



Item.....
Meeting..... 2006 June 19

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2006 June 14

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** PL 37500-07
Reference: Gateway Program

**SUBJECT: COUNCIL RESPONSE TO THE GATEWAY PROGRAM'S
"PROGRAM DEFINITION REPORT"**

PURPOSE: To provide Council with a recommended updated position regarding the proposed Provincial Gateway Program.

RECOMMENDATIONS:

1. **THAT** Council support the North Fraser Perimeter Road and South Fraser Perimeter Road projects contingent on the additional requirements contained in Section 5.1 of this report.
2. **THAT** Council advise the Hon. K. Falcon, Minister of Transportation that the City of Burnaby does not support the Port Mann / Highway 1 component of the Gateway Program.
3. **THAT** the Minister of Transportation be requested to initiate an expedited consultation process with the affected parties, including the GVRD, GVTA and local municipalities, that does not necessarily involve the twinning of the Port Mann Bridge or widening of Highway 1, but instead focuses on a thorough multi-criteria analysis of a range of options that responds not only to congestion issues, but also to land use, environmental and social considerations in efforts to reach a consensus on the best strategic choice as related to the goals and directions of the adopted Livable Region Strategic Plan.
4. **THAT** detailed results from the requested multi-criteria option analysis be released to the public, to allow for a more informed debate.
5. **THAT** the Minister of Transportation be requested to commit that no construction contract will be signed prior to completion of the above analyses and consultations.
6. **THAT** Council strongly request that the Provincial Environmental Assessment Office include induced land use impacts in the scope of the project assessment under the Provincial and Federal Environmental Assessment Acts
7. **THAT** Council strongly request that the GVRD participate in the Provincial Environmental Assessment Act Working Group reviewing the Port Mann/Highway 1 project, particularly as related to its cumulative effects on regional land use development patterns, land consumption, air quality and the goal and objectives of the Livable Region Strategic Plan (LRSP).

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 2

8. **THAT**, if the Province chooses to proceed with the Port Mann/Highway 1 Project, notwithstanding the City's position and request, Council request the Province to commit to the principles for the Port Mann/Highway 1 project as contained in the supplementary recommendation contained in **Appendix B**.
9. **THAT** Council send copies of this report to:
 - a. Minister of Transportation;
 - b. M. Proudfoot (Executive Director, Gateway Program),
 - c. Chair and Directors, Greater Vancouver Regional District, as Burnaby Council's response to the GVRD staff report dated 2006 March 30;
 - d. Chair and Directors, Greater Vancouver Transportation Authority, as Burnaby Council's response to the TransLink staff report dated 2006 April 10;
 - e. Members of the Legislative Assembly for Burnaby; and
 - f. The City's Transportation Committee, including the Bicycle Advisory Group.

REPORT

SUMMARY

The Province of BC is proposing to implement three major road construction projects in the Greater Vancouver Region under what is termed "the Gateway Program". This \$3.0 billion program consists of:

- the South Fraser Perimeter Road from Delta to the new Golden Ears Bridge and Highway 1 in Surrey and Langley (\$800 million);
- the North Fraser Perimeter Road from Coquitlam to Maple Ridge including a new Pitt River bridge crossing (\$400 million); and
- the proposed twinning of the Port Mann Bridge together with expansions of Highway 1 from McGill Street in Vancouver to 216th Street in Langley (\$1.5 billion).

The overall project has a contingency allowance of an additional \$300 million.

While this report recommends conditional support for the North Fraser and South Fraser Perimeter Roads, it does **not** support the twinning of the Port Mann Bridge or the widening of Highway 1 west of the bridge. This opposition to the Port Mann/Highway 1 component of the Gateway Program reflects the firm view that the proposal works against the adopted common objectives for regional growth management and shaping, as set out in the Livable Region Strategic Plan (LRSP) and Transport 2021. Furthermore, it is considered to have many negative implications for the City.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"
2006 June 19.....Page 3

The Greater Vancouver Region is recognized as one of the most livable regions in the world. Burnaby, which occupies an inner, central location in this region, has long been a supporter of strong regional planning recognizing that unmanaged, sprawl development will erode the livability of the region to the detriment of all. Over the next 25 years, the region's population will increase by 800,000 residents resulting in a population approaching 3 million. Where will these people live and work? How will their transportation and other service needs be met? To what extent should growth and change be influenced by public policy to achieve a higher level of livability?

These and other related questions were the crux of the LRSP. Staff are of the view that the current Port Mann/Highway 1 proposal is in violation of the four key elements (protect the green zone, build complete communities, achieve a compact metropolitan region and increase transportation choice) of the LRSP. The Port Mann/Highway 1 project is primarily oriented to "fixing" a congestion problem, but at the expense of a number of LRSP objectives. It is the view of this report that the bridge twinning and highway expansion proposal has serious shortcomings as the initial extra capacity provided will spur higher proportions of low density growth outside of the designated Growth Concentration Area (GCA), with that extra capacity filling up as time passes. It would also lead to a compounding of growth catering to single occupant vehicle drivers commuting increasingly long distances.

The world has changed since the LRSP was written. We now have accelerated global warming, a heightened awareness of the health impacts of auto dependency, and new concerns such as energy security. The principles and direction of the LRSP are needed today even more than they were in 1996. Instead of providing leadership in implementing these needed directions, the Port Mann/Highway 1 project sets an opposing course. A significant concern from staff's perspective is that a decision to advance the Port Mann/Highway 1 project will, by default, become a major determinant in defining the next generation of the LRSP that would be more about chasing growth, rather than trying to shape it through coordinated land use and transportation decisions.

Our review also indicates that traffic levels will increase in the City with further congestion at certain intersection areas which could result in an increase in the incidence of commuter movements through residential neighbourhoods. The City of Vancouver staff report on this topic also raises objections to the Port Mann/Highway 1 project and states that Vancouver will not be adding any extra road capacity to address the increased traffic travelling to and from the widened Highway 1. Traffic increases of greater than 10 percent are predicted as a result of the Gateway Program on portions of Gilmore Avenue, Sanderson Way, Willingdon Avenue, Canada Way, Wayburne Drive, Sprott Street, Norland Avenue, Kensington Avenue, Broadway, Burriss Street, Bainbridge Avenue, Government Street and Gaglardi Way. The City of Burnaby has done more than its share in historically accommodating expansions of east-west arterial capacity throughout the City (Marine Way, Kingsway, Canada Way, Lougheed Highway and Barnet/Hastings) to deal with regional traffic movements.

Burnaby, along with other communities within the GCA, are shifting away from a development form that reinforces the single occupant vehicle as the desired longer term mode of transportation. The Burnaby Official Community Plan (OCP) is guiding the transition of the

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 4

City to a more urban, dense and complete community. Significant components of this transition include the connection of Light Rail Rapid Transit to each of the City's four developing town centres, a reorientation of the bus system to provide the optimum connection to the centres, and progressive expansion of Burnaby's system of urban trails and bikeways. The framework for this pattern is set and implementation is occurring on a steady, incremental basis. The future of a livable region and its constituent municipalities is contingent on all levels of government working co-operatively towards a common integrated land use and transportation strategy.

City staff are of the view that a balanced and comprehensive comparison of a broad range of alternatives has not yet been presented, either in the Gateway Program Definition Report, or any of the studies that preceded it. We have been given a proposal that advocates one solution, rather than a demonstration that the Port Mann twinning and Highway 1 upgrading is the best overall solution for the regions' transportation and settlement issues – especially for a cost of \$1.5 billion. The region is at a critical crossroads in its overall development where key proposals such as the Port Mann/Highway 1 project will be a determining force in tipping the scale back toward past trends that the LRSP is attempting to address. While respecting the jurisdictional authority of the Province, there has never been a greater need for a coordinated Provincial/GVRD/GVTA land use and transportation strategy for the region.

What is needed is a meaningful and expedited consultation process with the affected parties focusing on a thorough multi-criteria analysis of a range of options that includes not only congestion issues, but also land use, environmental, utilities and social considerations with the intent of trying to reach a consensus on the best strategic choice. Such a review should focus on considering and evaluating other potential scenarios that do not necessarily include the twinning of the Port Mann Bridge or the widening of Highway 1. The City is prepared to dedicate the appropriate staff resources to help ensure that the review can be done on an expedited basis.

