

Transportation and Infrastructure Committee Minutes

Executive Boardroom
City Hall
14245 - 56 Avenue
Surrey, B.C.
MONDAY, JUNE 18, 2012
Time: 2:30 pm

Present:

Chair - Councillor Gill
Councillor Rasode
Seniors Liaison: Councillor Steele

Absent:

Councillor Hunt

Staff Present:

P. Bellefontaine, Transportation Planning Mgr.
J. Boan, Transportation Manager
V. Lalonde, General Manager, Engineering
P. Lee, Rapid Transit & Strategic Projects Mgr.
L. Luaifoa, Legislative Services
Raheem Dilgir, Safety Engineer

A. ADOPTION OF MINUTES

1. Minutes of the May 14, 2012 meeting to be adopted.

It was

Moved by Councillor Steele

Seconded by Councillor Rasode

That the minutes of the Transportation and
Infrastructure Committee meeting held on May 14, 2012 be received.

Carried

B. DELEGATIONS

1. **Andy Johnston**

Andy Johnston and Ken Reid provided a presentation to the Committee regarding concerns with the playground zone at 17033 – o Avenue.

The concerns were presented as follows:

- Speeding vehicles on narrow road (o Avenue) in the playground zone
- No sidewalks on either side of the road
- Lack of traffic speed and pedestrian signage
- Intersecting roads to o Avenue causing blind spots
- Damage to pavement and sewer lines by heavy trucks and equipment
- Heavy trucks not obeying maximum of 10,000 lbs. G.V.W
- Minimal traffic enforcement in the area and adjacent roads

The delegation requested traffic calming on o Avenue (between 172 to, and including Park Peace Drive) and to examine the flow of traffic on o Avenue.

The delegation made the following additional comments:

- The City conducted a traffic study on the roads to determine if traffic calming was warranted and the 85th percentile of vehicles traveling at 53 km was not an issue; however, the speed limit is **30 km** in that zone.

- The park is heavily used in the spring and summer. It would be more appropriate to complete a traffic study at that time.
- o Avenue did not meet the criteria for traffic calming and the road cannot be expanded because Washington State is on the other side. The City suggested as a consideration that, homeowners think about funding a sidewalk, but residents did not consider this an acceptable option.
- Concerned residents put up signs on o Avenue, but now do not believe that additional signs would do any good, whether they are provided by residents or the City.
- They suggested that only local traffic should be able to access Hwy 99 from o Ave/Peace Park Drive.
- They also felt that the road will not be able to handle the coming increase in traffic from new development.

The Committee made the following comments:

- Staff was questioned if o Avenue is narrower than average roads and if the signage on the road is up to standard. In response, staff noted that the road is on the narrower side and the signage is older. The road will be widened with development. There are plans for an additional connection road to o Avenue which will relieve the traffic demand on o Avenue.

Next Steps:

Staff will conduct a broader review of speed limits fronting Parks and look into the details of o Avenue and the expressed concerns and provide a follow-up presentation at a future Transportation and Infrastructure Committee meeting.

2. **Don Luymes, Manager, Community Planning**
Re: 2012 Official Community Plan (OCP) Overview

Don Luymes, Manager, Community Planning was in attendance to present a general overview and structure of the 2012 Official Community Plan (OCP) and briefly discuss the land use plan and how transportation is engrained in the new OCP.

Comments were as follows:

- The OCP is the keystone document – it looks forward about 30 years and is refreshed every 10 years or so.
- The OCP is a high level plan that encompasses more detailed master plans, strategies, and policies. It includes a map of future land uses, showing how the City is planned to grow and develop in the future, including various land use designations with associated densities to accommodate the anticipated increase in population of 230,000 by 2040.
- The first draft of the new OCP is under review with various staff groups and external stakeholders to ensure all gaps and any overlaps have been identified.

A second more refined draft will be presented to Council in the Fall of 2012; the goal is to have the plan adopted toward the end of 2012.

