

Vancouver to SFU Cycling Connection Project

Creating a safer and more complete cycling network for everyone



What We Heard Report Phase 2: Public Engagement

May 2024

THIS IS 
CLIMATE
ACTION

 City of
Burnaby

Purpose of the Document

The purpose of the document is to report back on what we heard from Phase 2 of public engagement. In our first phase, we gathered your input to help shape the design concept for bike and rolling paths along the Frances-Union Bikeway, Burnaby Mountain Parkway and Gaglardi Way.

During the second phase of engagement, we presented initial conceptual designs and asked for your feedback on this Vancouver-SFU route. This report summarizes the responses we received.



City of Burnaby is located on the ancestral and unceded homelands of the hən̓q̓əmi̓nəm̓ and Skwxwú7mesh Sníchim speaking peoples. We are grateful for the opportunity to be on this territory.



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Engagement Overview

This report highlights key findings from Phase 2 of public engagement of the Vancouver to SFU Cycling Connection Project. Through this project, the City of Burnaby aims to make the Frances-Union Bikeway, Burnaby Mountain Parkway and Gaglardi Way safer and better connected for everyone.

Public feedback informed the development of design concepts presented in the second round of engagement with the goal of enhancing safety and improving connectivity for the community along these cycling paths.

Public engagement

The project team carried out various engagement activities, including:



364
participants

1 community survey: An online survey was available for the public from January 29 to February 25, 2024 to provide feedback on safety issues and potential improvements. A total of 364 people participated in the online survey.



196
participants

3 pop-up events: The project team hosted events in the community on February 14, 2024 at SFU, Convocation Mall and February 22 and 24, 2024 at McGill Library to inform people about the project and seek feedback. We had a total of 196 conversations with people at the events.



27,573
people reached

Communication through various channels: The City promoted the survey and pop-up events and the community survey through social media posts, road signs, postcards mailed to residents, the project website, a city newsletter and digital advertisements. The most popular way people heard about the project and design options was through social media.

What We Heard At A Glance

While the following presents a high-level summary of some key findings, we encourage readers to delve deeper into subsequent sections.



Support for the proposed designs

Most participants were supportive of the proposed designs.



Francis Union Bikeway

81% said the design fully (35%) or somewhat (46%) meets the needs of people who cycle.



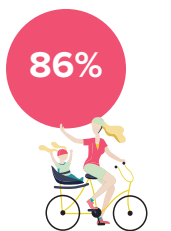
Duthie Avenue and Hastings Street

88% said the design fully (49%) or somewhat (39%) meets the needs of people who cycle.



Burnaby Mountain Parkway

91% said the design fully (63%) or somewhat (28%) meets the needs of people who cycle.



Gaglardi Way

86% said the design fully (54%) or somewhat (32%) meets the needs of people who cycle.

2.0

Next Steps

The project team will consider feedback from all user groups, including people that ride the routes and residents. We are committed to balancing needs, concerns and priorities to create a safe cycling route for people of all ages and abilities.

In the second phase of engagement, the project team presented the conceptual designs for the Frances-Union Bikeway, Duthie Avenue and Hastings Street, Burnaby Mountain Parkway and Gaglardi Way.

We appreciate your input on these designs, which will help us finalize the detailed design.



About the project

The Vancouver to SFU Cycling Connection Project considers current conditions and potential improvements to make the Frances-Union Bikeway, Duthie Avenue and Hastings Street, Burnaby Mountain Parkway and Gagliardi Way complete, safe and attractive for everyone to ride a bicycle or micro-mobility device.

Current cycling conditions

The Frances-Union Bikeway is an existing neighbourhood bikeway with limited traffic calming facilities. Burnaby Mountain Parkway has painted on-street bike lanes with a shared off-street multi-use pathway and sidewalks in some parts of the parkway. Gagliardi Way has painted on-street bike lanes.

Micro-mobility is a term used in this report to refer to small, generally low-speed vehicles, bicycles and scooters being the most common. They can be electric, human-powered, privately owned, or part of shared fleets.



Types of improvements

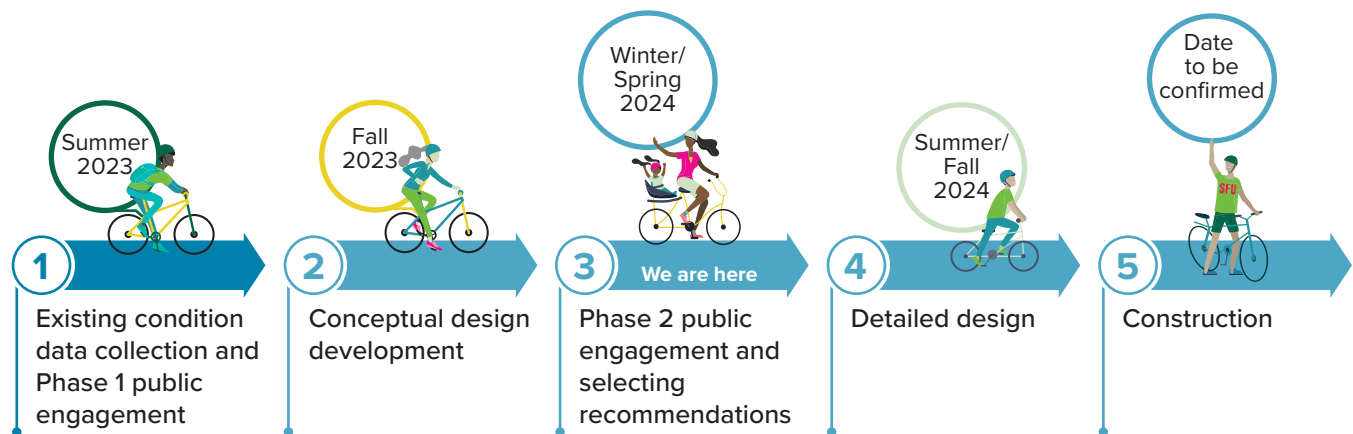
The City received a \$5.7 million commitment from the federal government for these improvements. We are considering the following cycling improvements to help people get where they need to go:

- reducing vehicle traffic volumes and speeds on the Frances-Union neighbourhood bikeway to create a cycling experience that is safe for people of all ages and abilities
- creating protected cycling facilities on Burnaby Mountain Parkway and Gaglardi Way that physically separate people on bicycles from vehicle traffic

Where we are in the decision-making process

During the initial stage of engagement, we collected your suggestions for enhancing the Frances-Union Bikeway, Burnaby Mountain Parkway and Gaglardi Way. This input was complemented with traffic data collection and analyses to help shape the design concepts for these bicycle paths. These concepts were then shared for public feedback during the second phase of engagement.

We've finished the second phase of engagement and have gathered your input on the conceptual designs which will inform the final detailed design.



We heard from over 560 people who bike, walk, roll, drive and live in and around the Frances-Union Bikeway, Burnaby Mountain Parkway and Gaglardi Way.

Support for the concept designs presented was overwhelmingly positive, with parties such as HUB Cycling noting that the project was “*game changing and forward thinking*” which includes improvements such as the continuous sidewalks, speed cushions, new diverters, safer crossings and protected bike lanes. Public sentiment was also in general very supportive of the proposed designs. The provided suggestions for changes have been considered by the project team in their final recommended designs.

Public Engagement – Round 2

How we engaged

In early 2024, from January to February 2024, the project team engaged residents and cycling route users in the following ways:



364
participants

Community survey

An online survey was available to the public from January 29 to February 25, 2024. We asked participants to provide feedback on the design features along Frances-Union Bikeway, Burnaby Mountain Parkway and Gaglardi Way:

- Will these designs meet the needs of people who cycle on these routes?
- Are there any features missing from the designs that could improve cycling experience along these routes?
- How confident are you when riding a bicycle or other devices (e.g. skateboard, scooter etc.) near traffic on these routes?



196
conversations

Pop-up events

Pop-up events took place on:

- Wednesday, February 14, 2024 11am-2pm at SFU, Convocation Mall.
- Thursday, February 22, 2024 4-7pm at McGill Library.
- Saturday, February 24, 2024 1-5pm at McGill Library.

