



# Corporate Report

NO: C012

COUNCIL DATE: June 26, 2006

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## COUNCIL-IN-COMMITTEE

TO: Mayor & Council

DATE: June 22, 2006

FROM: General Manager, Engineering

FILE: 0410-20(MoT/Gate)

SUBJECT: Surrey Response on Gateway Program

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## RECOMMENDATION

The Engineering Department recommends that Council:

1. Support the Gateway Program subject to the Province/Gateway addressing the following key issues:
  - (i) Improved Provincial funding being provided for the transit improvements identified in TransLink's 10-Year Outlook, specifically the Bus Rapid Transit planned for King George Highway and 104 Avenue, which will link Surrey City Centre, Guildford and South Surrey.
  - (ii) Region wide tolling should be pursued for equitability throughout the Region with all revenue targeted toward transportation improvements in the Region.
  - (iii) If tolling is only implemented for Port Mann Bridge, then a strategy must be implemented to manage traffic flows diverted to the Pattullo Bridge and a funding and timing strategy developed to replace the Pattullo Bridge. Tolling on only Highway 1 will likely result in traffic diversion to Municipal roads and the congested and narrow Pattullo Bridge.
  - (iv) That if tolling is implemented it should be established based on revenue and TDM (transportation demand management) requirements, which would encourage the use of alternate modes and the spreading of demand resulting in better utilization of infrastructure.
  - (v) Road user priorities be implemented to ensure priority is given to goods movement, transit, and HOV on Highway 1 and to goods movement on the South Fraser Perimeter Road (SFPR).

- (vi) Appropriate measures be provided to mitigate the impact, such as noise, of the South Fraser Perimeter Road and a widened Highway 1 on adjacent neighbourhoods.
  - (vii) Satisfactory interface of the South Fraser Perimeter road and the local Street network in Bridgeview and South Westminster.
  - (viii) Satisfying Pedestrian access across the South Fraser Perimeter Road Corridor.
2. Support the Gateway Program's cycling strategy with \$50 million committed to cycling facilities directly associated with Gateway and a further \$10 million (provided on a 50/50 cost shared basis) for municipal infrastructure improvements that support Gateway infrastructure.
  3. Direct staff to forward two copies of this report to each of each of the GVTA Board, the GVRD Board, the Ministry of Transportation, the Minister of Transportation and the Gateway Program.

## **INTENT**

To provide Council with an assessment and recommendations in response to the Gateway Program Definition Report (January 31, 2006), and the GVTA and GVRD staff responses (April 10, 2006).

## **BACKGROUND**

The Gateway Program is a Provincial initiative to address "the impact of growing regional congestion and to improve the movement of people, goods and transit throughout Greater Vancouver".

The Figure 1 illustrates the planned improvements: the SFPR, North Fraser Perimeter Road (NFPR) and Highway 1 widening/twinning of Port Mann Bridge. Total program cost is \$3 billion. The SFPR construction is planned to begin in 2007 and be complete by 2012. Highway 1 widening would begin in 2008 with completion in 2013.

### South Fraser Perimeter Road (SFPR)

The SFPR is planned as a 4-lane 80 km/h route along the south side of the Fraser River, incorporating the section of South Fraser Way that the City of Surrey constructed in 1998. The route will extend from Deltaport Way in southwest Delta to the Golden Ears Bridge connector road in Surrey with an estimated cost of \$800 M.

It is primarily intended to provide an efficient route to serve the port facilities, rail yards and industrial areas, but will also benefit some commuters. Initially, it will feature a combination of at-grade intersections and grade separated interchanges. Ultimately, it is planned as a limited access freeway with all intersections grade separated.

FIGURE 1



Source: MoT Website

### Highway 1 / Port Mann Bridge

The Highway 1 upgrading is estimated to cost \$1.5 Billion and includes:

- Widening to six lanes from McGill Street to Grandview Highway in Vancouver;
- Widening to eight lanes from Grandview Highway to 200 Street in Langley (including over the Port Mann Bridge);
- Widening to six lanes from 200 Street to 216 Street in Langley;
- Upgrading interchanges and improving access and safety on Highway 1 from Vancouver to Langley;
- Extension of HOV lanes through Surrey and Langley;
- Transit service on Highway 1; and
- Cycling facilities across the Port Mann Bridge.

The project envisions the use of tolls on Highway 1 for funding, to control demand and to ensure priority can be maintained for goods movement, HOV and transit.

## DISCUSSION

This program will significantly improve traffic conditions in Surrey. The Highway 1 improvements will relieve the extreme congestion across the Fraser River and the SFPR will shift much of the truck traffic off of the municipal streets which will significantly improve conditions on the road network in North Surrey. The combination of tolls and

improvements for cycling and transit will help in the regional goal of improving the modal split toward modes other than the private automobile.

The GVTA and the GVRD Boards referred their staff reports on the Gateway Program to the regional municipalities for comment. Copies of these reports along with a summary table comparing the reports are attached as Appendices 1 through 3. The staff responses of the two agencies are generally compatible and support the project with certain conditions; however, the GVRD support is only for elements consistent with the Livable Region Strategic Plan (LRSP) and subject to several regional strategies being put in place and additional analysis. The GVRD Board deferred a decision on its position until receiving and considering feedback from member municipalities.