1.0 INTRODUCTION

The Province of BC is proposing to implement the Gateway Program of road construction in Greater Vancouver. On 2006 February 20, Council received a staff report on the current status of the Program, based on Gateway's Program Definition Report (PDR) that was released in January. More recently, a GVRD staff report dated 2006 March 30 and a TransLink staff report dated 2006 April 10 have provided regional perspectives on the Program. The latter two reports were received by their respective Boards which, without adopting the various motions, forwarded them to municipalities for comment. Copies of these reports have been distributed to members of Council under separate cover.

The purpose of the current staff report is to:

- Update Council on new information arising since the February 20 Burnaby report;
- Provide Council with the basis for further input on the proposed Gateway Program;
- Allow Council to respond to the recommendations contained in the GVRD and TransLink staff reports.

2.0 THE GATEWAY PROJECT COMPONENTS

The \$3 billion Gateway Program consists of three projects. As shown in *Figure 1*, they are:

2.1 South Fraser Perimeter Road (SFPR)

The South Fraser Perimeter Road is a new facility proposed as a four-lane divided roadway along the south shore of the Fraser River extending from DeltaPort Way in southwest Delta to the Golden Ears Bridge connector road in Surrey/Langley. The route will provide an alternate route connecting the BC Ferry terminal at Tsawwassen with Highways 1 and 15. All lanes are intended to be open for general purpose traffic, notwithstanding its intended primary goods movement role. The project is estimated to cost \$800 million and is to be completed in 2012.

2.2 North Fraser Perimeter Road (NFPR)

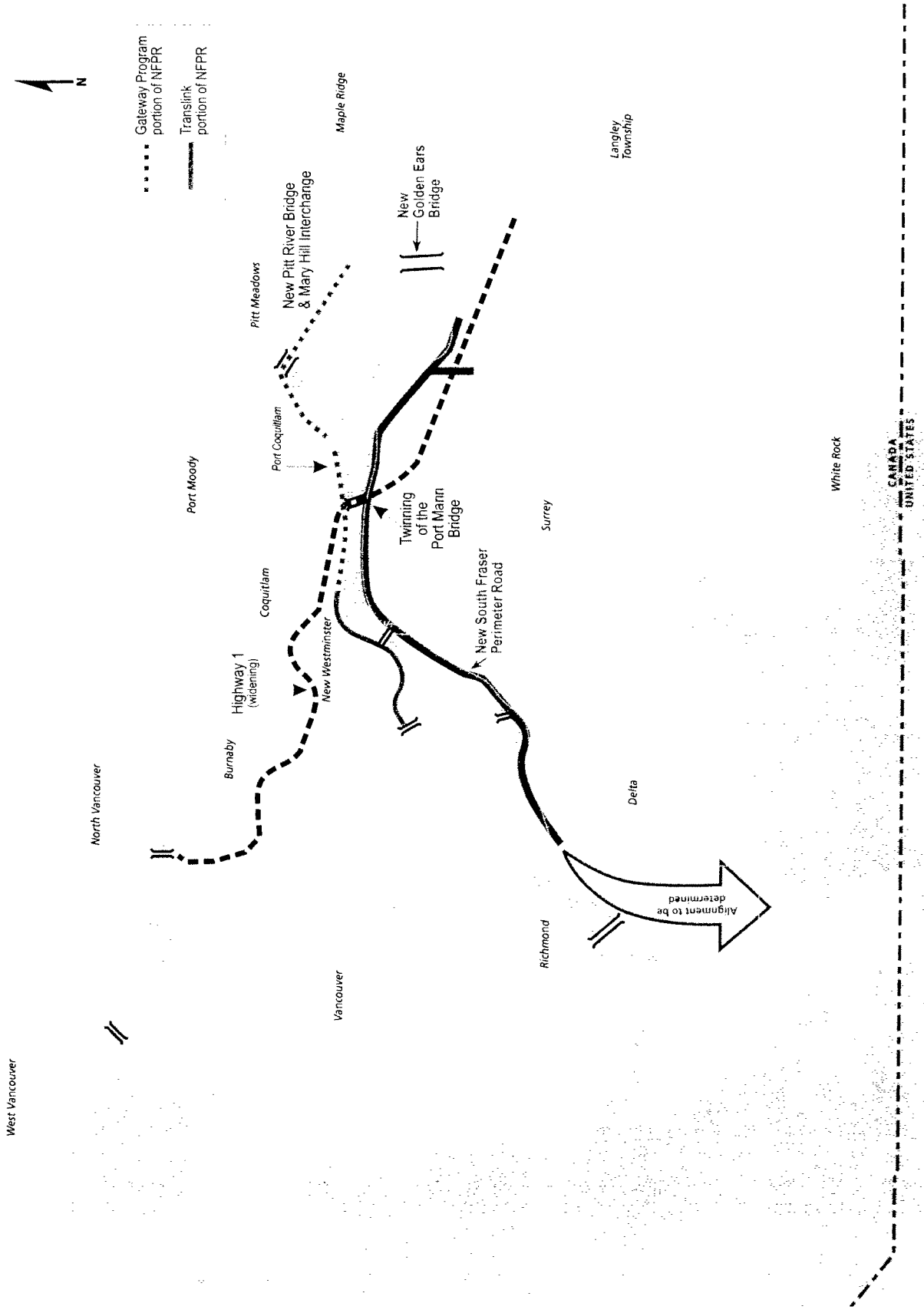
The NFPR represents a set of improvements on existing roads to provide an upgraded continuous route from the Queensborough Bridge in New Westminster to Maple Ridge. The Provincial Government's segment of this project extends from King Edward Street in Coquitlam to Maple Meadows Way near the border of Pitt Meadows and Maple Ridge. This segment includes a new high level Pitt River Bridge with six through lanes and an auxiliary truck lane in the eastbound direction. The Pitt River Bridge/Mary Hill Interchange project is estimated to cost \$400 million and would be completed in 2009 to coincide with the opening of the Golden Ears Bridge. It is not proposed to be tolled.

2.3 Port Mann/Highway 1

The Port Mann/Highway 1 proposal is the largest and most controversial component of the Gateway Program, perceived by many as being potentially damaging to the growth strategy provisions of the LRSP. This project is of greatest interest to the City of Burnaby and will be the primary focus of this report.

The proposed elements of the Port Mann/Highway 1 project include:

- adding one more lane in each direction (from four to six lanes) between McGill Street in Vancouver and Grandview Highway
- adding two more lanes in each direction (from six to ten lanes), to create a separated collector-distribution system between Grandview Highway and Douglas Road
- adding one more lane in each direction (from six to eight Lanes) from Douglas Road to Cape Horn
- reconstructing interchanges and/or overpasses associated with Grandview Highway, Willingdon Avenue, Wayburne/Westminster Avenue (new), Douglas Road, Spratt Street, Kensington Avenue, Gagliardi Way and Cariboo Road in Burnaby



Gateway Program Projects

Figure 1

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"
2006 June 19.....Page 7

- undertaking a major reconstruction of the Cape Horn Interchange
- twinning the Port Mann Bridge to add three extra lanes (total of eight lanes on opening day, with each bridge having four lanes), with provision for future Light Rail Transit; a toll in the order of \$2.50 per trip has been suggested
- adding two additional lanes in each direction (one general purpose and one HOV) from the Port Mann Bridge to 200th Street in Langley, resulting in an increase from four to eight lanes (both directions) in the expanded highway
- adding an additional lane in each direction from 200th Street to 216th Street where a new interchange would be constructed.

The Gateway Program Definition Report has not made commitments concerning the inclusion of HOV lanes, transit priority access to on-ramps, commercial vehicle priority access and tolls on the new and existing Port Mann Bridges. Instead, the report has included these as items for public consultation.

The Port Mann/Highway 1 project is estimated to cost \$1.5 billion with design and construction proposed to commence in 2008 and completion targeted for 2013.