At the events, the project team engaged with the community to:

- talk about the project.
- share the QR code for the people to access the community survey.
- share and gather feedback on the concept designs.

How we communicated

We got the word out about the project in the following ways:



27,573
people reached

38,063
impressions



233
social media clicks



30 lawn signs placed along the corridor



11,318 postcards mailed to residents who live near the corridor



5497
project website views



1 CityConnect eNewsletter



1 media release

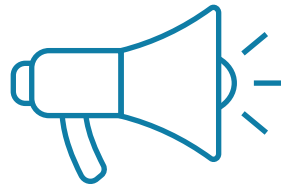


2 Burnaby Now ads

Primary ways participants heard about the survey were:



49% social media



12% word of mouth

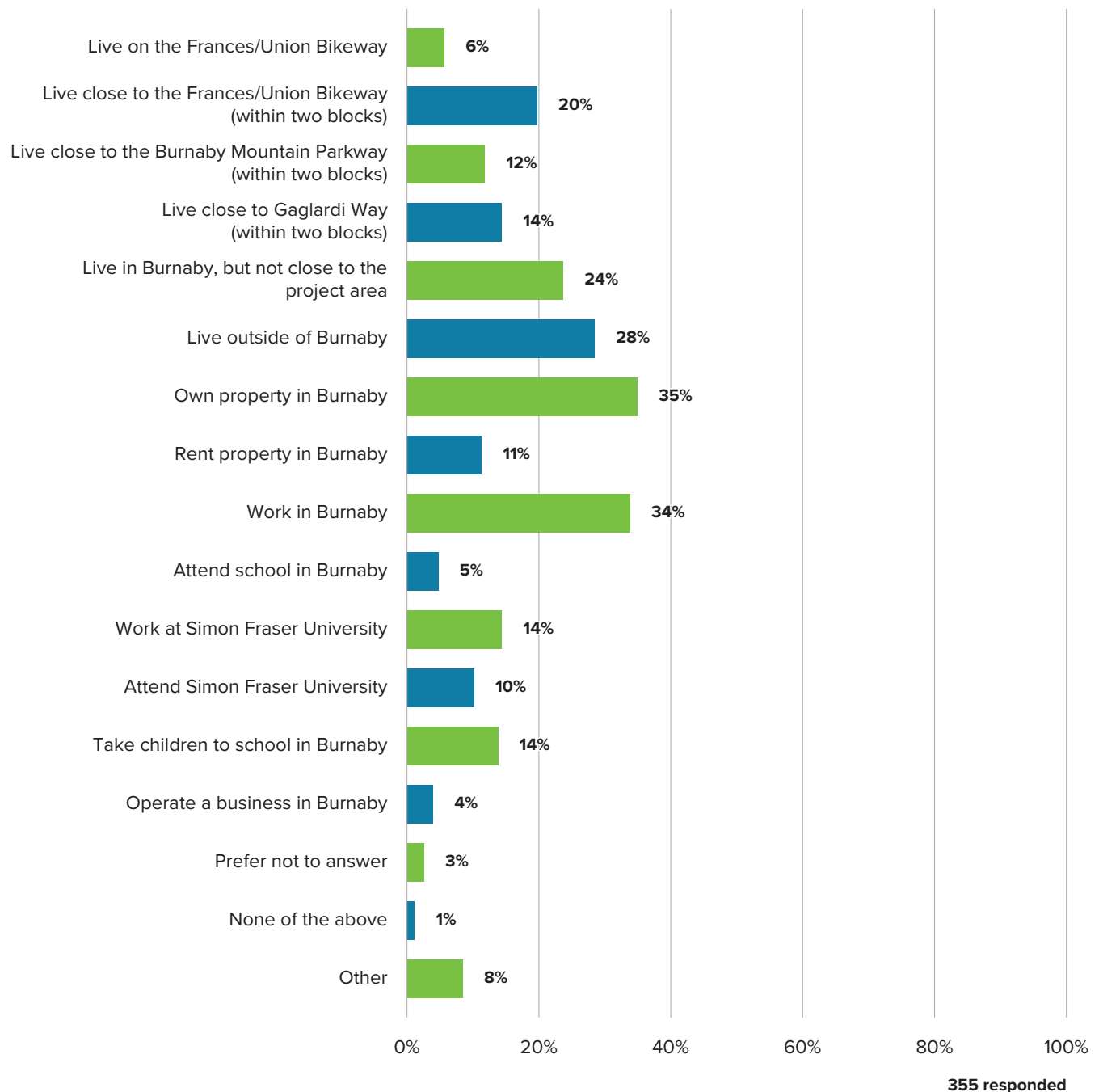
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Who We Heard From

We asked people to share more about themselves if they felt comfortable. There was a “prefer not to answer” option for each question if participants did not feel comfortable answering any of these questions. Our intention was to see if we were hearing from diverse voices who live and use these routes.

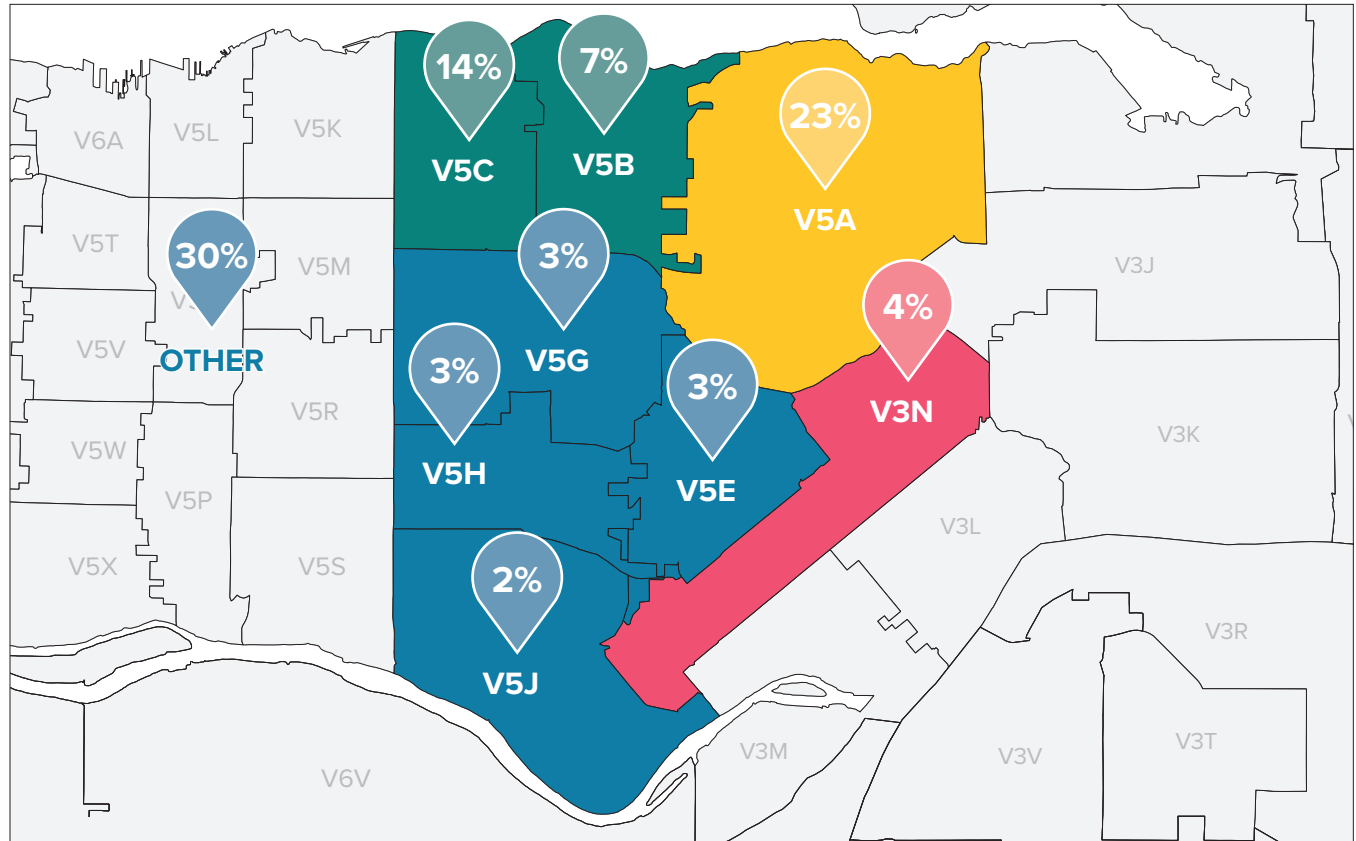
Demographic groups we heard from

We asked people whether they live, work, play in or near Burnaby. Between 6% - 20% of respondents live close to the four project areas.



