

NO: R067

COUNCIL DATE: April 15, 2019

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **April 11, 2019**

FROM: **General Manager, Engineering**

FILE: **8630-20 (Hwy 99)**

SUBJECT: **George Massey Crossing Project
Goals and Objectives**

RECOMMENDATION

The Engineering Department recommends that Council:

1. Receive this report for information;
2. Endorse these additional/modified objectives for the George Massey Crossing project:
 - a. Assess and implement necessary improvements along the entire Highway 99 corridor within Metro Vancouver;
 - b. Include two lanes dedicated for transit priority to enhance transit speed and reliability and accommodate future rapid transit expansion; and
 - c. Integrate with regionally significant regional plans and strategies.
3. Authorize staff to share this report with the Ministry of Transportation and Infrastructure and continue to work with the Ministry on this project.

INTENT

The purpose of this report is to inform Council and seek endorsement of Ministry of Transportation and Infrastructure (“MOTI”) goals and objectives, with recommended changes.

BACKGROUND

MOTI appeared as a delegation to Council at the April 1, 2019 Council-in-Committee meeting to provide an update on the George Massey Crossing project. The update included a target schedule and proposed next steps. MOTI requested Council input and feedback on the draft project goals and principles. MOTI also sought to obtain Council support to work directly with City staff on developing and evaluating potential crossing options, as well as interim solutions to existing safety concerns.

The Province is seeking input on four preliminary goals/objectives:

1. Support sustainability of South of Fraser Communities:
 - Improve safety for all modes of travel;
 - Improve access to residential, commercial, educational and employment centres;
 - Manage congestion on the corridor;
 - Respect the cultural values of communities;
 - Enhance connections between communities;
 - Minimize impacts to agricultural land; and
 - Acknowledge the sense of urgency to move forward.
2. Facilitate an increased share of sustainable modes of transport:
 - Enhance transit convenience and facilitate future expansion;
 - Provide safe and convenient options for pedestrians and cyclists; and
 - Encourage higher occupancy modes of travel.
3. Enhance regional goods movement and commerce:
 - Improve reliability of travel for business and regional goods movements;
 - Enrich the BC tourism industry; and
 - Protect the Fraser River for fishing and transportation.
4. Support a healthy environment:
 - Minimize loss of habitat for fish, wildlife, birds and marine mammals;
 - Improve habitat quality and protect water quality;
 - Enhance land and marine-based recreation; and
 - Reduce greenhouse gas emissions and other air contaminants.

The Province will be confirming goals and objectives at the regional level at the TransLink Joint Planning Committee (held April 5, 2019), Metro Vancouver Finance and Intergovernmental Committee (held April 10, 2019), TransLink Mayors' Council (April 25, 2019) and Metro Vancouver Board (April 26, 2019).

DISCUSSION

Staff agree a new George Massey Crossing is needed to facilitate the efficient movement of people and goods across the region and are generally supportive of MOTI's proposed goals and objectives. Staff have recommendations for the objectives which are aimed at acknowledging the broader impacts of this infrastructure improvement while addressing current and future needs for improved transit.

Expand the Project Scope to Include South Surrey Interchanges

The scope of the original Reference Concept extended to the border of Delta/Surrey. The scope did not include any facility upgrades on Highway 99 east of Highway 91. Staff are concerned an expanded crossing will generate more traffic at already congested interchanges on Highway 99 in South Surrey, particularly at 32 Avenue.

Staff suggest, as part of the project, the Province realize the full benefit of this significant investment and assess the entire Highway 99 corridor within Metro Vancouver. This would include assessment of additional lanes through Delta and Surrey, as well as potential funding for new and upgraded interchanges at 32 Avenue, 152 Street and 24 Avenue.

Include Dedicated Transit Priority Lanes with Accommodation for Future Rapid Transit

Staff are concerned about the loss of the transit/HOV lanes on the bridge. The population of Metro Vancouver will continue to grow. In order to remain a successful and sustainable region, transit will need to capture a growing share of regional travel. Transit speed and reliability are key to growing ridership. Staff suggest the new crossing should include two lanes dedicated for transit priority, with an option to convert these lanes to rapid transit in the future.