- The OCP has been completely rewritten, the new plan is broken down into the following components:
 - Introduction and Vision
 - Planning Context
 - Land Uses and Densities
 - Policies (Themes A-F)
 - Regional Context Statement (Provincial Regulation Requirement)
 - Implementation (TUPS, Zoning by-laws, Development Permits)
- In the new OCP, there is more emphasis on density and mixed-use development in City Centre, the five Town Centres and along major transit corridors as vibrant environments, amenable to walking and cycling.
- This plan is really driven by the imperative to tie transit investment and transit service to urban development. TransLink's Surrey Rapid Transit Study is underway, but the final proposed rapid transit alignment and technology has not yet been determined. Staff is working to ensure that rapid transit is extended in Surrey, allowing the City to develop around transit.
- Special attention is paid to ensure that new development is of a high design quality, that it contributes to sustainability and respects existing neighbourhood character.
- The bulk of the OCP contains policy goals and objectives, which have been organized into 6 themes as follows:
 1. **City Structure**
 - Theme A: Neighbourhoods
 - Theme B: Centres
 - Theme C: Infrastructure
 2. **City Sustainability**
 - Theme D: Ecosystems
 - Theme E: Economy
 - Theme F: Society and Culture
- Each theme has an overall goal followed by detailed objectives and a series of supporting policy statements. In the context of the Transportation and Infrastructure Committee, the items that relates most are:

Theme C: Infrastructure which is broken down into 3 separate objectives as follows:

- C1. Transportation
- C2. Parks, greenways and multi-use pathways
- C3. Adaptable, greener infrastructure

Theme E: Economy which is broken down into 6 separate objectives as follows:

- E1. Employment and investment
- E2. Business innovations
- E3. Employment lands
- E4. Agriculture
- E5. Aggregates
- E6. Goods movement

- This plan is really about trying to continue the evolution from a suburb to a city that brings together high density working and living, and is also attractive as a place to visit.
- Next steps in the OCP process:
 - **Consultation Process** - Complete consultation with staff, committees, stakeholders, and the public.
 - **Edit Document** - Input revisions received from all consultation partners.
 - **Prepare Report to Council** – Corporate Report to Council will include all applicable by-law changes required for transition.

C. OUTSTANDING BUSINESS

1. **32 Avenue Update** **File No. 5400-80-03200**

The Manager of Transportation provided an update on 32 Avenue to the Committee:

The following comments were made:

- TransLink has received input from the 32 Avenue Community Alliance and the BC Truckers Association (BCTA)
- TransLink hosted a group stakeholder meeting on June 7 to obtain input/concerns from the community and stakeholders regarding the current truck route status
- BCTA are opposing the removal of 32 Avenue from the truck route network unless an alternative that is as good or better is added. They say it would increase travel distance/time and costs. Estimated impact to trucking is \$850,000 per kilometre
- 32 Ave Community Alliance reiterated their concerns about noise and diesel exhaust impacting the health of residents

2. **Pattullo Bridge Update**

The Manager of Rapid Transit and Strategic Projects provided an update on the Pattullo Bridge Project to the Committee.

The following comments were made:

- Surrey requires both the bridge and LRT. The two are needed for different transportation needs. The bridge is a regional link for pedestrians, cyclists and vehicles. LRT is needed to help shape growth in Surrey by providing quality, reliable transit service and will facilitate movement within our City and to connects to the skytrain.

- Recently, the Manager of Rapid Transit and Strategic Projects was part of a panel at a business stakeholder meeting. Surrey's point of view was presented as wanting a 6 lane bridge which would enable pedestrian, cycling and an effective connection with SFPR. TransLink studies have concluded that the SFPR could not be directly connected with a 4 lane bridge.
- Councillor Rasode was in attendance at a Pattullo Bridge public meeting and presented Surrey's views. The residents of New Westminster are concerned about a 6 lane bridge and how it will increase the amount of traffic traveling into New Westminster. Surrey has significant plans around land use tied to this bridge. There were other Surrey residents in attendance at the meeting as well.
- Due to concerns raised by New Westminster, TransLink is reviewing options to try and continue forward with the project.
- The Committee discussed whether Surrey should make a statement and bring to the public's attention the safety concerns with the bridges structure (including scouring of the piers) and the substandard lane widths.