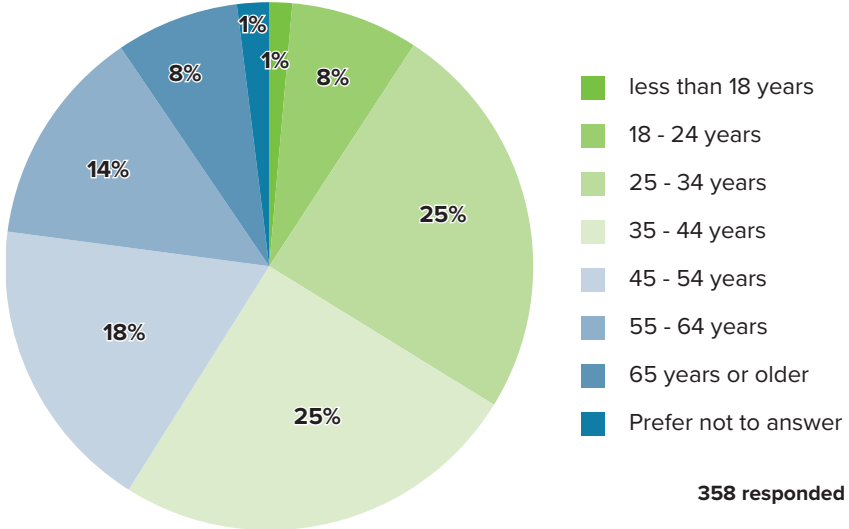
Where participants live

We asked people to provide their postal codes. The majority of Burnaby respondents live in postal code area V5A and approximately 30% of those who engaged with the project team live outside of Burnaby. 11% of people preferred not to say where they lived.



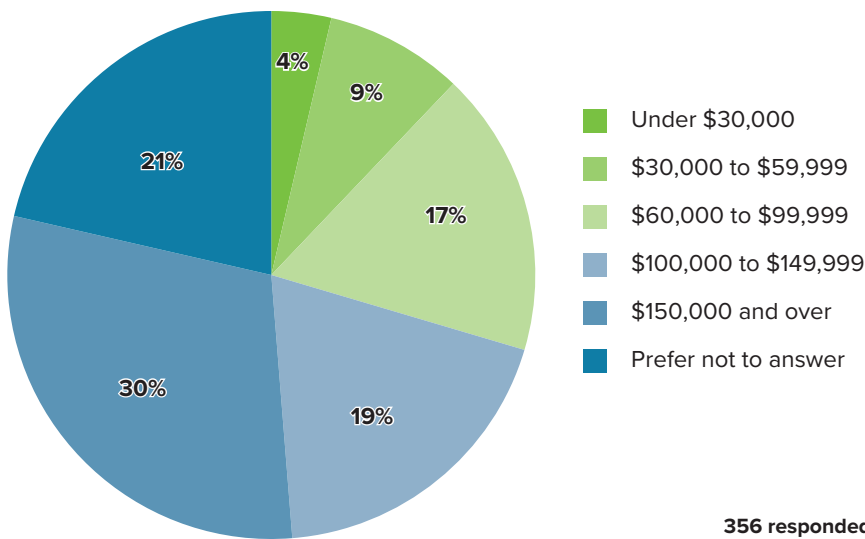
353 responded





Age

We asked people about their age. Half of the participants who responded were between the ages of 25-44 years of age. We also heard a diverse range of feedback from other age ranges with 9% under 24 years of age and close to 40% over the age of 44.



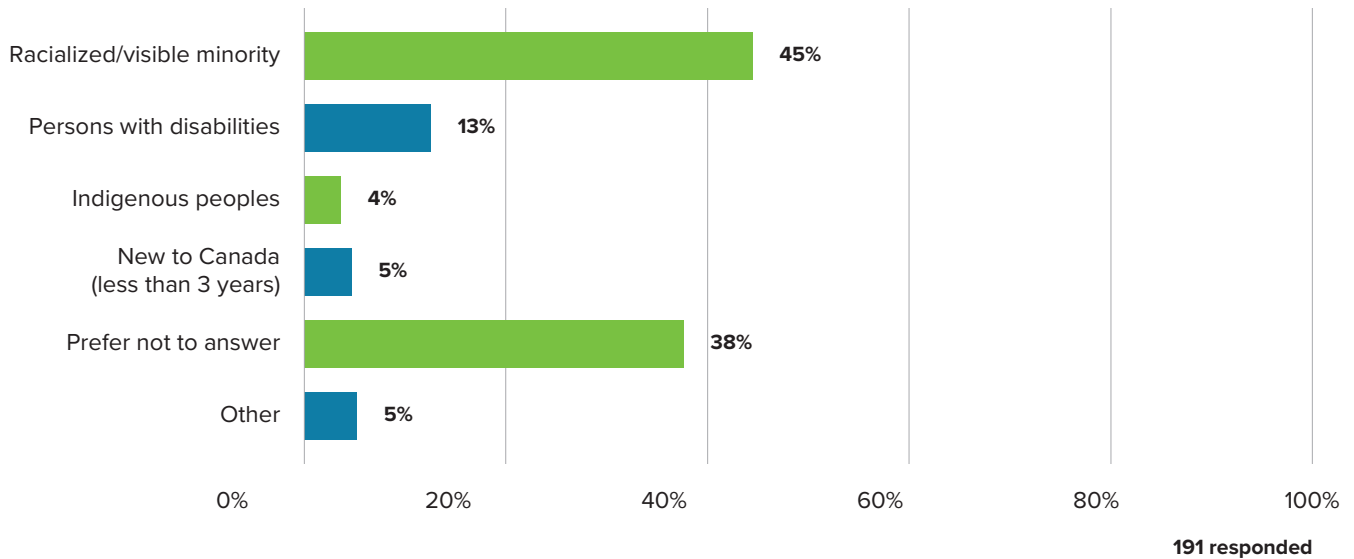
Household income

We asked people to share their household income. Some participants (30%) said that their household income is lower than \$100,000.



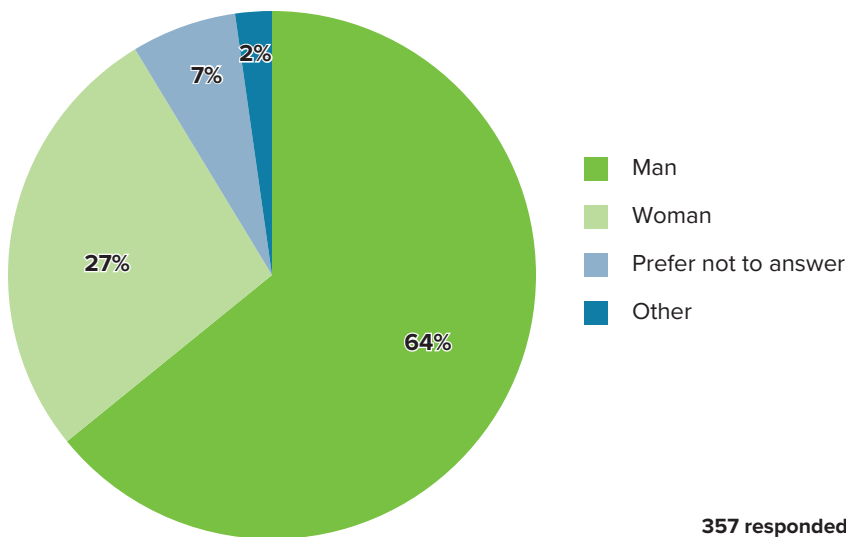
Equity deserving groups

We asked people to share how they identified with the following to understand if we were hearing from equity-deserving groups. Over half of the participants responding to this question stated they identified as a racialized or visible minority, person with disabilities, new to Canada, or Indigenous peoples.



