

Transportation and Infrastructure Committee Minutes

Executive Boardroom
City Hall
14245 - 56 Avenue
Surrey, B.C.
MONDAY, JANUARY 20 , 2014
Time: 2:03 pm

Present:

Chair - Councillor Gill
Councillor Rasode
Seniors Liaison: Councillor Steele

Absent:**Guests:****Staff Present:**

J. Boan, Transportation Manager
G. McKinnon, Acting General Manager Engineering
P. Bellefontaine, Transportation Planning Mgr.
A. Afridi, Traffic Signals Team Leader, Engineering
R. Sidhu, Truck Parking Coordinator
J Gallinger, Legislative Services

A. ADOPTION OF MINUTES

1. Minutes of the December 2, 2013 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 December 2, 2013 be received.

Carried

B. DELEGATIONS

1. **Health and Climate Change**

File No. 5280-01

Dr. Larry Frank, UBC was in attendance before the committee to make a presentation on Health and Climate Change Benefits of the Surrey Central Station Plan – an evidence-based health impact assessment tool and made the following comments:

- The Project, in collaboration with the Canadian Partnership Against Cancer, is known as CLASP (Coalitions Linking Action & Science for Prevention) and was developed and utilized by Toronto Public Health and was completed between 2010 and 2013. Urban Design for Health (UD4H) enhanced an existing scenario planning tool (CommunityViz) to evaluate health and greenhouse gas impacts. The CommunityViz tool was utilized to analyze the cities of Toronto and Vancouver with a scenario planning focus on two case study sites – the West Don Lands located east of downtown Toronto and Surrey Centre in Surrey, BC.

The tool allows policy and decision makers to critically assess how alternative and contrasting approaches to neighborhood design, transportation infrastructure, and built environment patterns might impact health-related outcomes such as physical activity levels and body weight.

UD4H conducted a residential preference survey for the Toronto and Vancouver regions as part of the project. The residential preference survey assessed the relative preferences, for various types of urban design features and compared the preferences for those various features across the two regions.

The findings included an overwhelming support for walkable neighbourhoods, particularly evident in the City of Vancouver, with preference for walkable communities being 7 times higher in each city compared to demand for auto-oriented places. Unmet demand for pedestrian-oriented neighbourhoods was demonstrated among people who perceive their existing neighbourhood as very un-walkable and where neighbourhood preference and design are significantly associated with walking and travel choices.

- Communities were compared by factors through Postal Codes demonstrating that:
 - Basic transportation planning can be done by reviewing data.
 - Transportation impacts health costs in transportation investments, land use patterns, travel behavior and increased health costs. There is a hidden health cost for transportation.
 - Climate change impacts travel patterns, has links to obesity and chronic diseases, affects the aging population and requires retrofits to urban environments and sees migration to urban areas.
- It has been determined that driving causes obesity. Each additional hour in a car causes a 6 percent likelihood of obesity and every .6 k walked translates into 4.8% reduction in the likelihood of being obese.
- Case study – Surrey Central Station – 132 Street to Whaley Boulevard and 100 Avenue to 105A Avenue - Surrey's goal is to develop the Surrey City Centre as a regional downtown and main business, cultural and activity centre for the City and the South Fraser Region including:
 - Being a major transit hub for the region's rapid transit (SkyTrain)
 - Anticipated increase of 42,000 more residents and 21,500 more employees by 2031 in the City Centre (of which the Central Station is only a part of)
 - Planned increases in residential and commercial density in the study areas.
 - Potential increases in transit service in the area are being studied as part of the Surrey Rapid Transit Study.
 - Planned increases in street connectivity and pedestrian oriented street design as part of the City Centre plan.
 - The City Centre is currently designated as a Regional Town Centre in the Greater Vancouver Regional District's Livable Regional Strategic Plan.
 - The location of Simon Fraser University Surrey Campus within the station area presents other opportunities for capitalizing on the area's potential as an activity hub.

- Documentation on the implications and the impact to various communities is very important. For example, data accumulated can provide an approximation on the average cost of annual health care in Surrey. By providing this type of data the City can evaluate and plan its infrastructure for the coming years.

The Committee thanked Dr. Frank for his presentation and stated that his name would be forwarded to Community Associations by the Councillors.