3.0 THE GVRD/GVTA REPORTS

The two staff reports from the GVRD and TransLink are recent additions to the overall discussion and consideration of the Gateway Program. The reports recognize that the proposed improvements are related to a component of the provincial highway system for which the Province has jurisdiction. That said, both reports identify the fact that the Port Mann/Highway 1 project in particular has significant implications on the evolution of land use in the region, as well as to the functioning of the regional and municipal road systems. From our review, staff agree with the perspective of the GVRD, that the Port Mann/Highway 1 project presents a strong supply-side bias addressing an existing congestion issue in the corridor. The Gateway Program Definition Report does not attempt to present a convincing argument that this massive spending is in the long term best interest of the region. Neither has the Program attempted to obtain a consensus from the constituent members of the GVRD that the proposed improvements are a positive contribution to the adopted LRSP.

The GVRD and GVTA staff recommendations, as presented to their respective Boards, are included as **Appendix A** to this report.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"
2006 June 19.....Page 8

3.1 GVRD Report

The GVRD staff report is intended as a preliminary GVRD Board response to the Gateway Program, with a more detailed report to follow on regional land use, air quality and transportation.

The report identifies the GVRD's Gateway interests as: regional growth management objectives, the implications for local and regional air quality, the impacts on regional sewer and water utilities, and the impacts on the regional Green Zone and regional parks. It is noted that a meeting with the Minister of Transportation, requested by the Board on 2005 February 25, has not occurred.

The report also notes that the GVRD Board and the provincial government entered into a 'Master Implementation Agreement,' in 1996. Through the agreement, both parties committed to working together in a coordinated manner with respect to program proposals that will affect the Greater Vancouver region, and to work towards the implementation of the LRSP. The GVRD report indicated that "the status of this agreement is unclear."

With respect to the jurisdictional issue, the GVRD report notes that the Greater Vancouver Transportation Authority Act says that the GVTA must review and advise the GVRD, the municipalities and the provincial government regarding the implications for the regional transportation system of major development proposals and provincial highway infrastructure plans in the transportation service region. As stated, "this responsibility would appear to apply to the Gateway Program."

The report states that the Gateway Program's *goals* "... are consistent with regional growth management objectives and principles of economic, social and environmental sustainability." However, the report indicates a concern that the Gateway Program is primarily, though not exclusively, a supply-side approach to addressing these goals.

The GVRD staff note that the adopted LRSP and Transport 2021 together pursue the vision of a more livable region through a balanced application of several policy 'levers', including land use management, transportation supply and transportation demand management. They further indicate it is this last pillar of managing regional growth, transportation demand management, which has seen the least progress over the decade since the LRSP was adopted, and does not appear to be a fundamental building block of the Gateway Program. In particular, the road capacity increases being proposed by the province are not being brought forward in context with a comprehensive regional strategy for managing transportation demand to make the best use of existing and new transportation infrastructure, reduce auto-dependency and reinforce regional growth management objectives. Finally, the point is made that the Program has no clear strategy for maintaining the anticipated gains for goods movement over the longer-term as congestion levels on the new/expanded highways rise.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"
2006 June 19.....Page 9

Based on their review of the Program elements, GVRD staff have drawn the following main conclusions:

- That the Gateway Program *goals*, as stated, are supportable
- That the proposals to increase general purpose capacity on a twinned Port Mann Bridge, on a widened Highway 1 west of the bridge, and on the new Pitt River Bridge are not consistent with the LRSP
- That the NFPR, SFPR, Highway 1 widening east of the Port Mann Bridge and extension of HOV lanes in the Highway 1 corridor are supportable subject to:
 - inclusion of HOV lane capacity on the new Pitt River Bridge
 - prior development of strategies addressing affected agricultural and regional park lands, regional transportation demand management including regional transport pricing and tolling and regional goods movement
- That the Port Mann Bridge and Highway 1 projects should not proceed until the implications of the change to the GVRD Board's growth management objectives are thoroughly examined and it has been demonstrated that there are no practical alternatives which are more consistent with established priorities.

3.2 GVTA (TransLink) Report

The TransLink report provides a high-level overview of the Gateway Program, based on the PDR. It opens by making the key assumption that the Gateway Program "will proceed, much as outlined".

3.2.1 South Fraser (SFPR) and North Fraser Perimeter Roads (NFPR)

The report observes that SFPR and sections of NFPR have been in regional and municipal plans for many years, primarily to serve goods movement. The Pitt River Bridge is also seen as supporting TransLink's Golden Ears Crossing, and complementing the TransLink section of NFPR (from Queensborough Bridge to United Boulevard at King Edward Street).

With regards to both NFPR and SFPR, the report notes that "... the MoT will need to ensure that these two routes do not fill up with automobile commuters to the detriment of trucks. Moreover priority should be given where appropriate to alternative modes such as transit and cycling."

3.2.2 Port Mann / Highway 1

With regards to this component of the program, the GVTA report indicates that while widening Highway #1 and twinning the Port Mann Bridge are not identified on this scale in earlier plans such as Transport 2021 and the LRSP, it is considered that widening of this facility as outlined in the PDR (six through-lanes and two HOV lanes) is supportable. The rationale is that the highway widening and bridge twinning would facilitate goods movement and help address severe congestion that currently exists along the corridor. This support is conditional on the Port Mann facility being tolled, and tolls being recognized as an ongoing critical demand management tool. It is also conditional on having appropriate allocations of road space to support efficient use of the facility and offer attractive alternatives to commuters.

The report expresses concern with the current provincial policy that a free (un-tolled) alternative must be provided, and instead favours a more comprehensive program of tolls on multiple facilities. San Francisco and New York are cited as examples of cities where tolls are collected on a whole network of bridges and tunnels, with the revenues used to fund bridges, roads and some transit programs.

Particular concern is expressed about the use of the Pattullo Bridge as the free alternative, since it is at capacity during peak periods and has experienced a number of high-profile fatalities.

The report makes the distinction between “tolling” (typically at fixed rates, primarily for revenue generation) and “congestion management” (which uses variable rates to reduce peak demands and influence travel choices, and allows for revenues to be used for both road and transit projects). TransLink sees the Gateway Program as a fresh opportunity to explore and potentially implement the pricing strategies that are already present in the LRSP and Transport 2021

The TransLink report focuses on a number of other issues:

- Both the Northeast Sector and North Surrey / North Delta are included in the LRSP’s Growth Concentration Area, but movement between these two areas is constrained by congestion on the Port Mann Bridge. It further states that expanded highway facilities should be combined with a comprehensive demand management strategy that includes lane allocation, pricing measures on some components and transit investment.
- It is indicated that the Gateway Program should lead to benefits for the goods movement industry, but notes that an accompanying management strategy and pricing regime will need to be implemented to ensure that the travel time benefits and improved reliability for trucks can be sustained over time.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 11

- There is a concern that construction of the Gateway Program may result in traffic increases, and thus the need for improvements, on some elements of TransLink's "Major Road Network" (which consists of major municipal roads). The specific elements are not identified, but it is suggested that they would likely be in proximity to Gateway capacity increases, and would likely be dependent on the tolling strategy that is ultimately adopted. It is suggested that any such needed improvements be funded by Gateway Program.
- It is noted that volumes on the Pattullo Bridge could increase or decrease, depending largely on tolling policy. The bridge is old, with narrow lanes and is operating at capacity in the peak direction, at peak times. The report indicates that it is an appropriate time to consider the future of the Pattullo Bridge. The report recommends that such a review include the need to replace the structure itself, connections at either end, the potential role of the Stormont-McBride Connector (from 10th Avenue to Highway 1, in Burnaby), and synergies with the potential replacement of the parallel rail swing bridge. TransLink staff propose that the Province and the GVTA should develop a long term strategy for the Pattullo Bridge including its possible replacement prior to a final decision on the Port Mann improvements.

The TransLink report proposes a "complementary investment strategy" in order to ensure "that the network of roads and transit services in the region function as one optimal network." Suggested elements of such a strategy include:

- Evergreen Light Rail Transit Line from Lougheed Town Centre to Coquitlam Town Centre. The project currently has a funding shortfall in the order of \$230 million. It is proposed that TransLink cost-share up to 50% of the capital cost of this line with the Province.
- Pattullo Bridge improvement or replacement, to be determined prior to any action being taken on widening the Port Mann Bridge.
- Implementation of TransLink's section of NFPR (i.e., from Queensborough Bridge to King Edward Street) be taken over by the Province, with TransLink contributing the \$60 million that it has already committed to the project.