Gender

We asked people to share how they identified regarding their gender. The survey was overrepresented by men who accounted for approximately two-thirds of responses.

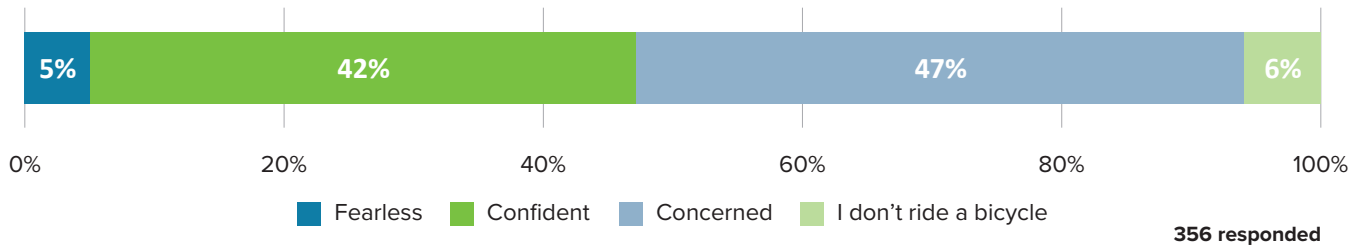


I identify as ...

We provided an option for people to self-identify their gender identity. Some people told us that they identify as non-binary and gender fluid.

Level of confidence when biking near traffic

Only 5% of participants consider themselves fearless and comfortable cycling in traffic. 42% of participants said they felt confident, meaning they would tolerate riding in traffic but prefer separated facilities. 47% of participants are concerned with their safety and will only ride where they feel safe from traffic.

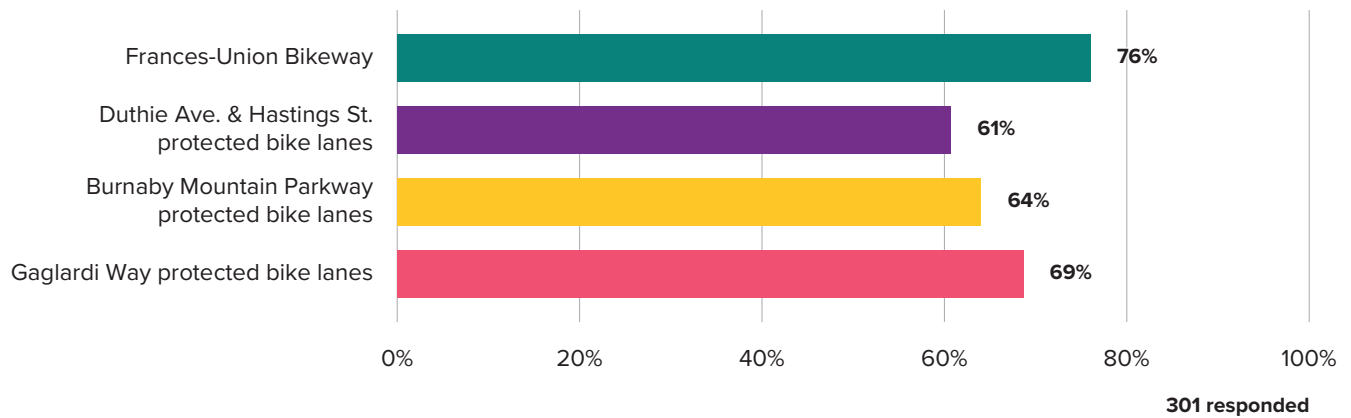


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What We Heard

During the second round of engagement, we shared the initial designs for the Frances-Union Bikeway, Burnaby Mountain Parkway and Gaglardi Way. The designs were developed based on technical analyses and feedback gathered during the initial phase of engagement, and we asked for feedback to help shape the final designs.

Participants were requested to choose which corridor designs they wanted to give their opinions on. Out of the 301 respondents, 76% chose to comment on the Frances-Union Bikeway, 61% Duthie Avenue and Hastings Street, 64% Burnaby Mountain Parkway and 69% Gaglardi Way.



Frances-Union Bikeway

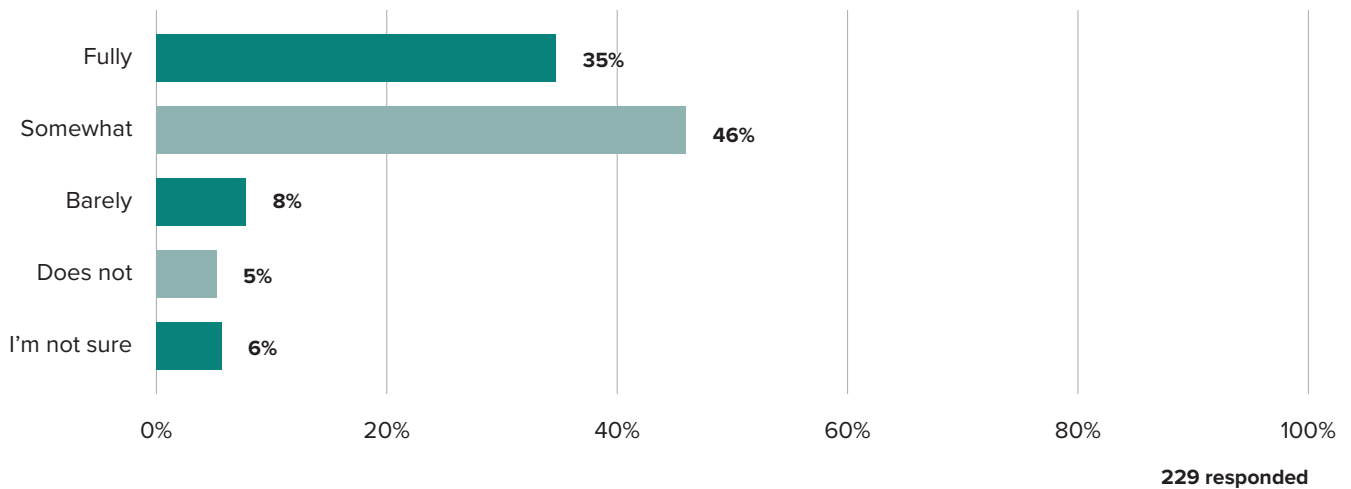
The Frances-Union neighbourhood bikeway is an existing east-west cycling route and one of the few east-west routes identified for cycling. It connects residents to a variety of destinations in the region, including Burnaby Mountain and its urban trails, Lougheed Town Centre, neighbouring municipalities such as Vancouver, Coquitlam and Port Moody. The bikeway is used by many people riding bicycles and micro-mobility devices, but there are issues that can make it uncomfortable.

During the first round of engagement, we heard that 32% of people felt unsafe travelling by bicycle compared to 8% who drive and 10% who walk. Intersection safety was the greatest concern followed by driver speed and impatience. Feedback included a desire to have safer road crossings and concerns with loss of on-street parking. The proposed design of this bikeway took into account your feedback along with the results of technical data analyses.



Meeting the needs of cyclists

We asked participants whether the design would meet the needs of cyclists along the Frances-Union Bikeway. The majority of people (81%) said the design fully (35%) or somewhat (46%) meets the needs of people who cycle. The high “somewhat” support is likely due to requests for fully separated bicycle infrastructure, which may not be feasible at all locations along this segment.