The meeting varied

3. Whistle Cessation

File No. 8710-01

Crescent Beach Property Owners' Association's (CBPOA) – Malcolm Stewart

In attendance to request that the Committee reconsiders the November 2013 decision to indefinitely defer implementation of Crescent Beach Whistle Cessation (WC). He made the following comments:

- CBPOA is seeking TIC's approval to proceed with construction of works and implementation of WC at the 2 Crescent Beach crossing by Fall 2014.
- The current Fraser Surrey Docks' (FSD) proposed project will increase trains, in the Crescent Beach area significantly and will not only cause excessive whistle blowing but also access problems. FSD will continue to expand their business increasing the problems being dealt with in Crescent Beach.
- Average whistles produce 120 to 130 decibels (db) and jet engine is about 140 db – there is not much difference between the two and both are very loud and there are a minimum of 4 blasts per crossing which are amplified by the water and the bluff.
- This Journey began in July 2011 and the City committed to proceed with cessation. Work on WC began in earnest once egress was abandoned and significant investment by City staff and consultation time, effort and resources into WC has been expended.
- There has been \$22.4 million investment in a new infrastructure and WC crossings meet and or exceed standards set for those crossing without cessation.
- The City has successfully negotiated with BNSF to establish the improvements needed to implement WC and BNSF has invested time and good will. It is expected that this Agreement has a "Shelf Life" and CBPOA has very few levers to work in a cooperative way to achieve outcomes and create patterns of trust with BSNF but has invested time and effort in promoting WC to BSNF.
- There is interdependency of decisions, and with WC implementation CBPOA supports overall rail strategy and promotes further dialogue with BNSF.

- CBPOA is requesting that TIC and City support a BNSF agreement and the associated construction works to achieve WC.
- Failing TIC's Support, CBPOA needs to understand:
 - What are the barriers?
 - What outcome of a city wide crossing safety review would cause the Crescent Beach WC to be delayed or abandoned?
 - What is the pathway to WC?
- Regardless of TIC's decision – why has there been no investment in the North/South corridor when the City has already invested around \$22 m in the Roberts' Bank Rail Corridor?

The delegation was thanked for the presentation and the following comments were made by the Committee:

- Certain municipalities have different agreements with BSNF. It was suggested that BSNF and CN Rail be requested to appear before the Committee to describe the various agreements with municipalities and to aid the City in achieving WC in the Crescent Beach Area.
- Staff stated that a review of all 41 rail crossings in the City should be completed within the next year. It is recognized that it is not only Crescent Beach that has WC issues but that it is an issue across the City.
- CBPOA responded that regardless, of the current situation, 2011 saw a commitment from the City to proceed with WC and it is important that WC proceed. At this time there is no other project that is this far along, including completed negotiations - this issue cannot be put off indefinitely.
- The Committee commented that they support efforts for WC but feel additional review is required and that our approach needs to be consistent with other municipalities.
- It was mentioned that there is currently a nighttime ban on WC through White Rock. Staff will review this with BNSF and the City of White Rock.
- Staff should follow up with New Westminster as Councillor Chuck Puchmayr had indicated that the rail companies provided some of the funding for improvements required for whistle cessation in New Westminster.

The delegation was thanked for their presentation and was assured that WC would continue to be one of the focuses for TIC.

The meeting varied

2. **Rapid Bus Stop at 156th Street and Highway 1.**
File No. 8500-01 / 0550-20-10

Daryl Dela Cruz appeared before the Committee to make a presentation on the need for a transit stop at 156th Street and Highway 1. The following comments were made:

- In the planning stages for the replacement of the Port Mann Bridge a bus stop was at 156th and Hwy #1. The service originally planned with a Guildford stop at the 156 St. HOV ramp, was showcased in project videos and mentioned in official press releases. No transit improvements to the Guildford and Fraser Heights areas were undertaken during the construction of the Port Mann Bridge and widening of Hwy #1 and now there is no direct transit alternative to the toll bridge. As there is no stop at this intersection, it is now a very long trip for transit users to have to go through Surrey to travel across the Fraser River.
- If a stop were to be installed, three communities of Surrey will benefit with less travel time. Fraser Heights, Fleetwood and Guildford all show very good use of transit system.
- Fleetwood has a high ratio of young people who rely on public transportation. They require long-term solutions to address the extra service needs as well as quick access to transit.
- Should a transit facility be added to this location it will drive development in the area, and park and ride facilities could capture additional car/rideshare. This stop would also provide better and faster transit access to the Coquitlam area as well as Burnaby and Vancouver for Fraser Heights, Guildford and Fleetwood.