The TransLink report concludes by calling for the Province, GVRD, Fraser Valley Regional District and affected municipalities "... to examine the degree to which land use plans and controls may need to be reviewed as part of the Gateway Program." It suggests that "more definitive" plans may be needed to reduce the risk that the newly-expanded system will quickly re-congest. The report also favours a new economic development strategy for the region that explicitly addresses the needs of industry.

In summary, the main conclusions drawn from the TransLink report include:

- That the SFPR and NFPR are supportable, conditional on
 - (i) the Province taking steps to ensure the improvements to moving goods on the SFPR and NFPR are maintained over the long term as congestion increases; and
 - (ii) the Province assuming responsibility for the delivery of the North Fraser Perimeter Road from Maple Ridge to the Queensborough Bridge using the GVTA's currently committed contribution of \$60 million towards the cost of the NFPR
- That the Highway #1 / Port Mann Bridge improvements as outlined in the Gateway Program Definition Report dated January 31, 2006 are supportable conditional on the following:
 - (i) the introduction of tolls and other transport pricing mechanisms to fund, manage demand and promote efficiency in the use of the transportation system;
 - (ii) the introduction of 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, high-occupancy and goods movement vehicles ahead of single-occupant vehicles;
 - (iii) the Province does not promote the Pattullo Bridge as a free alternative to the Port Mann Bridge, due to the traffic diversion effects that may arise; and
 - (iv) 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.
- That the Province should include in its funding the provision of 50% cost sharing with the GVTA for capital expenditures on two major transit infrastructure projects that enhance the effectiveness of the Gateway Program including:
 - (i) Evergreen LRT Line between the existing Millennium Line and Coquitlam City Centre; and
 - (ii) Fast bus transit along Highway #1 with park-and-ride lots and exclusive bus-only access and egress to and from park-and-ride lots and the highway.
- That the Province ensure the budget for the Gateway Program includes funding for expenditures on the GVTA-funded Major Road Network and transit and cycling infrastructure that may be directly affected by the Gateway Program.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"
2006 June 19.....Page 13

- That the Province should work with the GVTA to initiate a regional dialogue on the role of transport pricing in the region, with the intent that a single pricing policy be developed for the metropolitan region to reflect the regional system of roads operating as one network with several owners and operators including the Province, GVTA and municipalities.
- That the Province examine opportunities with the Federal Government to expand the use of rail and marine transportation to move goods into, out of and around the region thereby enhancing the efficiency of the Gateway Program.
- That the Province consult with the GVRD to ensure that the GVRD has adequate powers to ensure that the increased road capacity across the Fraser River does not spur development that is contrary to the LRSP and any subsequent updates to the LRSP.

4.0 POSITIONS OF CITY OF VANCOUVER AND CITY OF NEW WESTMINSTER ON THE PORT MANN/HIGHWAY 1 COMPONENT

Staff have reviewed the reports on the Port Mann/Highway 1 proposal that have been prepared by our adjoining municipalities on the Burrard Peninsula. The City of Vancouver staff report of 2006 May 29 does not support the twinning of the Port Mann Bridge or the widening of Highway 1 west of the bridge. The chief objection is that the program is inconsistent with the City's Transportation Plan, which does not support road capacity increases for single occupant vehicles. The City has also indicated that it would not increase single occupant vehicle capacity on any of its streets to match any increases proposed by Gateway Program projects. The Vancouver report lists a number of items to be addressed should the Province decide to proceed with the proposed changes to the Highway 1 corridor. These include an examination of distance-based tolls, completion of a regional HOV strategy and identification of strategic transit system needs from 2021 to 2031.

In its staff report of 2006 May 29, the City of New Westminister also opposes the twinning of the Port Mann Bridge and widening of Highway 1 west of the bridge until an agreement is reached on full mitigation of the existing and future NFPR impacts on through traffic within their town centre. This opposition also reflects the City's need to receive answers as to whether twinning the Port Mann Bridge and widening Highway 1 is in fact the best investment to move people and goods in a way that supports local and regional livability.

5.0 THE CITY'S EVALUATION OF THE GATEWAY PROGRAM PROJECTS

5.1 SFPR and NFPR Components

Staff would agree with the conclusions of the GVRD and TransLink reports that the SFPR and NFPR components are generally consistent with the LRSP objectives and directions. We further agree with the following caveats as a basis for support of the SFPR and NFPR projects:

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 14

- The new Pitt River Bridge should include dedicated HOV capacity to allow for a contiguous HOV system to be established,
- Consideration should be given in the design of the Pitt River Bridge for cyclists and potential future LRT extension,
- Consideration should be given in the design of the NFPR for its integration with the New Westminster town centre and waterfront accessibility objectives,
- Within the SFPR, design provision should be made for high priority traffic including goods movement, transit, and cyclists,
- A strategy should be developed to ensure that the long term effectiveness of the SFPR as a goods movement corridor is maintained and that impacts on agricultural and regional green zone lands are addressed.

5.2 Port Mann/Highway 1

The Port Mann/Highway 1 project is by far the most significant component of the Gateway Program in terms of investment commitment and regional policy implications. Therefore, a discussion of the City's position with respect to this project has to start with its relationship to the LRSP and the City's Official Community Plan.

5.2.1 Relationship to the LRSP

Greater Vancouver's population is expected to grow by about 800,000 residents and 495,000 jobs over the next 25 years, resulting in a total population approaching 3 million and employment of about \$1.56 million. Where will these people live and work? How will their transportation and other service needs be met? To what extent should growth and change be influenced by public policy to achieve a higher level of livability and certainty?

These and other related questions were the crux of the LRSP in its proposal for a coordinated land use and transportation strategy to anticipate and manage future population and employment growth. The LRSP, adopted in 1996, was developed and organized around four fundamental strategies for growth management which included long term commitments to:

Protect the Green Zone – to limit urban expansion and protect important community health, ecological, recreation and resource lands in the region.

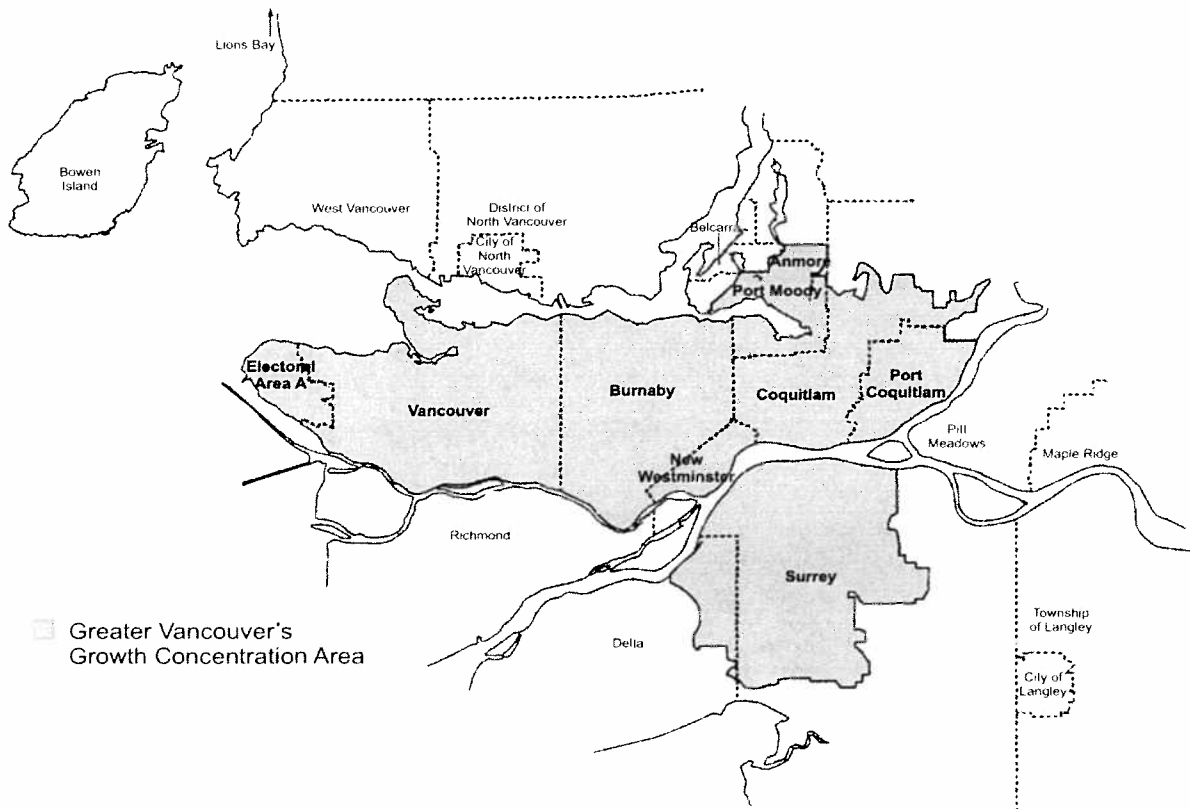
Build Complete Communities – to offer greater diversity, choice and convenience, where people could live, work and play without having to travel great distances.