The GVTA staff response can be briefly summarized as follows (excerpted from their report recommendations and conclusion):

- The GVTA supports the North Fraser Perimeter Road (NFPR) and SFPR, but requests that the Province take steps to ensure the improvements to moving goods on the SFPR and NFPR are maintained over the long term as congestion increases.
- Support for the widening of the Port Mann Bridge and Highway 1 is conditional on:
  - an appropriate tolling regime in place to fund, manage demand and promote efficiency in the use of the transportation system,
  - a system of road user priorities to be reflected in the designation of specific lanes, priority access and other measures to promote the movement of transit, HOV's and goods vehicles ahead of single occupant vehicles,
  - the Province not promoting the Pattullo Bridge as a free alternative to the Port Mann Bridge, due to the traffic diversion that may arise; and
  - the Province and the GVTA developing a long term strategy for the Pattullo Bridge including possible replacement prior to a final decision on the Port Mann Bridge improvements.
- The Gateway Program will allow improved transit service along Highway 1 and across the Fraser River in general and between Surrey and Coquitlam Regional Town Centres in particular.
- In conjunction with consideration of the toll on the Port Mann Bridge, there needs to be a broader dialogue on tolling and other road user charges as a means to both manage demand for and to fund the region's transportation needs including additional transit services.
- Any such policies will need to be crafted giving due consideration not only to revenue and demand-side management effects, but also to the potential secondary effects of tolling such as traffic diversion to 'free' alternatives.

### **Surrey's Considerations**

Assessment of the Gateway Program from Surrey's perspective can be broken into six key categories:

1. Impact on City roadways;

2. Funding implications;
3. Tolling;
4. Road User Priorities;
5. Cycling; and
6. Impact on Land Use Planning.

A brief discussion of each category follows.

1. Impact on City Roadways

A large proportion of the traffic congestion in North Surrey is related to spill over congestion of Highway 1, the Port Mann Bridge, and the Pattullo Bridge. This spill over congestion creates problems with traffic movement from one part of the City to another, and makes transit less effective. The reduction of spill over congestion from Highway 1 / Port Mann Bridge will considerably improve the flow of traffic within North Surrey.

The proposal that the Pattullo Bridge via the new South Fraser Perimeter Road is the free alternative to a tolled Port Mann Bridge will potentially lead to more traffic on the already congested bridge and its approaches.

The South Fraser Perimeter Road (SFPR) will provide an alternative route for trucks that currently use 88 Avenue and other east-west arterials to connect between the Surrey and Delta industrial areas and Highway 1. While the situation on the existing east-west arterials may be eased, appropriate measures need to be taken along the South Fraser Perimeter Road and Highway 1 to mitigate impacts on neighbourhoods adjacent to these highways.

2. Funding Implications

The GVTA has requested provincial cost sharing to introduce fast bus/park and ride services along Highway 1. There should be complimentary transit improvements when significant infrastructure improvements such as the Gateway Program, are implemented to mitigate the potential for a significant modal shift towards auto travel.

For Surrey, Bus Rapid Transit on KGH and 104 Avenue is equally important to transit on Highway 1. The GVTA has noted that the Gateway Program could delay the need for implementation of the King George Busway. They have also noted that Provincial cost sharing is required for this project to proceed. Surrey believes that the Province/Gateway should be establishing funding agreements to ensure that important transit projects such as the KGH Rapid Bus are not delayed due to possible travel pattern changes resulting from the Gateway Program.

Surrey also strongly supports the position that the Gateway Program needs to budget for GVTA and/or Municipal infrastructure directly linked to or impacted by the Gateway Program improvements. New collector road connections will be required to offset local network severance created by the South Fraser Perimeter Road. Other capacity improvements to the arterial roads connecting to South

Fraser Perimeter Road and Highway 1, such as 160 Street south of Highway 1, will also have to be addressed.

### 3. Tolling

The Gateway staff projects that without tolls the Port Mann Bridge will be at today's congestion levels within 5 to 10 years after the improvements are made. The City acknowledges that tolling will be necessary to control auto demand. However, providing "free" alternatives, whether promoted or not, will increase the stress on Municipal infrastructure. Due to cost and physical constraints, municipalities will be unable to address these impacts.

In particular, the Pattullo Bridge would be impacted the most severely and immediately. Diversion of traffic from Highway 1 due to tolls will increase the demand on the Pattullo Bridge. This bridge is aging (69 years old) and has lane widths that are narrower than other similar bridges. Surrey could not support a toll only on Highway 1 without a plan and funding for the replacement of the Pattullo Bridge.

Tolls only on Highway 1 and the Golden Ears Bridge are not equitable to residents throughout the GVRD. Region wide tolls should be considered with all revenue from tolling directed to transportation initiatives within the GVRD. A region wide tolling program would have the following benefits over isolated tolling:

- Equitable to all GVRD residents.
- Avoids traffic diversion to "free routes" through municipalities.
- Establishes a funding source for bridge rehabilitation/replacements, transit and other roadway improvements.
- Encourages residents to make choices consistent with the Livable Region Strategic Plan which would also help with air quality goals for the region.