The Committee made the following comments:

- Overlooking this stop was a real oversight and it does not make sense why a stop was not installed.
- In addition to this presentation and others reviewed by the Committee it would make sense to ensure that a stop is installed but the issue at this point is that the cost for this stop would be an approximate \$300,000 investment which the City would have to incur as TransLink does not have the funds at this time.
- The City will continue to seek funding for this stop.

C. OUTSTANDING BUSINESS

The meeting varied

3. Rail Safety Update

File No. 8710-01

The Transportation Manager and the Traffic Signals Team Leader were in front of the Committee to provide an update on Rail Safety outlining that previous realignment studies had been reviewed but that based on dialogue with other agencies, the City is focusing more on rail safety than realignment. The Transportation Manager made the following comments:

- Design work was undertaken over the last 3 years to identify all options, costs and a preferred solution for access to Crescent Beach. The City had concluded last year, that due to the cost and impacts to the Metro

Vancouver forcemain and pump station, the City should not proceed with grade separation of the railway tracks..

- Slope stability is an important issue as, on average, there are 4 to 5 slides per year, and the number and severity increase in wet weather years. The slides are monitored and dealt with by BSNF with increased monitoring in the winter months.
- In 2007 there were 8 trains traveling through the corridor per day. In 2013, 21 trains were traveling through and we can expect this number to continue to increase in the future.

BNSF Corridor – Work Program Development

- The Traffic Signals Team Leader noted that rail safety on the existing corridor is the priority.
- Significant effort by the City and partners such as Transport Canada and BNSF would be required to move forward with any realignment option. As such, this is seen as a longer term initiative.
- Staff will continue to work on this and provide updates for the Committee as appropriate.

City wide issues and concerns include:

- Whistle cessation (WC) – the communities of Bridge View, Crescent Beach, Cloverdale, Fraser Heights, Scott Rd. North and Newton have all requested WC
 - Railways operation under Federal and Provincial regulations
 - Efforts to pursue WC are coordinated with the BC Safety Authority, Transport Canada and the railway companies.
- The Roberts Bank Rail Corridor (RBRC) project was primarily intended to address safety and road capacity issues as a result of increasing rail traffic grade. A funding partnership was developed with the Federal, Provincial and Municipal Governments, Vancouver Port Authority and the railway companies. WC should be achieved in 2015 along the corridor as a result of the project.
- Municipal versus railway obligations/requirements related to rail crossings. Transport Canada concerns about the current arrangements include:
 - Standards/policies versus guidelines;
 - cost sharing formula acceptance required between the Road Authority and railways;
 - the policy lacks process to resolve disputes;
 - trespassing issues require clarification;
 - road authority is responsible for clearing sightline for the private property owners; and
 - a consistent WC process is needed.
- The City is working with FCM on:
 - Obstruction of grade crossings;

- Canadian Rail Operating Rules (CROR) – "no part of train/engine may stand at a public crossing for longer than five minutes";
- no rule for slow moving trains;
- distance to the next crossing (3 km or more); and
- safety assessments to be conducted every 5 years.

There are challenges, since there are now very long trains that could take up to 10-12 and perhaps even up to 15 minutes to make a crossing in the Crescent Beach area. Because of the rail structure along the water the speed is approximately 20 km at this section so it takes a long time to cross.