Achieve a Compact Metropolitan Region – by concentrating residential and employment growth within the Growth Concentration Area or GCA (see sketch below), rather than spreading growth, to achieve a better balance of jobs and housing and to concentrate settlement patterns to support transit service.

Increase Transportation Choice - to reduce travel distances, emphasize transit, cycling and walking as priorities, encourage transit and carpools, discourage single occupant vehicle trips, and rely on public transit and other high occupancy forms of travel to provide the additional transportation capacity needed to respond to population and economic growth.

The concept of complete communities around the strategic development of a more compact metropolitan region has involved a strategy of focusing a higher proportion of metropolitan growth (i.e. an extra 1.2 million people and 0.6 million jobs over 30 years) within the region’s core communities, into the GCA. This strategy supports directing more growth into inner communities that can accommodate medium and high-density residential areas, rather than spreading higher proportions of growth out into the Fraser Valley. To quote from the LRSP:

“by focusing growth in the Growth Concentration Area, development pressure on the Green Zone would be reduced, it would be easier to provide a better balance of jobs and housing close together, and the more concentrated settlement pattern would support expanded transit service”



5.2.2 Impact on the Growth Concentration Area – Induced Land Use Change

An identified target of the LRSP's goal of achieving a compact metropolitan area is to accommodate at least 68 percent of the population growth by 2021 within the designated GCA (which occupies 46 percent of the urban land in the region). In the period from 1991 to 2006, the actual component of the regional population growth within the GCA has been about 65 percent. The most recent estimates from the GVRD indicate that 76 percent of the growth between 2006 and 2031 would need to be accommodated within the GCA in order for the LRSP objective of 68 percent within the GCA to be met.

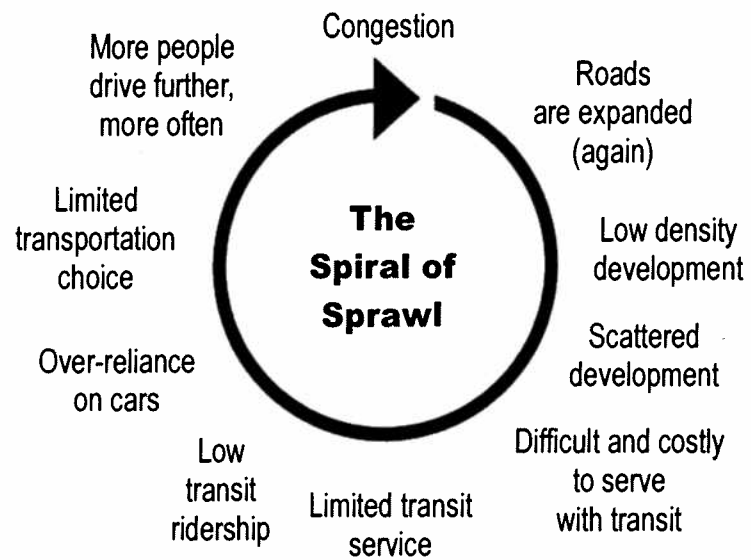
Given that only 65 percent of population accommodation has actually occurred within the GCA between 1991 and 2006, it is evident that the LRSP objective is already facing a significant challenge. To build what amounts to an expanded main street into suburbia will only exacerbate the challenge of meeting the GCA target objective. It will also promote further lower density growth in the outlying areas which was what the LRSP was trying to discourage in the first place. In other words, the Port Mann twinning and the Highway 1 widening commits enormous funds for an initiative that runs counter to the objectives of the LRSP, instead of an investment that more solidly backs the linked integration of the region's land use and transportation objectives. For example, the Gateway transportation model shows that the proposed road improvements will lead to reduced transit ridership on the Expo Line, Millennium Line, Canada Line and West Coast Express. Thus, in spite of the introduction of bus service on Port Mann, regional peak-hour transit ridership is expected to decline by 25,000 passenger-kilometres in 2031.

This concern reflects the principle that investment in transportation infrastructure tends to promote development in proximity to that investment. The Gateway Program states that, "Greater Vancouver has a highly regulated land use planning process" and that experience elsewhere indicates that, "the impact of the type of improvements proposed for Highway 1 have little effect on land use decisions" if a strong land use planning process is in place. Gateway officials are therefore dismissing the possibility that land investment decisions will be influenced by the completion of the Port Mann/Highway 1 project.

From the perspective of City staff, experience elsewhere indicates that projects which significantly alter travel times (such as Port Mann/Highway 1) have the greatest potential to induce land use changes. Local experience has also shown that construction of rapid transit has promoted transit-oriented development, whereas construction of the highway system has promoted auto-dependent development (urban sprawl). Examples of the former include the effect of the Millennium Line on Brentwood Town Centre, whereas an example of the latter would be the Alex Fraser Bridge, which had to be widened from four lanes to six after less than three years of operation in response to traffic volumes that increased by 65% in the corresponding period.

The Gateway Program’s position on induced land use has been contradicted by a recent real estate study examining the effects of the Gateway Program on the land values of outlying areas. As reported in the Vancouver Sun on 2006 May 30, the Real Estate Investment Network has released a report entitled “The Gateway Effect”, by Don Campbell and Russell Westcott. Campbell and Westcott stated that people measure commuting distance in minutes, not in kilometres, so as soon as you open up accessibility to a region, demand among people wanting to live there “skyrockets”. With the planned improvements along the Highway 1 corridor, the report concludes, for example, that the North Langley to Abbotsford area can expect a notable increase in value (caused by increased demand) as twinning of the Port Mann Bridge and Highway 1 expansion improves traffic flows for commuters.

It is therefore imperative to assess what impact such land use changes could have on the region and whether the Port Mann/Highway 1 project represents the most appropriate investment for moving people and goods while, at the same time, supporting regional and local livability. This is a key issue. The induced land use impacts should certainly be integrated into the Environmental Assessment for the project, as promotion of low-density, car-oriented development is perhaps the most significant environmental impact from this project. Inefficient land consumption will only add to the pressure on the Agricultural Land Reserve, Green Zone, and environmentally sensitive areas in the region. A singular strategy revolving around increased road capacity will result in increased numbers of single occupant vehicles being accommodated, which in the long term will exacerbate air quality and green house gas emissions. Once automobile oriented forms of sprawling development are given a renewed priority, they become more difficult to retrofit as feasibility for transit diminishes. This “spiral of sprawl” becomes a self fulfilling prospect.



While recognizing that travel demand and land use relationships are complex, the proposals for the Port Mann Bridge twinning and Highway 1 expansion, particularly on and to the west of the bridge, would tend to work against common objectives for regional growth management and shaping by:

- Shifting urban growth and contributing to higher levels of sprawl and lower density development outside of the GCA
- Increasing capacity for longer travel by single occupant vehicles by reducing travel times to and from outer suburban areas
- Reducing the ability of outer suburban areas to achieve a better balance of jobs to labour force by facilitating the movement of non-GCA people to the Burrard Peninsula employment areas.

5.2.3 LRSP Summary

For many years, Burnaby Council has been a strong supporter of the LRSP. This regional plan takes the approach that development of the region can and should be managed, with growth focused within the GCA, and the Town Centres.