### 4. Road User Priority

Goods movement is an essential component of a strong economy in the GVRD and B.C. Ensuring priority is established and maintained for goods movement is imperative on both Highway 1 and the SFPR.

To help minimize the growth of single occupant vehicles and the consequent impact to the region's air quality and greenhouse gas emissions, improvements for alternate modes are supported, namely:

- The introduction of express transit with priority access or lanes in combination with park'n'ride facilities along Highway 1 (this is particularly important to create a successful new route between Surrey and Coquitlam); and
- The extension of HOV lanes.

Although there are no current plans for LRT paralleling Highway 1, designing the Port Mann bridge to facilitate future LRT is supported in that it provides additional long term options for transit.

## 5. Cycling

The Gateway Program provides a significant enhancement to cycling for the region with a unique funding model which offers two significant benefits:

- Dedicated funding that will ensure planned cycling improvements are not cut if overall project budgets become tight as the design advances (as has occurred previously with other significant programs).
- Affected municipalities are invited to participate in the development of the cycling infrastructure priorities related to the Gateway Program.

Proposed budgeting for the Gateway Program is:

- \$50 million committed to cycling facilities directly associated with Gateway; and
- \$10 million (provided on a 50/50 cost shared basis) for Municipal infrastructure improvements that support Gateway infrastructure.

In order to take advantage of the cost sharing funding available, Surrey may have to allocate additional funding beyond the planned \$0.5 million per year for the City's cycling program.

Probably the most important aspect of the program is the planned multi-use sidewalk across the Port Mann Bridge which has the potential to transform cycling patterns in North Surrey.

The Gateway cycling program should be supported by the City. Gateway has been provided with descriptions of Surrey's anticipated cycling needs related to their proposed works.

## 6. Impact on Land Use Planning

The Gateway Program is not anticipated to have any measurable negative impacts on Land Use Planning within Surrey or affect the City's OCP as long as attention is paid through the design process to mitigate the impacts of noise and neighbourhood access. Developable areas within Surrey are already defined in the City's OCP which is in turn reflected in the Livable Region Strategic Plan. The OCP will continue to direct higher density development to the growth concentration area as referenced in the LRSP, which is the area best served by public transit. The Gateway Program will improve movement of goods which will benefit economic developments in Surrey, particularly, in the South Westminster and Port Kells Industrial areas.

## CONCLUSION

The Gateway Program will significantly improve traffic conditions in Surrey. The Highway 1 improvements will relieve the extreme congestion across the Fraser River and the resultant spill over congestion in North Surrey. The SFPR will shift some of the truck traffic off the Municipal arterial roads which will improve conditions on the road network in North Surrey. The combination of tolls and improvements for cycling and transit will help in the regional goal of improving the modal split towards those transportation modes.

As part of the overall transportation strategy for the Lower Mainland and its role in the overall movement of goods in North America, the Federal and Provincial Government take the necessary steps to increase the use of the rail and marine modes for moving goods. This will reduce the amount of truck traffic that would otherwise need to use the region's roadways.

Based on the above, the Engineering Department recommends that Council should support the Gateway Program subject to the Province/Gateway addressing the following key issues:

1. Improved Provincial funding being provided for the transit improvements identified in TransLink's 10-Year Outlook, specifically the Bus Rapid Transit planned for King George Highway and 104 Avenue, which will link Surrey City Centre, Guildford and South Surrey.
2. Region wide tolling should be pursued for equitability throughout the Region with all revenue targeted toward transportation improvements in the Region.
3. If tolling is only implemented for Port Mann Bridge, then a strategy must be implemented to manage traffic flows diverted to the Pattullo Bridge and a funding and timing strategy developed to replace the Pattullo Bridge. Tolling on only Highway 1 will likely result in traffic diversion to Municipal roads and the congested and narrow Pattullo Bridge.
4. That if tolling is implemented it should be established based on revenue and TDM (transportation demand management) requirements, which would encourage the use of alternate modes and the spreading of demand resulting in better utilization of infrastructure.
5. Road user priorities be implemented to ensure priority is given to goods movement, transit, and HOV on Highway 1 and to goods movement on the South Fraser Perimeter Road (SFPR).
6. Appropriate measures be provided to mitigate the impact, such as noise, of the South Fraser Perimeter Road and a widened Highway 1 on adjacent neighbourhoods.
7. Satisfactory interface of the South Fraser Perimeter road and the local Street network in Bridgeview and South Westminster.
8. Satisfying Pedestrian access across the South Fraser Perimeter Road Corridor.

It is also recommended that Council support the Gateway Program's cycling strategy with \$50 million committed to cycling facilities directly associated with Gateway and a further \$10 million (provided on a 50/50 cost shared basis) for Municipal infrastructure improvements that support Gateway infrastructure.

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VL/JB/rdd/amr  
Attachment