- Update on BNSF trestles
 - BNSF was contacted and the trestles will be updated shortly. The delay is negotiations with various parties and the required permits which including permits from First Nations and environmental agencies. No agreement has been reached between BNSF and First Nations at this time.
 - Staff to follow up regarding environmental permits
- FCM Representation
 - Surrey & Richmond are represented on the FCM Steering Committee to Transport Canada
 - Blocked highway-railway crossings are an increasing safety concern.
 - Study will review literature on railway operational reasons for blocking crossings; relationship between increased urban development near railway facilities and blocked crossings; and road user behaviour at blocked crossings and countermeasures to avoid risk taking behaviour. The study will be completed in April 2014.
- Movement of Dangerous Goods
 - Undisclosed Dangerous Goods – regulations have recently been changed, by Transport Canada, wherein the yearly aggregate information on the nature and volume of dangerous goods transported through communities must be disclosed to the cities and municipalities they are travelling through.
- Transport Canada Standards/Policy Update
 - Gazette I is expected in January/February 2014.
 - There will be a 90 day comment period following this and staff will inform the Committee as soon as this begins to form a coordinated reply.
 - The standards/policy updates coming into force will be the date of tabling in Gazette II (May/June 2014).
 - Basic standards for existing crossings come into effect 7 years after coming into force, but the full standard will apply to new crossings as of Gazette II.
- Going Forward – Safety Assessments

- prioritize and speed up the grade crossing assessment;
- initially planned for two years, however it will be completed in one year;
- plan to go to BC bid in March 2014;
- complete the project by end of 2014; and
- provide assessment details for all of the Surrey crossings.

The Committee thanked staff for the updates and requested that the Committee be kept up to date.

The meeting varied

1. Rapid Transit Update

File No. 8630-01

The Transportation Manager provided an update on Rapid Transit and noted the following:

- the proposed LRT Corridors consist of 26 k of LRT routes and up to 19 stations
- the cost will be confirmed with further design work, but the City's consultant has estimated about \$1.8 billion as compared to TransLink's estimate which is over \$2 billion
- Main features of the Surrey LRT would include:
 - high quality accessible rail-based transit with 100% modern low floor vehicles;
 - be integrated with traffic and stations would be transparent, accessible and spaced to shape and/or support land use decisions; and
 - train lengths would be flexible and configured to meet demand and operational efficiency.
- In North America there are currently LRT systems in the US (23), Mexico (3), Canada (3), Calgary (1) and Edmonton (1)
- The oldest system is Boston's Green Line which began in 1897 and the newest is Seattle's 25 km/13 station LRT system which was completed in 2009. 2012-13 saw expansions of the LRT systems in Denver, LA, Dallas, Salt Lake City, Sacramento and Pittsburgh.
- Calgary is 2nd busiest LRT operation in North America and was first completed in 1981 and plans to expand in the future.
- Edmonton also plans to expand and Ottawa's Confederation Line is under construction.
- Kitchener-Waterloo and Brampton-Mississauga have LRT systems in the design stages and Surrey and Toronto (MetroLinx) have systems in the planning stages.
- Surrey's LRT would be the 4th busiest system in North America on opening day.
- Portland (1986) has a mature network with mixed traffic operation in suburban and city centre environment and Edmonton is currently testing

the new low floor LRT (3.5 km extension). The new Edmonton line has combined mixed traffic and segregated operations. Both Portland and Edmonton operations/development will inform Surrey LRT Planning.

- Continued discussion on systems that would best inform Surrey and the TIC to be brought back to next committee

There were no comments from the Committee.

2. **Truck Parking**

File No. 5480-01

The Truck Parking Coordinator and the Transportation Manager updated the Committee on the availability of truck parking and opportunities along the Hwy 17 corridor, noting the following:

- it is estimated that 6,100 trucks are registered in Surrey with Licensed GVW over 5,000 kg.
- a large amount of the trucks associated with businesses. There are also 7 authorized sites with 6 approved TUP sites and 17 TUP applications in process.
- Parking Location Categories are:
 1. Authorized and "In-Process" TUP Sites have 2,370 spaces;
 2. developed residential zones have no trucks;
 3. Agricultural Land Reserve has 250 trucks;
 4. parking association with a business (an estimated 40% of the total trucks) 2,440 trucks (est); and
 5. unauthorized industrial/commercial sites (zoned or designated houses the balance of the trucks which is estimated at 1,040.
- Current demand is being met
- based on staff observations there is approximately 10-15% availability on sites within categories 1 and 5.
- The estimated numbers for category 4 and 5 will become more accurate through the commercial/industrial enforcement phase.
- ALR enforcement phase will be completed by April 2014 and current supply will be sufficient to relocate displaced trucks.
- Industrial/Commercial Enforcement phase will start December 2014.
 - preliminary observations show there should be sufficient capacity at the end of the enforcement process.
 - there is some uncertainty if all unauthorized site will continue to operate; and
 - as a proactive measure staff will develop a contingency strategy to deal with potential shortfall should it be required.
- Preliminary Shortfall/Contingency Strategy