City staff are of the view that the current Port Mann/Highway 1 concept is in violation of the four “pillars” of the LRSP: protect the green zone, build complete communities, achieve a compact metropolitan region, and increase transportation choice. The LRSP “... relies on public transit and other high occupancy forms of travel to provide the additional transportation capacity needed to respond to population and economic growth” and envisions “...a transit-oriented and automobile-restrained transportation system”.

It is acknowledged that the Port Mann/Highway 1 project is primarily oriented to “fixing” an existing congestion problem. However, this proposed solution is at great cost (including lost investment opportunities elsewhere) and involves the construction of more general-purpose road capacity which extends well beyond the GCA. While there may be some short term relief, the Port Mann/Highway 1 expansion will promote growth in outlying areas, promote auto-oriented development, and place additional development pressures on the Agricultural Land Reserve.

The world has changed since the LRSP was written. We now have accelerated global warming, a heightened awareness of the health impacts of auto dependency, and new concerns such as energy security. The principles and direction of the LRSP are needed today even more than they were in 1996. Instead of providing leadership in implementing these needed directions, this project sets an opposite course. A significant concern from the City’s perspective is that a decision to advance the Port Mann/Highway 1 project as proposed will, by default, become a major determinant in defining the next iteration of the LRSP. Indeed, the new regional plan may, by default, be more about chasing growth than trying to shape it.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 19

If Burnaby were a more isolated community on the periphery of the metropolitan area, and not bearing the brunt of regional through movements and traffic infiltration within our neighbourhoods, our level of concern about the integrity and backing of a strong regional planning framework might be less. However, as a city in the central area of the Burrard Peninsula between Vancouver on the west and the communities primarily to the east, we have a long history of experiences to show that the objectives of the LRSP are on the right track. The City of Vancouver in its submission shares this perspective and, as noted, is not making provision for any resultant increases in traffic that will result from the proposed Gateway initiatives.

5.3 Relationship to Burnaby Official Community Plan (OCP) and Transportation Plan

The adopted policies and directions of the LRSP have been fundamental to the City of Burnaby's Official Community Plan (OCP) and associated growth management objectives. The LRSP defined a long range role for the City of Burnaby as a GCA constituent, and the City responded with a revised OCP that has been structured to meet the population and employment distribution challenge that was requested.

The City's resulting OCP revolves around six strategic directions:

- A More Complete Community
- An Environmentally Aware Community
- A Community of Economic Development
- A Community with Increased Transportation Choice
- An Involved Community
- A Community within a Livable Region

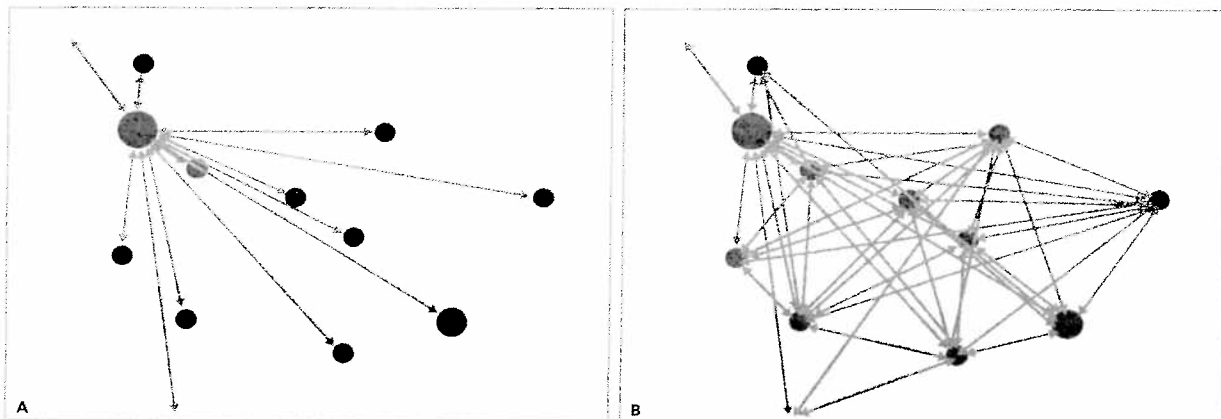
5.3.1 Land Use Framework

In pursuit of these directions, the City, along with other communities within the GCA, is shifting away from a suburban development form that reinforces the single occupant vehicle as the desired longer term mode of transportation. Instead, the OCP is guiding the transition of the City to a more urban, dense and complete community – one that facilitates livability, efficient land use and improved air quality. Key components of this transition are the connection of Light Rail Rapid Transit to each of the City's four developing town centres and a reorientation of the bus system to provide the optimum connection to the centres. By bringing people, jobs, housing, amenities and services into more accessible locations, communities become more compact. The framework for this pattern has been set; and implementation is occurring on an incremental and persistent basis. Considerable investments have been made in the rapid transit and bus transit systems and in advancing our cycling and urban trail systems to encourage alternate forms of travel. Significant private sector development has also occurred, and continues, in recognition of this development pattern.

The City of Burnaby has a demonstrated record in responding to our commitments to absorb a higher proportion of growth in the interests of the LRSP objectives. And even before the LRSP was adopted, the City has acknowledged its strategic location in the region and demonstrated its willingness to accommodate expansions of east-west arterial capacity throughout Burnaby. Given public and private sector investments made in conformance with the City's OCP directions, now is not the time for pursuing an approach that would erode progress made de-emphasizing the single occupant vehicle as the dominant mode of travel.

The Gateway Program Definition Report indicates that new commuting patterns are emerging in the Greater Vancouver area. The report indicates that Greater Vancouver no longer exhibits a predominant "suburb to downtown" commuting pattern. Instead, commuter patterns are becoming more and more dispersed and complex with people increasingly travelling from "everywhere to everywhere" as conceptually illustrated below. Recognizing this fact raises a basic question: why is such a priority and major expenditure being oriented to a single corridor?

As an illustrative example of a possible alternative approach, the question could be asked: to what extent could mobility in the region be improved through a combination of a system-wide toll on bridges combined with a \$1.5 billion investment in buses? A rough analysis by City staff suggests that such an investment would cover both the capital cost and 30 years of operating costs (salary, maintenance, fuel, etc.) for a fleet of about 270 buses. Such a fleet, coupled with suitable transit priority measures, would have a substantially greater carrying capacity than the concept put forward in the PDR and help structure the transit system around the multiplicity of activity centres within the region. This is an example of the types of solutions that have not been evaluated to date by the Gateway Program. More definitively put, is the currently proposed Port Mann/Highway 1 project the best investment of \$1.5 billion?



Change in Nature of Trips - There has been a shift in the traditional suburb to downtown travel pattern (A), to more complex travel patterns (B) as a result of increasing population and dispersed locations for job creation.

5.3.2 Transportation Choice

The role of transportation in achieving the desired directions identified in the City's OCP recognizes its implications to both residents and businesses in Burnaby, as well as to the broader regional influences. The transportation goals underlying the OCP include the following:

- *Move People Efficiently by Road* – primarily by focusing on improvements and programs that will carry more people in fewer vehicles to make optimal use of existing road facilities.
- *Reduce the Need for Travel* – by providing opportunities for people to live close to work, shopping and recreation in conjunction with rapid transit.
- *Promote Alternative Modes* – which include use of transit and carpools, as well as supporting movements by bicycle and foot.
- *Manage the Transportation System* – to actively manage and direct transportation improvements that result in changes to travel behaviour, reduced impacts to air and water, and improved, rather than degraded neighbourhoods.

For the City, pursuing these goals is a deliberate departure from past trends where east-west arterial routes were major structural elements and impediments to creating the type of cohesive community being aspired to. Marine Way, Kingsway, Canada Way, Highway 1, Lougheed Highway and Barnet/Hastings are all examples of primary arterial routes that the City has historically accommodated to deal with regional traffic movements. Each now has corresponding levels of congestion which have absorbed previous attempts to increase their capacity. Vancouver, by policy, has stated that it will be maintaining peak road capacity at existing levels and will instead be looking to transportation demand and transit solutions only. Further increases to east-west capacity in Burnaby would create a greater bottleneck at the Burnaby/Vancouver boundary. There is no rationale for changing our existing policy directions.