Integrate with Key Regional Plans and Strategies

Staff believe any solution to the George Massey Crossing should be consistent with Metro Vancouver's Regional Growth Strategy and TransLink's Regional Transportation Strategy. Integration with these plans will ensure a holistic approach to regional mobility and goods movement. An integrated approach will also support the regional conversation about the future of mobility pricing, which can help manage traffic demand on the new crossing.

To address these concerns, staff recommend the proposed project goals and objectives be strengthened as follows:

1. To address concerns about congestion in South Surrey, add a new objective under the goal of "Support sustainability of South of Fraser Communities" to "Assess and implement necessary improvements along the entire Highway 99 corridor within Metro Vancouver".
2. To ensure transit speed and reliability is maintained and enhanced, modify the objective under the goal of "Facilitate increased share of sustainable modes of transport the objective" from "Enhance transit convenience and facilitate future expansion" to "Include two lanes dedicated for transit priority to enhance transit speed and reliability and accommodate future rapid transit expansion".
3. To ensure a holistic approach to regional mobility, add a new objective under the goal of "Facilitate increased share of sustainable modes of transport" to "Integrate with regionally significant plans and strategies".

Feedback to MoTI from Mayors of Affected Municipalities and First Nations

The Mayors of Delta, Richmond, Surrey, White Rock and Vancouver along with the Chiefs of the Musqueam Indian Band and Tsawwassen First Nation met to discuss the technical report on the George Massey Crossing and reached consensus on a number of issues which they conveyed back to Premier Horgan in a letter dated March 29, 2019. The letter is attached as Appendix I.

SUSTAINABILITY CONSIDERATIONS

The works of the George Massey Crossing project, including new and upgraded interchanges on Highway 99 in South Surrey within the scope of the George Massey Crossing, providing infrastructure to support transit speed and reliability, accommodating future rapid transit, and ensuring integration with regionally significant plans and strategies supports the objectives of the City's Sustainability Charter 2.0. In particular, these works relate to the Sustainability Charter 2.0 theme of Infrastructure. Specifically, these objectives support the following Desired Outcomes ("DO"):

- Transportation DO₁₁: An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations; and
- Transportation DO₁₄: Goods movement throughout the City is efficient and minimizes environmental and community impacts.

CONCLUSION

MOTI has requested Council input and feedback on the draft project goals and principles for the new George Massey Crossing. Staff are generally supportive of MOTI's proposed goals and objectives and suggest the following additions/modifications as described in this report to acknowledge the broader impacts of this infrastructure improvement including capacity concerns with the South Surrey interchanges and address current and future needs for improved transit:

- Assess and implement necessary improvements along the entire Highway 99 corridor within Metro Vancouver;
- Include two lanes dedicated for transit priority to enhance transit speed and reliability and accommodate future rapid transit expansion; and
- Integrate with regionally significant regional plans and strategies.

Staff recommend endorsing MOTI's goals and objectives, with the proposed changes, and that staff work collaboratively with MOTI to develop and evaluate potential crossing options, as well as identify interim solutions to existing safety concerns.

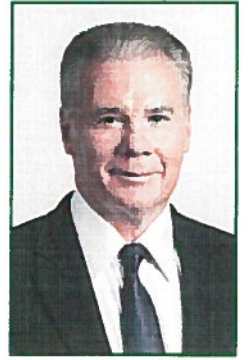
Fraser Smith, P.Eng., MBA
General Manager, Engineering

JB/PK/cc

Appendix "I" – Letter from Lower Mainland Mayors on George Massey Crossing Project



CITY OF DELTA
Office of The Mayor, George V. Harvie



March 29, 2019

The Honourable John Horgan
Premier of British Columbia
PO Box 9041 STN PROV GOVT
Victoria, BC V8W 9E1

Dear Premier,

Re: George Massey Tunnel Replacement Project

Following the release of the independent technical review of the George Massey Tunnel Replacement Project late last year, the Province referred the issue back to regional municipalities and First Nations to come up with a solution that could be supported as a region. We very much appreciate the opportunity to comment on this critical project, and to take advantage of the opportunity to have it align with current regional transportation plans.