When asked to specify the primary reason for their response:

Those who fully supported or somewhat supported the changes noted they liked:

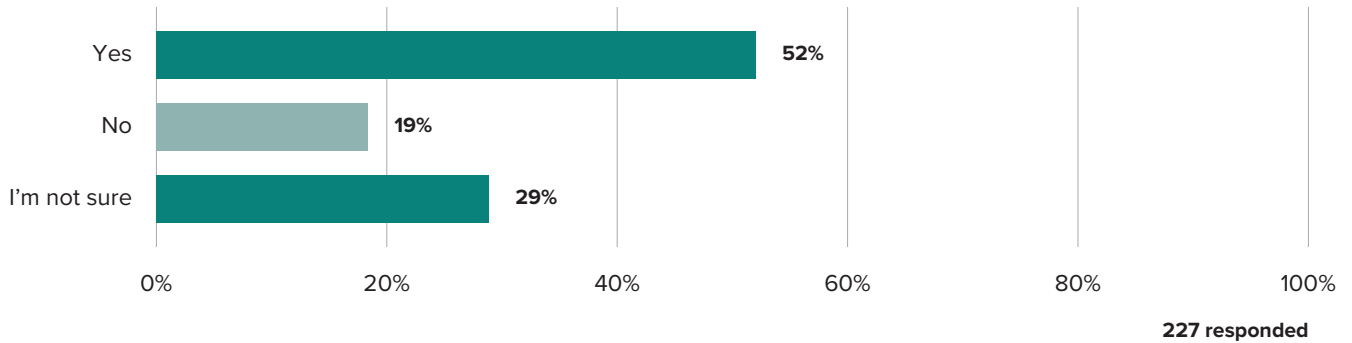
- Improving infrastructure for cyclists and pedestrians, including additional traffic lights, raised sidewalks, and protected bike lanes.
- Introducing continuous sidewalks and crossings to prioritize the safety of vulnerable road users.
- Reducing the speed limit and implementing traffic calming measures such as speed cushions and diverters to reduce motor vehicle traffic.
- Providing a safe and continuous cycling corridor between major destinations.
- Addressing pinch points and intersections that are not easy to navigate.

Those who barely supported or did not support highlighted the following issues or concerns:

- The significant inclines on certain cycling paths exceed desirable grades and accessibility for electric bicycles is limited by cost and insufficient charging stations.
- Traffic calming measures should include the installation of bollards, elevated pavements, and separated bicycle lanes.
- Parking on the bikeways should be reduced to improve visibility and reduce risk.
- Oppose the concept of traffic barriers on Frances Street creating more congestion and affecting local traffic.
- Propose the bikeway should be on Hastings Street instead of Frances-Union to provide more connections to shops and services.
- Preference for a dedicated, car-free, protected bike lane on one side of the street or on both sides, instead of a bikeway in the middle of the road.

Improving the design

We asked participants if there was anything missing from the design to improve the cycling experience along the Frances-Union Bikeway. 52% of people responded “yes”.



Of the 52% of people who responded “yes”, they noted the following:

- Establish fully protected AAA bicycle lanes to separate from motor vehicles or create a multi-use pathway.
- Eliminate street parking to reduce the risk of dooring incidents.
- Implement more modal filters to divert traffic away from bicycle-designated streets, allowing only local traffic.
- Increase one-way sections to minimize conflicts caused by vehicle turns.
- Enhance intersection safety with additional curb extensions, improved crossings, and clearer sight lines by cutting back foliage.
- Improve illumination, particularly in the area between Fell Avenue and Delta Avenue.
- Better signage for navigation and speed control.
- Enhance features and facilities for pedestrians.



Additional comments or suggestions regarding Frances-Union Bikeway Design include:

Positive feedback:

- The continuous sidewalks will enhance safety.
- Narrowing the vehicle lanes is more effective in slowing down traffic than speed cushions.
- Speed cushions are preferred over the existing speed humps for a more comfortable ride.
- Modal filters at major cross streets are a good way to reduce through traffic.
- Intersection improvements are praised for significantly increasing safety for cyclists.
- Enforce the proposed 30km/hr posted speed.
- Overall, the project is seen as a great improvement and gratitude is expressed for the project and making the city more livable.

Suggestions:

- One solution to make space is to remove parking on one side.
- A protected bike lane could be introduced by narrowing the vehicle lanes, removing the need for speed cushions and facilitating faster EMS response times.
- There is a desire to see similar safety measures, such as raised crosswalks, implemented throughout Burnaby.
- Key interventions should aim to deter cars from using the bike route as a shortcut.
- “Bicycle Street” signage is supported in conjunction with a 30km/hr speed limit to discourage cars from using the street.
- The feasibility of one-way car traffic on parts of Frances Street, particularly near intersections, should be reviewed to reduce conflicts.
- There are calls for additional protective measures beyond just signage and road paint.
- The continuous crossings concept is applauded, with a suggestion to consider tactile surface indicators.

Concerns:

- The section from Boundary to Ingleton may be too narrow for cyclists going uphill and downhill to pass safely. The design could be more ambitious in making steep roads accessible to all.
- Sightlines need to be improved at intersections with stop controls due to obstructions from nearby foliage.
- Concern if the road design aligns with the proposed 30km/hr posted speed limit.
- Concerns are raised about access to amenities on Frances Street if a diverter is built near Fell.
- Cyclists are seen as a danger to pedestrians and there are calls for increased separation.
- There is concern with changes to intersection controls or turning restrictions.
- Resistance is expressed to the redesign, citing no issues with current conditions.

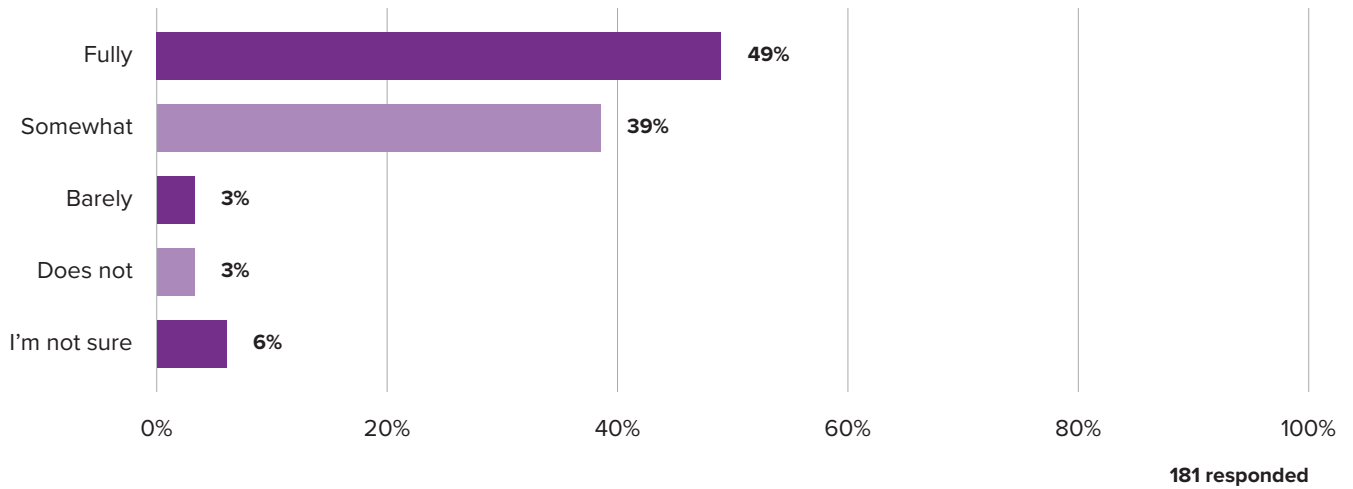
Duthie Avenue and Hastings Street

In this round of engagement, we looked at the Duthie Avenue area separately from the other sections. This is because the facility we are proposing is different from the rest of the corridor. This section does require removal of on-street parking on one side of the roadway to create space for protected bike lanes, while also maintaining existing street functions.



Meeting the needs of cyclists

We asked participants whether the design would meet the needs of cyclists along Duthie Avenue and Hastings Street. The majority of people (88%) said the design fully (49%) or somewhat (39%) meets the needs of people who cycle.



When asked to specify the primary reason for their response:

Those who fully or somewhat supported the changes liked the following items:

- **Fully protected bike lanes:** Many people support the idea of protected and raised bike lanes, which separate cars from people on bicycles and provide a safer environment for people of all abilities.
- **Bi-directional bike lanes:** Most comments support the idea of bi-directional bike lanes, but some prefer protected bike lanes on both sides of the street or side-street routes.
- **Separated lanes:** Separated lanes on either side of the street are preferred by some, as they are more conventional.
- **Intersection design:** The design of the intersections is important for the safety of cyclists. Consider advanced crossing signals for pedestrians and cyclists, and ban right turns on red.
- **Parking removal:** Some support removing parking and others note the removal of on-street parking is a concern.
- **Fixes the gap in the bicycle network:** Some people highlighted the need for a clear transition from the bikeway up to Burnaby Mountain Parkway to improve cycling connections to SFU.
- **Capacity for groups:** Some people are concerned about the capacity of the bike lanes to accommodate groups or cycling clubs that frequently use the route to train on Burnaby Mountain.