3. **Rapid Transit Update** **File No. 8630-01**

The Manager of Rapid Transit and Strategic Projects provided an update on Rapid Transit in Surrey to the Committee.

The following comments were made:

- Surrey is still in Phase 2 of the TransLink process which involves the SRTAA Findings and UBC-Broadway Findings. All this will be fed into the Transport 2045 process.
- There are Three Major Tracks of Work to be completed from June to September, 2012;
 - Track A (by TransLink): Wrap up Phase 2 of SRTAA (June to September)
 - Track B (by Surrey): Technical work to refine LRT in Surrey (June to end of August). Objective: To advance the technical knowledge and confidence of Surrey's LRT vision for project development readiness and partnering opportunities
 - Track C (by Surrey): Advocacy work for "making the case" for LRT in Surrey (2013). Objective: To clearly identify the critical elements of the advocacy effort by the City to achieve the early implementation of LRT in Surrey
- "These three Major Tracks of Work" are required to enable Surrey to be able to successfully advocate for LRT in Surrey.

- Due to the significant costs for Rapid Transit, Surrey may need to consider phasing options for LRT.

D. NEW BUSINESS

1. City Centre – Small Unit Development

The Manager, Transportation Planning provided a Power-Point presentation on Small Unit Developments to the Committee.

The following comments were made:

- Metro Vancouver published a new study in May 2012 regarding small units which received lots of media coverage about the oversupply of parking with these new developments.
- There has been interest from the development community in lower parking rates and unbundling parking for multi-family developments.
- Two developers requested reduced parking requirements for "micro-lot" units in the Surrey City Centre. A micro-unit is a single room, (350 sq. ft. or less) open plan concept, with no separate bedroom. The bed in this concept pops out from the wall. The benefit is that it is affordable, entry level type housing.
- There are two proposed sites for residential towers. 103 Avenue and University Avenue and 13674 Grosvenor Road (at Hilton Road). These developments are transit-oriented as they are within walking distance to transit exchanges and the skytrain.
- The following are pro's and con's to reduced parking and micro-units:
 - Environmental benefits to reducing parking. This is in-line with the City's policies such as Sustainability Charter, OCP Update and the Transportation Strategic Plan.
 - Social considerations such as what type of buyer will purchase micro-units? Trying to provide a mix of unit sizes in new developments in the City Centre to avoid buildings/developments with only one kind of demographic.
 - Financial implications: developers are not required to pay DCC's if each unit is no larger than 29 square metres (312 sq. ft) and is only used for residential
- Staff are proposing to reduce parking rates for some uses and require cash in lieu for parking relaxations beyond these rates. The cash-in-lieu enables the city to mitigate the potential shortfall of parking by investing in transportation options including parking facilities, community improvements, etc.

The Committee endorsed the concept of cash-in-lieu for parking in February, 2012 and precedents are:

- Cloverdale – SCDC Canadian Legion development
- City Centre – 13230 Old Yale Road apartments
- Phase 3 Century tower
- Unbundling parking makes sense from a housing affordability standpoint, particularly for smaller units, in City Centre where transit is readily available. There are a number of facts to consider when reviewing proposals:
 - geographically we have to look at location and the proximity to skytrain, shopping and recreation
 - transportation alternatives
 - developer initiatives
 - housing market served
- Case-by-case evaluation (interim) was completed for Grosvenor Road Micro Lofts and 103 Avenue Residential Tower. The criteria was based on; Geographical Location, Transportation Initiatives, Developer Initiatives, Housing Mix.
- Staff will be advising developers of the new parking rates and options to reduce them further through the cash-in-lieu program.

2. New Local Road Connections

Staff provided a PowerPoint presentation on New Local Road Connections to the Committee.