We are pleased to report on the outcome of a meeting of key Metro Vancouver Mayors and First Nation Chiefs held on February 21, 2019. During this meeting, there was agreement that the Province should take immediate action to solve the traffic congestion problem at the George Massey Tunnel. With the timelines currently being contemplated by the Province, construction on a new crossing may not be completed before 2030 – a delay that greatly impacts the lives of tens of thousands of residents who make use of the tunnel each day, and the overall liveability of our region.

With respect to a replacement crossing, consensus was reached on the following issues:

- The project should address First Nation concerns regarding in-river works and fisheries impacts.
- The project should not create additional potentially costly, lengthy or prohibitive environmental challenges or reviews.
- The project should address the City of Richmond and Delta's concerns regarding local impacts at interchanges or access points, as well as minimize impacts on agricultural land.

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- To fully realize the benefit of this significant investment, the entire Highway 99 corridor should be evaluated for improvements as part of the crossing project including the existing congestion at the South Surrey interchanges.
- The project should address the City of Richmond and Vancouver's concerns regarding excess capacity, the risk of increasing vehicle kilometres travelled, and the potential to worsen congestion at the Oak Street Bridge and along the Oak Street corridor.
- The crossing should be designed to serve the needs of the region to at least 2100.
- The crossing should include six lanes for regular traffic including goods movement and two lanes dedicated for rapid transit bus, with dedicated facilities for cyclists and pedestrians, and include immediate access to enhanced rapid transit capacity at opening. It should also have the potential for conversion to rail in the future, including consideration for potential high speed rail.
- As it is now, all utility infrastructure, including BC Hydro power transmission lines, should be constructed underground in conjunction with the tunnel.
- Any solution must address the matter in a timely manner, hopefully with construction completed by 2025-2026.

Any solution that addresses these issues should also be consistent with Metro Vancouver's Regional Growth Strategy (Metro 2040) and TransLink's Regional Transportation Strategy, both of which promote sustainable transportation choices. The Regional Transportation Strategy update is currently underway and can provide the opportunity to further integrate the crossing as regional priority, as well as consider transportation demand management strategies to address municipal concerns.

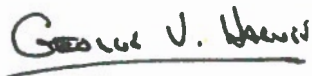
Our communities are those most directly impacted by tunnel congestion, and we have been successful in finding a solution that we can all support, including achieving consensus on the scale and defining parameters of the crossing. We believe only tunnel options, including a cost-effective deep bored tunnel if possible, should be considered. This is a solution that may satisfy all the aforementioned concerns, and any solution should address the matter in a timely manner.

Transport Canada is currently accepting applications through the National Trade Corridors Fund for projects such as this – we should be taking advantage of this significant funding opportunity for the new crossing.

As an interim measure to address the immediate traffic congestion at the tunnel, we request the Provincial government work with TransLink through Phase 3 of the Mayors' Council plan to provide additional funding for higher-frequency transit services to encourage people to leave their cars at home. We understand that curb improvements for more buses on Highway 99 have already been made, for example.

The Province of British Columbia will need to decide one way or another if it can support any proposal involving in-river works, given the First Nation and environmental concerns. That will set the direction for us to work collaboratively to find a solution to what is now one of the worst traffic bottlenecks in Canada.

Yours sincerely,



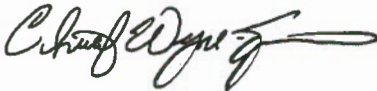
Mayor George V. Harvie
City of Delta



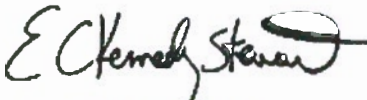
Mayor Malcolm Brodie
City of Richmond



Mayor Doug McCallum
City of Surrey



Chief Wayne Sparrow
Musqueam Indian Band



Mayor Kennedy Stewart
City of Vancouver



Mayor Darryl Walker
City of White Rock



Chief Bryce Williams
Tsawwassen First Nation

cc: Hon. Claire Trevena, Minister of Transportation and Infrastructure
Sav Dhaliwal, Chair, Metro Vancouver Board of Directors