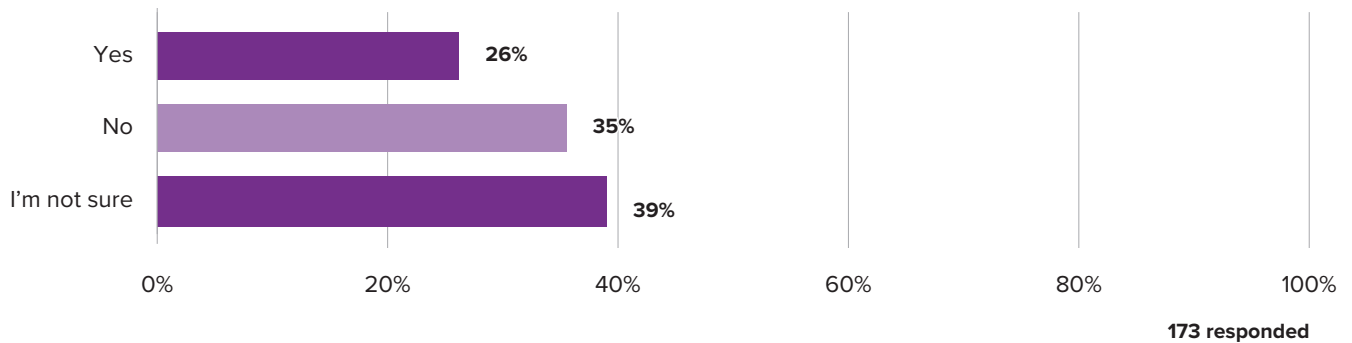
Those who barely supported or did not support highlighted the following issues:

- Bi-directional bike lanes confuse drivers.
- The bike lane should extend down the entirety of Duthie to accommodate cyclists moving from the Central Valley Greenway to the new Frances-Union bike path.
- Question safety and traffic diversion at Duthie and Union.
- Area is too congested already.



Improving the design

We asked participants if there was anything missing from the design to improve the cycling experience along Duthie Avenue and Hastings Street. 26% of people noted that specific features were missing.



Of the 26% of people who responded “yes”, they noted the following:

- Protected cycle lanes and advanced signals on Hastings (west of intersection), advanced signals for pedestrians and cyclists.
- Re-designing the Duthie intersection to provide a protected cycling connection between Duthie and Union, adding a two-way cycle track, and putting in a diverter to ensure no right turns onto Union by motor vehicle drivers heading south on Duthie.
- Fully protected cycle lanes across the entire route.
- Banning right turns on red for vehicles, and implementing more modal filtering to reduce conflicts.
- Intersection protection including a protected turn lane, crossing setbacks, particularly when turning left onto Duthie from Westbound Hastings Street, and better integration of bike lanes at the intersection with on-street facilities north of Hastings.
- Additional features such as adding mid-island refuges in protected intersections, removing the right turn lane at Duthie and Hastings, diverting cyclists away from the intersections, and adding segregated bike lanes on either side of the road and a signal at Union and Duthie.

Additional comments or suggestions regarding the Duthie Avenue and Hastings Street protected bike lanes include:

Positive feedback:

- Some expressed appreciation for the use of protected intersections and the implementation of a bi-directional bike lane along Duthie between Hastings and Union.
- There were also comments expressing support for the removal of parking to make room for bike lanes, as there is not much demand for parking in the area.
- Some comments expressed gratitude for the work being done to improve accessibility and exercise opportunities.

Concerns and suggestions:

- Some expressed concerns about the safety of right turns on red for vehicles, as they can be dangerous for cyclists.
- There were also concerns about the transition from Union Street to Duthie Avenue, as it could be confusing for both cyclists and drivers.
- There were also suggestions to improve visibility at private driveway access points and bus stops.
- Some noted the need to separate cyclists and pedestrians to prevent conflict.
- Suggestions for adding facilities such as bike repair and water stations.

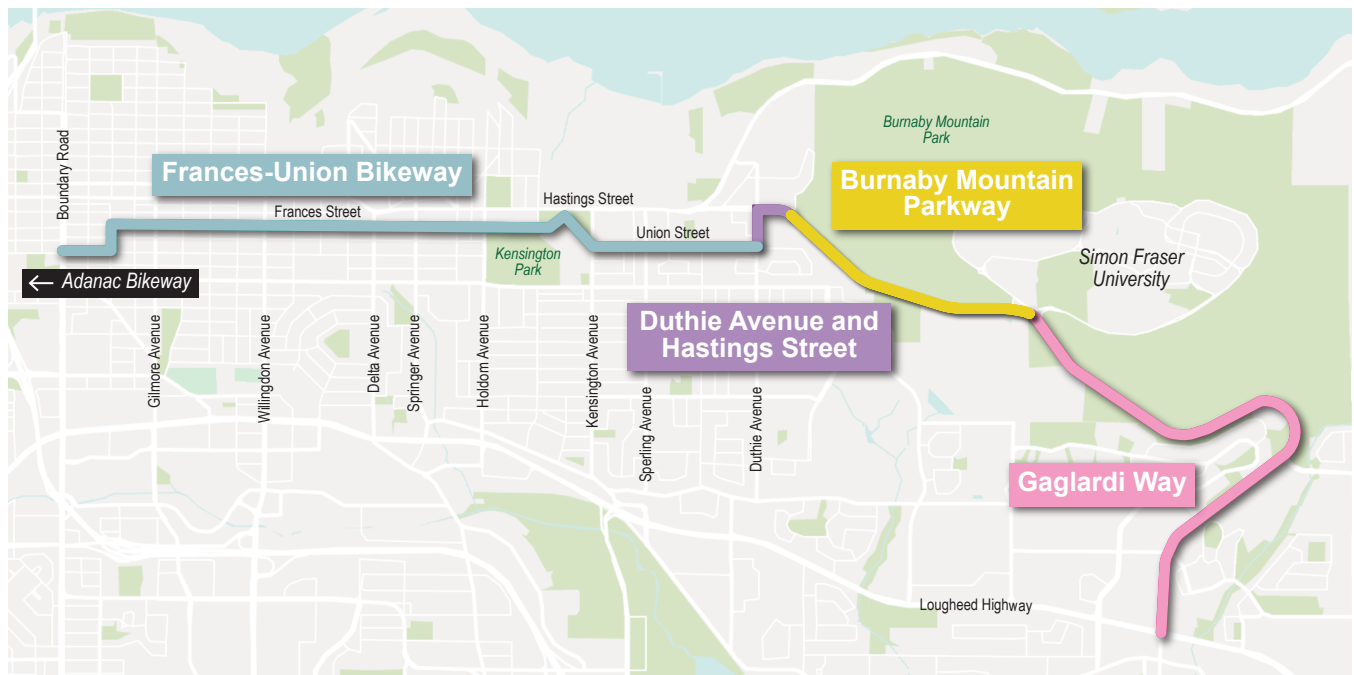
Criticism:

- Some comments expressed criticism of the proposed changes, stating that they would not increase the number of people cycling and would cause inconvenience and disruption to vehicle traffic and parking needs.