- contact owners of suitable vacant lands to encourage development of truck parking facilities;
- review capacity of private truck parking facilities in Delta along Hwy. 17 corridor in close proximity to Surrey; and
- consider acquisition of suitable surplus land which could be used for either truck parking or other viable development by the Surrey City Development Corporation. Contact the Province/Ministry to see if there is a way Surrey could work with them to have sites approved (surplus land) for this type of use.
- Hwy 17 Corridor – Along the corridor staff have identified:
 - sites currently being used for parking trucks either as unauthorized parking facilities or related to the permitted businesses;
 - vacant properties owned by the BCTFA – further effort is required to confirm suitability for truck parking purposes; and
 - vacant private properties – upon further review of their suitability for truck parking, property owners will be contacted to encourage this use.

The following comments/questions were made/posed by the Committee:

- The trucking issues is a regional issue:
 1. Has support been gained through the Metro Transport Committee?
 2. Has an assessment been done as to where the trucks are coming from? Is Surrey bearing a truck parking burden from adjacent municipalities?
 3. Has Richmond been approached to see if they have the same problem?

Staff responded that no in-depth research had been done and that contacting Delta and Richmond would be a good idea.

Staff was asked to have discussions with CN Rail regarding the opportunity for truck parking on their surplus land. Staff were also asked to look at strata model to offset costs to construct a truck parking facility, whereby each trucker would own an individual truck parking stall.

The Committee clarified to staff that they were not seeking city acquisition of property for the purposes of operating a truck parking facility.

Staff was requested to consider a pilot for resident only parking in the Clayton area. Currently, work vehicles park around the townhouse complexes on weekends, taking up the available on street parking. This type of pilot should also be considered in South Surrey to deal with the current parking issues related to the South Surrey Park'n Ride.

4. **School Pedestrian Crossings** File No. 0510-20 / 5400

The Transportation Planning Manager provided an update on school safety projects including pedestrian crossings and made the following comments:

- Construction of the new traffic signal on 128 street close to Princess Margaret Secondary School has begun;
- The 2014 design and construction program has a value of approximately \$4.1 million and will complete all the approved short term projects from the 150 school safety reviews. Of the 325 approved short term projects identified, 87% have been completed to date.
- 40% of approved intermediate term projects (75 projects) will also be completed as part of the 2014 program. 15-20% of approved medium term projects have been completed to date.
- Review of 70 potential projects, involving site visits, pedestrian and vehicle counts, public consultation, are continuing and additional projects will come forth through a second review.

Types of Schools projects:	Short Term	Long Term
Crosswalks/curb bulges/signals	25%	22%
Parking/signage	33%	5%
Traffic calming	14%	6%
Sidewalks	5%	52%
Other	22%	14%

“Other” projects include miscellaneous signage, pavement markings, tree trimming, signal etc.

- 2014 construction program - approximately \$4.1 M and involves:
 - 21 schools – 12 elementary, 6 secondary and 3 independent;
 - 22 upgraded crossings; 13 curb bulges, 6 activated flashing crosswalks, 2 pedestrian signals and 1 full signal;
 - 4 traffic calming projects;
 - 12 new sidewalks, includes all approved school pedestrian crossing improvements including Princess Margaret Secondary.

In response to the question of educating students regarding safety, staff responded that the City is working with the schools to help in the education and are encouraging schools to ensure that students are aware of safety issues. Training and education on operating bicycles will continue and staff is assessing the merits of additional rules of the road training in schools.

The committee asked staff to develop additional information for the public about the Safe and Active School Program including the upgrades that will be completed around Princess Margaret School.

