, a monitoring program will be developed for each of the measures implemented. The larger plan will require periodic updates as key development sites come online or trigger the need for the Plan to reflect current conditions and changing issues within the area.