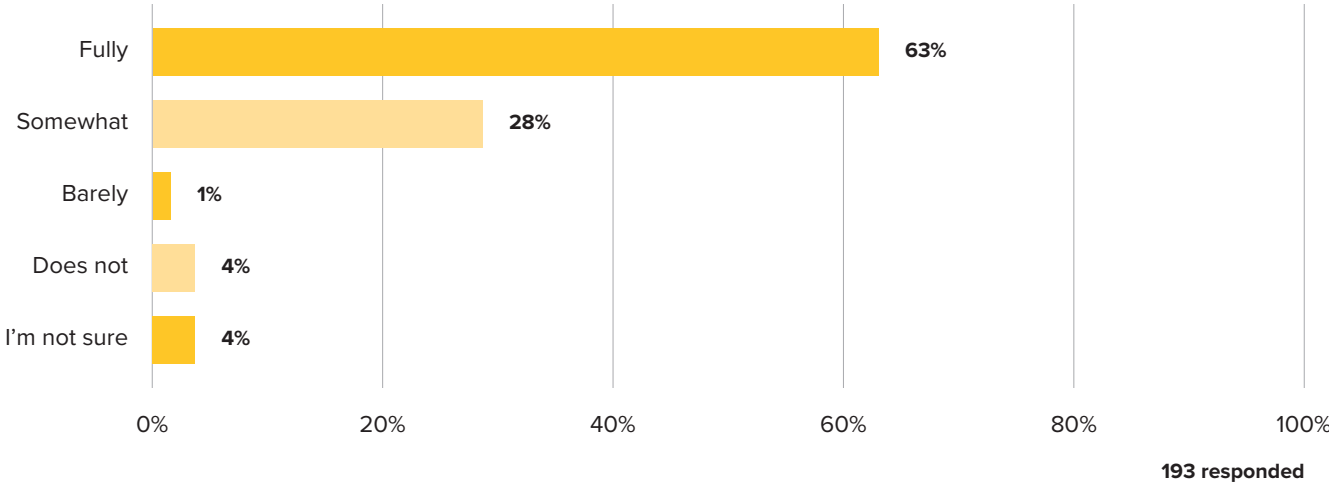
Burnaby Mountain Parkway

Burnaby Mountain Parkway currently has three lanes of vehicle traffic, painted bike lanes, a sidewalk on the lower half and a multi-use pathway on the upper half. People use the Parkway in different ways and are often reluctant to use the multi-use pathway whether due to its discontinuity or potential for conflict between active modes. With an objective of providing a facility for people of all ages and abilities, the proposed design needs to work for those using the corridor for transportation and recreation.



Meeting the needs of cyclists

We asked participants whether the design would meet the needs of cyclists along Burnaby Mountain Parkway. The majority of people (91%) said the design fully (63%) or somewhat (28%) meets the needs of people who cycle.



When asked to specify the primary reason for their previous response:

Those who fully supported or somewhat supported the changes noted:

- Many respondents expressed their appreciation for the improvements to safety and comfort for cyclists, such as the implementation of protected bike lanes, and separation from cars.
- Some respondents also mentioned the need for wider bike lanes and separation from pedestrians at areas where cyclists will be travelling at higher speeds, as well as good design at major intersections.
- Overall, the responses indicate that people are in favour of these improvements and believe that they will make cycling safer and more comfortable.

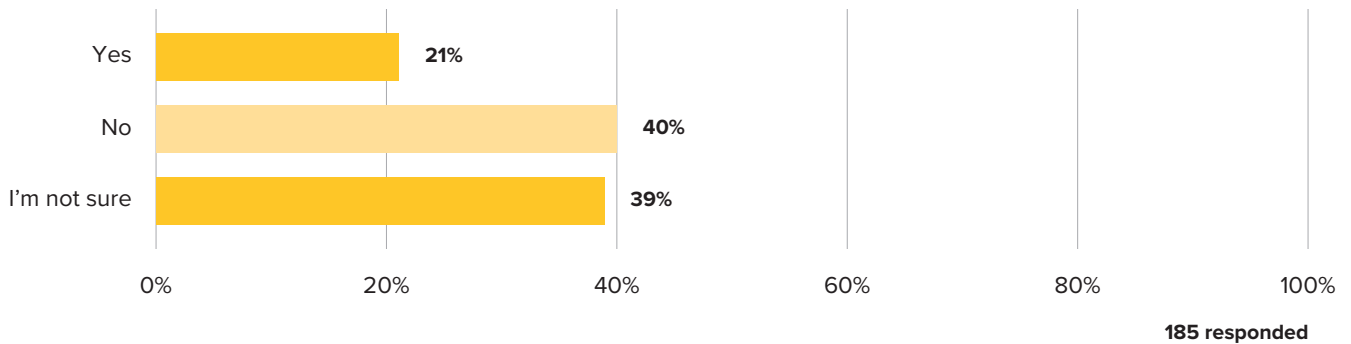
Those who barely supported or did not support highlighted the following issues:

- Challenges of cycling on Burnaby Mountain is the incline, vehicular speed, and lack of a consistent bike path.
- The need for lighting and maintenance plan for the bike path, especially in the wet and dark months of the year when dangers are higher.
- Some people disagree with the need for a bike lane, arguing that there are not many cyclists, that most use the trails, or that the money could be better spent elsewhere.
- Suggestion for extending the bike lane to Hastings Street.



Improving the design

We asked participants if there was anything missing from the design to improve the cycling experience along Burnaby Mountain Parkway. 21% of people noted that specific features were missing.



Of the 21% of people who responded “yes”, they noted the following:

- Prioritization of bike traffic over fast-moving vehicular traffic.
- Bike lane on the whole extent of Hastings Street.
- Enough space for cyclists to safely pass each other and clear pavement markings with arrows to indicate the direction of travel.
- Protected bike lane for the first half, a rest area and water station.
- A shoulder for car breakdowns, accidents, or police speed checks up the mountain.
- Mid-island refuges in protected intersections.
- A roundabout at Burnaby Mountain Parkway and Gagliardi Way.
- Right on red restrictions and split-phase signals at the intersection with Gagliardi Way. Clear signage on the uphill bike lane that it is for cyclists only.
- A crosswalk with lights at the intersection with Centennial Way.
- Traffic control measure that allows for cyclists to be detected and makes the traffic light turn green for cyclists.
- Additional path up University Drive West and the part of Gagliardi Way to SFU.
- Removal of trees on the northeast side of the Burnaby Mountain Park access to enhance visibility of cars.
- Slow down traffic leaving and entering Burnaby Mountain Park.
- Removal of sewer grates on the downhill section, better lighting, signage and vegetation between the protected bike lanes and the road.

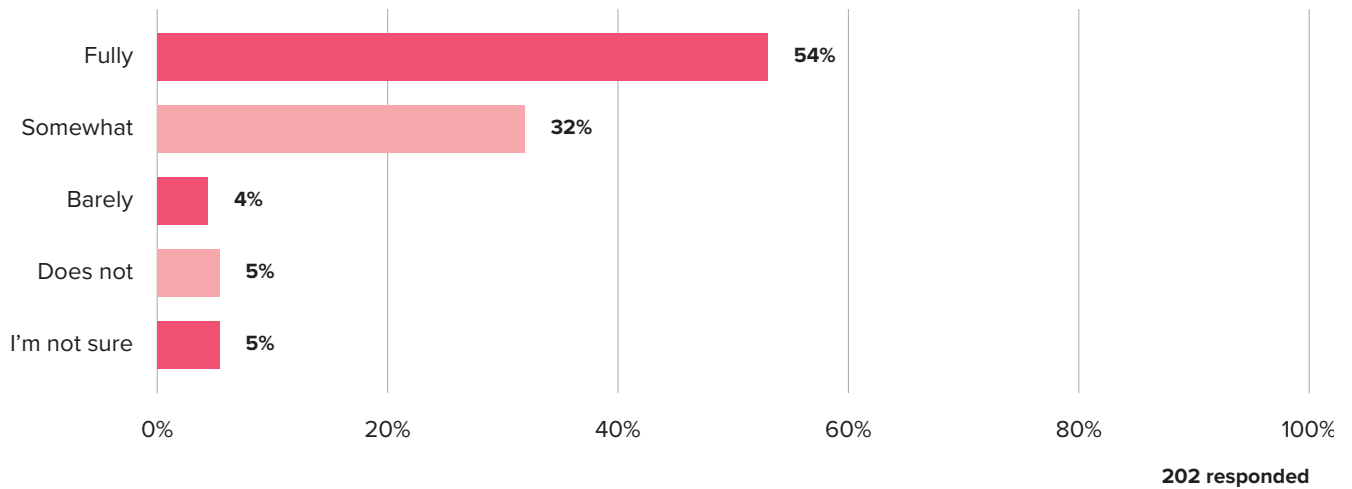
Gaglardi Way

Gaglardi Way currently has four lanes of vehicle traffic (two in each direction) and painted bike lanes. There is no facility for people who walk. The narrowly painted lanes and high traffic volume and speed make this uneasy for most. There is no comfortable connection on this side of Burnaby Mountain. With an objective of providing a facility for all ages and abilities, the proposed design needs to work for those using the corridor for transportation and recreation.