D. NEW BUSINESS

- 1. Bon Accord Creek Bicycle and Pedestrian Overpass**
File No. 5400-03

The Transportation Planning Manager presented the topic of the Bon Accord Creek Bicycle and Pedestrian Overpass - Port Mann Bridge to Surrey City Centre – neighbourhood cycling route making the following comments:

- The proposal is for a 5.1 km neighbourhood cycling route from the Port Mann Bridge/Fraser Heights to Surrey City Centre. The route will be suitable for seniors and younger cyclists.
- This would be the second neighbourhood cycling route in Surrey, the first opening in 2012 was Ocean Park to Semiahmoo Town Centre.
- Work for the new Bon Accord Bridge Crossing would involve a crossing at 109 Avenue between 143A & 144 Streets, several improved or new pathway connections and new cycling signage and pavement markings.
- Up to \$1,159,870 (50% of the project cost) funding is from Gateway Program (MOTI) with a requirement that works to be constructed by December 2014.
- There currently is limited cycling infrastructure presently north of 108th.
- A public open house was held on December 2, 2013 at Ellendale Elementary school:
 - Promotion of the event included:
 - 800+ households along the route were contacted via mail out;
 - promotion won the City's website and through social media; and
 - newspaper adverts in the Surrey Now and Surrey Leader.
 - 34 people attended the open house and 25 comment forms were received. 65% supported the cycling route and 56% supported the Bon Accord Bridge.
- City staff has met on-site on a number of occasions with property owners adjacent to the bridge to discuss concerns and comments.
- 14370 – 109 Avenue and 109-12 143A Street – fencing or hedging will be installed to separate the bridge from private property and current paving and vegetation within 109 Avenue road allowance will need to be removed for bridge construction. The current driveway accesses to the road will remain.
- 10897 144 Street a long-time resident demonstrates opposition to crossing location, advocating for a 108 Avenue or 110 Avenue crossing. This property is included on an acquisition list for a future City Park. The resident does not want change and would like to see Bon Accord developed into an exercise route but his fundamental point to the City is by having the crossing at 110 Avenue the route could be accessed immediately and link directly into Invergarry Park. .
- The key point to the City is that crossing the creek at 109 Avenue is half the distance than at 110 Avenue and approximately twice the cost would be incurred by a crossing at 110 Avenue. The dollar investment is not justified

to go the 110th route. Re-design of the planned overpass would also be required.

- 108th Avenue has been suggested as an interim solution – improvements to north sidewalk along 108th Avenue would have to be performed. Staff indicated that they would not wish to see 108 Avenue used, even as an interim route due to limited boulevard width and high traffic volumes.
- Parks, Recreation and Culture Department is currently acquiring properties in order to develop a park along 144 Street and to provide protection to the Bon Accord Creek and ravine. 3 properties remain to acquire.
- There will be some tree removal and the bridge will require some vegetation removal. A 3.5 m wide bridge deck and an approximate 3 m clearance on both sides of the path for safety and security reasons will be required.
- 3 significant trees are affected by the project and will require removal. Some or all of the impacted trees may be topped off beneath the bridge deck in order to preserve the ravine and creek habitat below.
- Next steps/recommendations
 - finalize design for bridge and pathway improvements;
 - establish mitigation measures with adjacent property owners of bridge and implement as part of the project; and
 - that the Committee make resolution.

It was

Moved by Councillor Steele
 Seconded by Councillor Rasode
 That the Council endorses staff's

recommendation to proceed with implementation of the Surrey City Centre to Port Mann Bridge Neighbourhood Cycling Route which includes construction of the Bon Accord Bridge at 109th Avenue and other related works. Staff will continue to work on mitigating the project impacts to adjacent properties.

Carried

E. ITEMS REFERRED BY COUNCIL

No Items.

F. CORRESPONDENCE

1. Letter dated January 6, 2014 to the Minister of Transportation on New Westminster's stance to the Patullo Bridge Project.

The correspondence was received by the Committee

G. INFORMATION ITEMS

No Items.

H. OTHER BUSINESS

No Items.

I. NEXT MEETING

The next Transportation and Infrastructure Committee will be held on **Monday, February 17, 2014** at the New City Hall in room 2.E. Community Room A, 2nd floor.

J. ADJOURNMENT

It was

Moved by Councillor Rasode
Seconded by Councillor Steele
That the Transportation and Infrastructure

Committee do now adjourn.

The Transportation and Infrastructure Committee meeting adjourned 5:35 p.m.

Jane Sullivan, City Clerk

Councillor Gill, Chair