It is acknowledged that upon opening, an expanded Highway 1 through the City of Burnaby would result in a more efficient east-west flow of traffic given the added capacity. However, this initial extra capacity will be filled over time as the route attracts traffic and spurs on further growth to the east.

In 2003, Highway 1 within the City of Burnaby accommodated approximately 7,800 vehicles for two way traffic in the morning peak hour. At the time of the opening of the proposed improved Highway 1 corridor, Gateway estimates that the corresponding figure would increase to about 9,700 vehicles. By 2021 and 2031, it is estimated that the figures would increase to about 11,800 and 14,200 vehicles respectively.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 22

For several years, a team of Gateway staff has been building, enhancing, and using a transportation planning model based on the EMME/2 software. From this work, City staff have been provided with modelling results for only one concept, namely the "pre-design concept" of the PDR.

The model results for this one concept suggest that traffic volumes on Burnaby streets will, for the most part, decline slightly (on the order of 1% on average, or one year's normal traffic growth). In essence, the model suggests that the additional freeway capacity will accommodate trips that would otherwise have been made on the Burnaby road network. The model therefore anticipates that average volumes on Burnaby roads will be similar to those that would exist without Port Mann/Highway 1.

However, staff have some concerns with the Gateway model:

- The model does not account for the induced land use and increased auto dependency that are the likely outcome of a massive expenditure on increased road capacity. The predictions of *status quo* on City streets are therefore considered unrealistic.
- There are some areas where the model *is* predicting traffic increases as a result of the Gateway Program. Measured at peak periods in one direction, these increases typically range between 10% and 20%, sometimes higher. Locations with increases of at least 10% include parts of:
 - a. Gilmore Avenue
 - b. Sanderson Way
 - c. Willingdon Avenue
 - d. Canada Way
 - e. Wayburne Drive
 - f. Sprott Street
 - g. Norland Avenue
 - h. Kensington Avenue
 - i. Broadway
 - j. Burris Street
 - k. Bainbridge Avenue
 - l. Government Street
 - m. Gaglardi Way
- There are several impacts associated with the above traffic increases. The most obvious is traffic congestion. To the extent that the above increases are not offset by other decreases, City intersections will become more congested. In addition, some of the projected increases are on roads with abutting single-family residences. These residential areas will experience increased noise and localized emissions. The Province has offered no assurances that traffic impacts on City streets would be remedied by the Program.

- Through the procurement process, the ultimate project could differ from what has been modelled. The Gateway Program has again not provided any assurances that impacts to City streets, which could be worse than the pre-design concept, would be remedied by the Program.
- The model also predicts increased traffic volumes on roads leading into Vancouver. Peak-period one-way increases of at least 10% are predicted on sections of McGill Street and Grandview Highway. Lesser increases, typically between 5% and 10%, are predicted on parts of Hastings Street and First Avenue. The City of Vancouver has no plans to increase the capacity of its roads. That City's staff report of 2006 May 29 states that, "The Ministry of Transportation and the Gateway Program are being advised by City staff that, consistent with Vancouver's Transportation Plan, Vancouver will not be increasing general purpose vehicle capacity within the city to match any increases resulting from the Gateway Program's plans for the Highway 1 corridor." As these roads are already at or near capacity today, the predicted traffic increases would translate into increased congestion. These corridors will be among the new "choke points" in the transportation system with spill over effects into our adjacent roads.
- The Second Narrows Bridge is also predicted to have traffic increases as a result of the Gateway Program, on the order of 500 additional northbound vehicles and 400 additional southbound vehicles in the afternoon peak hour. In view of the existing capacity operation of the bridge, this will translate into increased delays for trips to/from the North Shore.
- In some parts of Burnaby, there are commercial / industrial areas in proximity to the highway. Access to these areas is affected, to some extent, by the adjoining freeway interchanges. Some of the initial interchange concepts brought forward to date would result in degraded access to these areas, and the Gateway Program has not provided assurances that access to these business areas would be maintained or enhanced.
- There is serious concern that the proposals for the Port Mann and Highway 1 expansion through Burnaby would:
 - decrease demand, interest and investment in the development of more urban, compact, and complete communities served by rapid transit in our Town Centre and Urban Village areas,
 - result in increased traffic flow and volumes on, and to and from, Highway 1
 - de-grade water and air quality by promoting higher single occupant vehicle movements.

- increase pressure at different locations on already congested intersections and feeder routes to and from Highway 1 and thereby exacerbate the incidence of commuter movements through residential neighbourhoods.

5.3.3 Environmental Considerations

One of our past legacies of urbanization has been a progressive degrading of our environment. A project of the magnitude of the Port Mann / Highway 1 expansion should ideally help to mitigate impacts of previous approaches. The project should have environmental goals built in at the outset, with a *range of project options* being evaluated against these goals. This has not been done. Goals should include protecting watercourses and habitat, protecting regional air quality, reducing greenhouse gas emissions, and mitigating noise impacts both directly and indirectly from the project.

The project will be subject to a Provincial/Federal environmental review, but staff are concerned about the scope and the comprehensiveness of the assessment. The Ministry of Transportation and Highways have submitted the proposal to the Environmental Assessment Office (EAO) for review under the BC and Canadian Environmental Assessment Acts. The EAO will be setting up a working group to advise the EAO upon the scope and content of the assessment. It is staff's understanding that the EAO will invite senior, regional, and local governments and First Nations to participate in the working group. The working group is advisory in nature with final decisions being made by the EAO (as an independent arm of the Provincial Government).

City staff are concerned that the Environmental Assessment may only address direct impacts from the footprint of the project (e.g. watercourse crossings), rather than evaluating cumulative project impacts on regional growth patterns and induced land use change (i.e. urban sprawl). As noted elsewhere, these induced impacts are among the most significant environmental and social concerns of the project, and so must be evaluated. Impacts include air emissions from automobile-oriented development, inefficient land consumption, and increases in impervious surfaces. In recent years, policy efforts such as the LRSP have sought to reduce, and even reverse, some of these trends. To this end, it is proposed that Council strongly request that the Provincial Environmental Assessment Office include induced land use impacts in the scope of the project assessment under the Provincial and Federal Environmental Assessment Acts. It is further recommended that City Council request that the GVRD participate in the Environmental Assessment Working Group, particularly as related to the cumulative effects of the project on regional land use development patterns, land consumption, air quality and the goals and objectives of the LRSP.

At a national and global scale, there is growing concern about the greenhouse gas impacts from transportation and land use initiatives. At a time when it is generally acknowledged that we need to reduce greenhouse gas emissions by 70% from 1990 levels¹, and

¹ Official Journal of the European Union; 2004 March 24.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 25

predictions of the consequences of failing to act are becoming increasingly dire², the need for urgent action continues to grow. This was reflected in a motion passed at a recent meeting of the Federation of Canadian Municipalities that "Municipal governments commit themselves ... to implementing policies and operational changes that will achieve a global reduction in greenhouses gas emissions of 30 percent by 2020 and 80 percent by 2050, based on 1990 levels".

In this context, governments need to be making investment decisions that reduce greenhouse gas emissions. Staff are concerned that Port Mann / Highway 1 project runs counter to this goal. Transportation sources make up 40% of greenhouse gas emissions in the region, and projects such as Port Mann / Highway 1 have a major role in shaping future emissions through the regional land use patterns that they promote. Some Gateway proponents (not Gateway Program reports) have alleged that greenhouse gas and air pollutant emissions would be reduced as a result of Port Mann / Highway 1. The PDR indicates that emissions from *congestion-related* idling will be reduced. While Port Mann / Highway 1 may reduce idling in the short-term, in the longer term, it is highly likely that the increased road capacity will lead to increased emissions from the higher volume of vehicles using the facilities.

Academic studies have reviewed the linkages between emission and congestion, and as Kenworthy (2003) observes "... increasing urban traffic congestion is frequently cited as being responsible for huge wastage of energy resources and extra emissions in cities. The results in this study run directly counter to this assertion. They indicate that as congestion increases, there is less car use, more motor cycle use, more public transport use and more use of non-motorised modes. Conversely, lower congestion reflected in higher average speed of traffic, is associated with more car use, less motor cycle use, less public transport use and less use of non-motorised modes. Overall, the results suggest that congestion acts as a brake on per capita car use"³.