Meeting the needs of cyclists

We asked participants whether the design would meet the needs of cyclists along Gaglardi Way. The majority of people (86%) said the design fully (54%) or somewhat (32%) meets the needs of people who cycle.



When asked to specify the primary reason for their previous response:

Those who fully supported or somewhat supported the changes noted:

- Support for the safety and design improvements highlighting the benefits of wider and protected paths and removal of slip lanes.
- Support for slowing down cars travelling up and down the hill.
- Some concerns about the design of the intersections at Broadway and Production Way, which will slow down right turning traffic.
- Questions on how bike lanes will connect to the existing facilities at Lougheed Highway.
- Propose a mixed-use path like the one on Burnaby Mountain Parkway, which would accommodate everyone's active transportation goals.

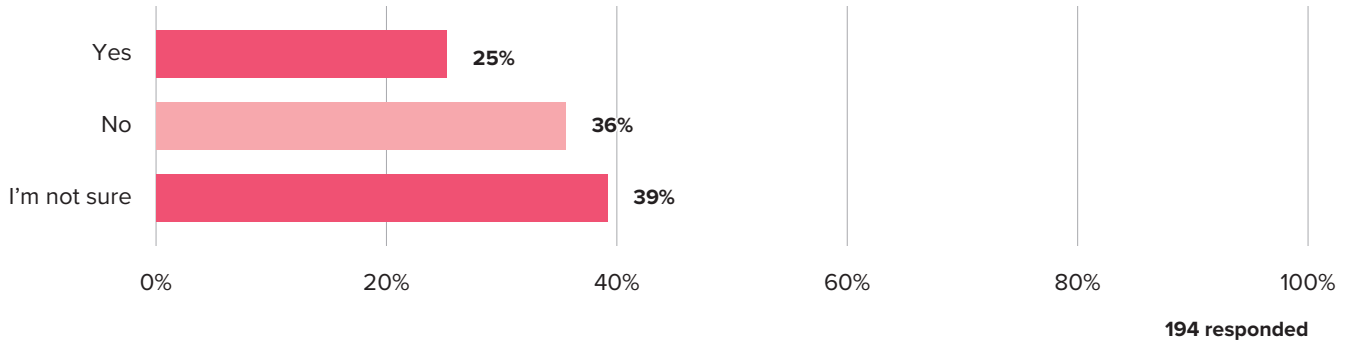
Those who barely supported or did not support highlighted the following issues:

- The slip lane at Broadway North is considered unsafe and should be eliminated.
- Broadway North requires too many crossings, each coming with risk to cyclists. This should be a fully protected crossing.
- Some people oppose it because they think not enough people use bikes, and cutting down from two downhill traffic lanes to one lane might cause congestion. They also believe the money could be used more effectively somewhere else.
- The bikeway design needs to consider more protective measures such as adding barriers or fencing to protect against vehicles leaving the road at higher speeds.



Improving the design

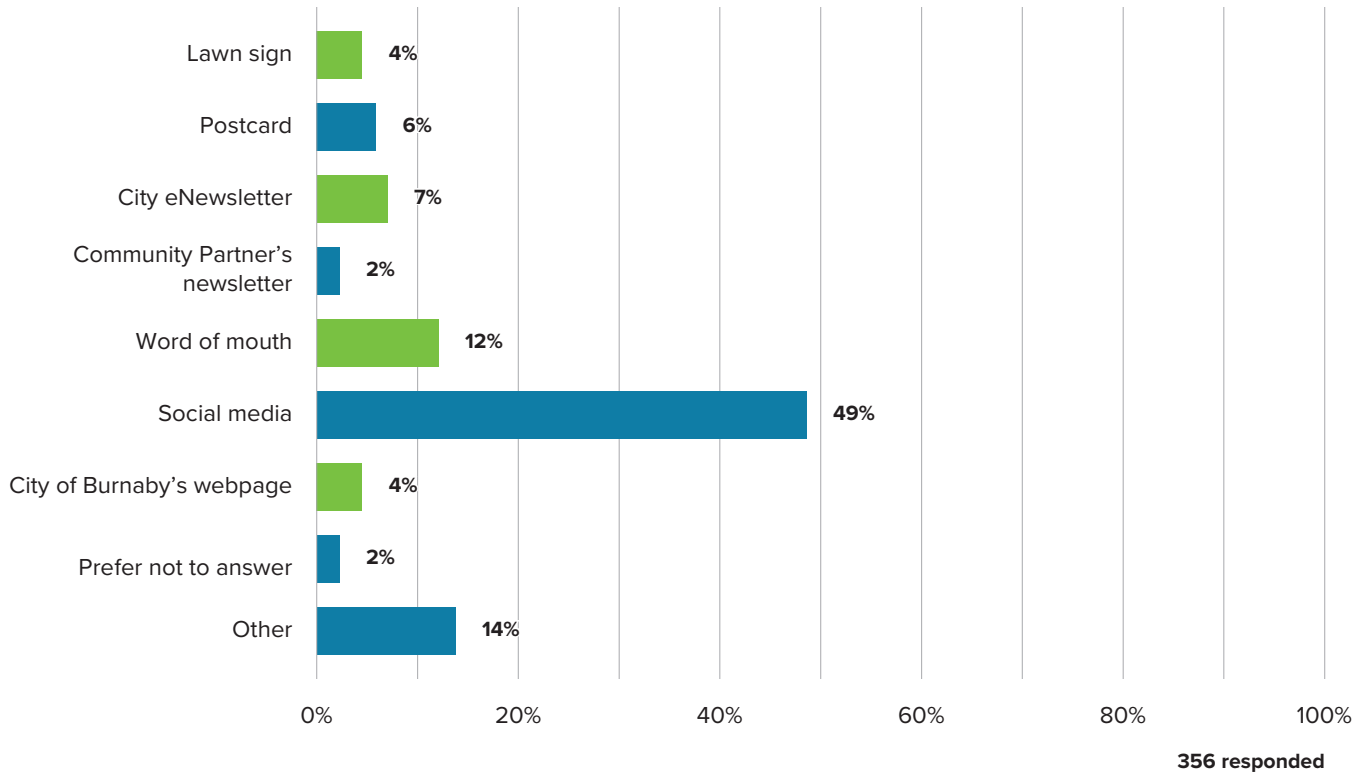
We asked participants if there was anything missing from the design to improve the cycling experience along Gagliardi Way. 25% of people noted that specific features were missing.



Of the 25% of people who responded “yes”, they noted the following:

- The removal of slip lanes, particularly at the Broadway North intersection and at Gagliardi near SFU.
- The addition of protected corners, such as at the southeast corner of the Gagliardi/Broadway North intersection.
- The use of physical barriers, such as bollards, jersey barriers, or fencing, to separate cyclists from vehicle traffic.
- The improvement of connections to surrounding areas, such as Oakdale, Eastlake, and south of the Highway 1 overpass.
- The provision of parking for cars, particularly at the trail entrance.
- The widening of the road on the downhill side to accommodate multiple lanes of traffic, a separated bike lane, and a pedestrian sidewalk.
- Larger crossing setbacks and the restriction of right turns on red lights and reduction of speed limits.
- The addition of infrastructure for pedestrians, such as sidewalks and space for walkers, hikers, and runners.
- Wayfinding signage, lights, trees and more protection from traffic and design elements to restrict wrong way traffic.

We asked people how they heard about the survey. The majority (49%) were notified via social media.



Other responses via:

- SFU newsletter
- SFU weekly email
- Reddit
- Stickers on intersections along the route
- Online local news
- Industry officials
- HUB Cycling
- Daily Hive
- Cyclingmagazine.ca



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ACTION