The following comments were made:

- Background:
 - Infill development creates ability to complete planned "missing link" road connections
 - Existing neighbourhoods have become accustomed to their current access situation and typically oppose "new road"
 - Many residents may not be aware of planned connections
 - Challenge to respond to Community Opposition and achieve mobility goals of completing missing road connections
- Purpose of Completing Missing Links:
 - Provide convenient and safe walking and bike access, Transit options
 - Meeting Design Criteria requirements for maximum road length with only one connection (important consideration for emergency services)
 - Aligns with Transportation Strategic Plan objectives and policies of promoting the completion of missing links and establishing a finer grid road
 - Increase routing choice and travel options as well as dispersing traffic onto network

- Example of recent community challenges;

17 Avenue

- Application 7911-0288 would complete required 1/2 road frontage
- Remaining unopened road allowance would allow for completion of road as intended
- Significant Community opposition was received due to increased traffic
- Final decision to hold connection in abeyance for future development
- Considered correct decision for now but could be used as a precedent and hasn't resolved road connection

55 Avenue

- Application 7912-0125 would require 55 Avenue to service lots and could complete connection from 144A Street to 146 Street as planned
- Significant community opposition was received from the EPRA based on concerns of short cutting traffic to/from 144A Street to Highway 10
- Concerns of short cutting traffic are considered legitimate
- Road is to be constructed but with barriers
- Will monitor and may review opening it in future
- Also potential precedent setting

- Future Missing Link Examples are;

Winter Crescent at King George – a lot of development here and have concerns with not opening up

Laronde Drive at 20 Avenue – Upon development of the remaining large lot, this road would be extended. Some residents will welcome this, but others are expected to oppose it

Kettle Crescent/58A Avenue @ 152 Street – A lot hasn't developed yet and communities have been established on both sides with a temporary connection through a park. Opposition to completing the roads is anticipated

- Community Input

- Defining of community and neighbourhood is a challenge and we often see very local opposition even though there are broader community benefits
- Broader community input to ensure benefits are understood
- Consideration of public notification beyond 100m minimum

- Trying to build roads ahead of time is not typically an option. If we don't have the road allowance, the City would need to expropriate the road area from a resident who doesn't want to develop

- Moving forward:
 - Decisions will have to be made to deliver missing connections
 - Choice of mechanism for delivery:
With development application and/or through City project
 - Public engagement process:
Through developers PIM and/or separate City public consultation process

The Committee commented:

- Safety is an issue. We need to get an idea of how many linkages there are to fill to make sure that these get addressed. The 100 m notification/consultation boundary should be increased to ensure input is heard from the broader neighbourhood.

3. **Truck Parking in the Agriculture Land Reserve (ALR) – Update**

Staff provided an update on Truck Parking in the ALR to the Committee.

The following comments were made:

- 5 Non-Farm Use applications for Truck Parking were forwarded to the Agricultural Land Commission (ALC). The ALC denied the applications and did not support this type of non-farm use activity. ALC Enforcement Staff and City By-law Enforcement Staff have been working to address the problem. 1 of the 5 sites has been issued a court junction, 3 sites are before the courts and 1 site is now in compliance.
- One of the big issues is these sites charge lower rates; thereby making it difficult for legitimate sites to be viable. New sites keep popping up and grow over time.
- The City is working with the ALC to address this issue:
 - A Property Use Letter is issued with a 60 day grace period to relocate trucks. If non-compliance goes past 60 days, the site is ticketed. If non-compliance goes past 90 days, Legal Services seek a court injunction and By-Laws continue to issue MTI's (fines) to encourage compliance. It is a long process. Currently, there is approximately 48 unauthorized sites with 222 estimated trucks
- Truck Parking Inventory is as follows:
 - Authorized Permanent Truck Parking Facilities - 7
 - Authorized Temporary (TUP) Truck Parking Facilities - 4
 - Applications "In Process" for TUP Facilities - 20
- Potential Demand
There are approximately 5,700 heavy commercial trucks registered in Surrey. It is estimated that half of these trucks are associated with business that have their business premises where these trucks are parked. The remaining 2,850 trucks are the primary focus of the City.

- Continuing efforts in the following key areas:
 1. Addressing unauthorized truck parking through appropriate by-law compliance activities focusing on ALR sites;
 2. Encouraging the owners of Industrial zoned land to develop and operate truck parking facilities;
 3. Working with applicants to expedite the approval process for truck parking lots on Industrial Land; and
 4. As required, initiate enforcement action on Industrial Lands

The Committee noted that there should be a regional strategy with provincial government, as this isn't just Surrey's issue.

Councillor Gill left the meeting at 5:00 pm
Councillor Rasode resumes as Chair

4. Bus Shelter Update

Staff provided a Power-Point presentation on Transit Shelters in Surrey.

The following comments were made:

- By the end of 2012, Surrey will have 230 shelters in place. The City has a 20 year contract with Pattison Outdoor Advertising which generates a small revenue for the City. Pattison maintains and installs three different types of shelters; standard, narrow and large
- Evaluating of Shelter Locations
These are quality, expensive shelters; therefore, there must be a reasonable level of usage (greater than 25 boarding per day). There must also be sufficient space to ensure a 1.5 m of pedestrian right-of-way. Electricity must be available within reasonable distance to reduce installation cost and there must be a certain volume of traffic passing by the locations for Pattison to be able to sell advertising.
- Potential shelter enhancements include:
 - A motion sensor to detect bus users inside the large shelters. A flashing LED will notify the bus driver that a passenger is waiting (this is an on-going pilot project)
 - Bus Stop Name Plates are targeted for the end of September, 2012
 - TransLink Wayfinding Signs are planned to be placed at B-Line Stops
- To enable shelters to be installed that do not meet the required criteria, an option is to have those shelters sponsored. An example would be, "this shelter provided to you by (*name of sponsor*)".
- Shelters experience numerous cases of vandalism with the glass panels. Pattison Outdoor Advertising has been prompt at responding to the necessary repair/maintenance of these.
- The glass panels and new shelter design has received positive feedback from residents.

5. Safe Mobility Plan

Raheem Dilgir, Road Safety Expert, TranSafe Consulting provided an update on the Safe Mobility Plan for Surrey.

The following comments were made:

- The study is in the early stages, which is to look at the City's current trends, activities and issues. The Plan will complement Surrey's current Walking Plan (2011) and upcoming Cycling Plan (2012).
- The Plan will create an overarching approach to safety for the City and identify key strategies to improving safety on our roadways.
- This is the opportune time for Surrey to be tackling safety as in the last several years, the United Nations (UN) has focussed on road safety and proclaimed 2010-2020 the "Decade of Action on Road Safety". Canada has developed "Canada's Road Safety Strategy 2015" and the Province is currently developing a "Provincial Road Safety Strategy".
- Summary of Road Crashes in Surrey:
(does not include parking lots)
 - 40 crashes a day = 1 every half an hour
 - There is an injury crash every half an hour
 - Approximately 15,600 crashes per year:
 - 5,900 resulting in injury
 - 21 resulting in fatality
- Crashes cost \$1 billion dollars a year due to loss productivity, health care, insurance and damage, etc. Some of these costs are borne directly or indirectly by the City and its citizens.
- Proposed external Steering Committee members are the RCMP, ICBC and Fraser Health. The City and each of these groups are doing something on their own, but we believe we can do more together.
- Public engagement will be done by directly engaging focus groups and online and indirectly through partners/stakeholder groups

Next steps:

- Form a steering committee of key stakeholders
- Continue with evaluating crash trends, internal audit of activities, benchmarking, and best practice research
- Work with partners and engage public stakeholders groups
- Provide update to the Committee upon completion of Phase 2 Report: "The State of Road Safety in the City of Surrey" – anticipated October/November 2012

E. ITEMS REFERRED BY COUNCIL

F. CORRESPONDENCE

G. INFORMATION ITEMS

H. OTHER BUSINESS

I. NEXT MEETING

The next Transportation Committee will be held on **Monday, July 16, 2012** in the Executive Boardroom.

J. ADJOURNMENT

The Transportation Committee meeting adjourned at 5:35 p.m.

Jane Sullivan, City Clerk

Councillor Gill Chair