5.3.4 Project Justification and Financing

The world's supply of oil is finite. Sooner or later, we will run out. Long before that, we will reach the point where we will not be able to extract oil at the high rates that we once did. At that point, consumption will be forced to decline. Current debate centres on when this peak will occur, with estimates ranging from the present to 30 years hence.

Clearly, this has implications for transportation, the number one use of oil in North America. In spite of repeated discussions with City staff over a two-year period, the Gateway Program has chosen not to analyze the impact of "peak oil" on their projects. They indicate that they are "following standard transportation planning/modeling conventions," which do not contemplate peak oil.

² Roach, John; "Global Warming is Rapidly Raising Sea Levels, Studies Warn"; National Geographic News; 2006 March 23.

³ Kenworthy, J.R.; "Transport Energy Use and Greenhouse Gases in Urban Passenger Transportation Systems: A Study of 84 Global Cities"; presented to Third Conference of the Regional Government Network for Sustainable Development, Notre Dame University, Fremantle, Western Australia, 2003 September 17-19.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 26

Indeed, those “standard conventions” evolved over a period of decades in which oil supply has been abundant and oil prices have almost always been lower than they are now. That is not today’s reality. In a time when sources as disparate as the U.S. Army Corps of Engineers⁴, Government of Sweden⁵, British Ambassador to the U.S.⁶ and cities of San Francisco⁷ and Portland⁸ are speaking out on the societal risks of peak oil, it would seem prudent to at least consider how peak oil could influence the demand for PMH1, and affect the ability of tolls to repay the construction costs. After all, project repayment is likely to extend 40 years into the future, by which time we will almost certainly be operating in a much different energy regime than exists today. We need to be looking at transportation solutions that decrease our dependence on oil, not increase it and acknowledge that “business as usual” is not good long-term planning. The necessary shift to lower emission modes (e.g. car-pooling, transit, cycling) will only be delayed by the provision of additional incentives (in the form of capacity) for the highest emitting mode.

5.3.4 Community Involvement

The analysis and public consultation conducted by the Gateway Program have been hampered by the need to conform to the project description that had already been provided publicly by the Minister of Transportation. This has left very little room for the consideration of alternatives. The PDR document focuses on a pre-defined solution, rather than an evaluation of potential multiple options.

At the same time, public debate on the Gateway Program has taken place somewhat in an information vacuum. The Gateway Program has not released any of the detailed analyses that underlie the PDR. City staff have access to somewhat more information than the general public, but not significantly so. There has been no information provided on any other alternatives, nor any detailed information on the benefit cost analysis. As such, the facts that would normally form the basis for an opinion of the project are unavailable.

Over the past 15 months, numerous municipalities and the GVRD have requested greater consultation with municipal and regional decision makers. These requests include:

- “...a joint assessment by the province, GVTA and the affected municipalities ...”
– City of Richmond, 2005 January 10
- “Request the Ministry of Transportation and Gateway Program staff to consult with the Board ...” – GVRD, 2005 February 25

⁴ Fournier, Donald F. and Westervelt, Eileen T.; “Energy Trends and Their Implications for U.S. Army Installations”; U.S. Army Corps of Engineers; 2005 September.

⁵ Vidal, John; “Sweden Plans to be World’s First Oil-Free Economy”; Guardian; 2006 February 8.

⁶ Manning, Sir David; “Energy: A Burning Issue for Foreign Policy”; speech at Stanford University; 2006 March 17.

⁷ Global Public Media; “San Francisco Board of Supervisors Passes a Resolution on Peak Oil”; 2006 April 25.

⁸ Energy bulletin; “Portland Establishes TaskForce on Peak Oil”; 2006 May 10.

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 27

- "... send a letter to the Premier of British Columbia and the Provincial Minister of Transportation requesting that ... a consultative process take place with affected municipalities" – City of Port Moody, 2005 March 22
- "... send a letter to the Premier of British Columbia and the Provincial Minister of Transportation requesting a consultative process take place ... with affected municipalities." – City of Coquitlam, 2005 April 4 (also endorsed by Bowen Island Municipality on 2005 May 9
- "that the alternatives referred to [above] be the subject of consultation with the GVRD, TransLink, affected municipalities and the public prior to advancing the proposal further" – City of Burnaby, 2005 May 30

Consultation with the public and with politicians, at the level proposed in the above motions, has not happened. The current round of public consultation has been narrowly focused on demand management measures, and discussion of the larger issues has been discouraged. City staff have heard from people who participated in the consultation process, and were dismayed at how they were discouraged from commenting on issues of importance to them. Rather, they were expected to remain within the narrow confines of the specific questions being asked by the Gateway Program. Similar concerns have been heard at the political level.

5.3.5 Other Opportunities

The Gateway proposals will also result in lost opportunities for funding support for priority regional and local transportation improvements related to transit and high-occupancy forms of travel. Drawing from reports on this subject prepared by the GVTA and the GVRD, the Gateway proposal largely fails to address established priorities for:

- making more efficient use of *existing* road facilities to move people and goods through the application of a program of road tolling, road pricing and other demand management measures
- making transit and other high-occupancy alternatives more attractive for commuters through management of supply and demand for general vehicle movements
- investing in facilities to support alternative modes of travel such as cycling and pedestrian facilities
- expanding the transit bus fleet to better serve communities and employment centres
- expanding rapid transit service such as provision of funding for the Evergreen LRT line and other rapid transit expansion opportunities

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"
2006 June 19.....Page 28

- investing in bus transit priority and queue jumper lanes
- providing for the replacement or significant upgrading of the Pattullo Bridge.

6.0 RECOMMENDED APPROACH

Burnaby Council and others, including the GVRD staff report, have stated that Port Mann / Highway 1 is not compliant with the LRSP. The Gateway Program asserts that failing to ease the bottleneck at Port Mann Bridge would be detrimental to the regional economy.

City staff are of the view that a balanced and comprehensive comparison of a broad range of alternatives has not yet been presented, either in the PDR or any of the studies that preceded it. The current round of public consultation is narrowly focused on the *popularity* of possible demand management measures, rather than a *factual* comparison of alternative solutions.

The PDR has stated quite clearly that if the improved highway and bridge improvements are not effectively managed through tolls and/or other congestion measures, current levels of congestion would be reached 5 to 10 years after project completion. This raises a number of questions for consideration:

- If, this in fact is the case, then what level of deflection to the already congested Pattullo Bridge is contemplated?
- What level of congestion reduction on the Port Mann bridge could be achieved if a toll were imposed on the bridge without a corresponding construction of a twin bridge?
- What would be the effect on travel demand and land use shaping of implementing a comprehensive tolling system on the crossings of the Fraser River?
- If a regional tolling system were implemented, would the allocated Port Mann/Highway 1 funds be better applied to the replacement of the Pattullo Bridge?
- What are the comparative benefits of expanding rapid transit service such as provision of funding for the Evergreen LRT line and other rapid transit expansion opportunities such as extensions to Guildford Town Centre or Newton with park-and-ride opportunities?
- To what extent would mobility issues be addressed by ramp metering on Highway 1, with priority bypass for transit, high-occupancy vehicle and trucks?
- What would be the cumulative effects of making transit and other high-occupancy alternatives more attractive for commuters through management of supply and demand of road space for general vehicle movements; investing in facilities to support alternative modes of travel such as cycling and pedestrian facilities; and expanding the transit bus fleet to better serve communities and employment centres?

To: City Manager
From: Director Planning and Building
Re: Council Response to Gateway Program's
"Project Definition Report"

2006 June 19.....Page 29

We have been given a proposal that advocates one solution, rather than a demonstration that it is the best overall solution for the region for \$1.5 billion. The region is at a critical crossroads in its overall development where key proposals such as the Port Mann/Highway 1 project will be a determining force in tipping the scale back toward past trends that the LRSP is attempting to address. While respecting the jurisdictional authority of the Province, there has never been a greater need for a coordinated Provincial/GVRD/GVTA land use and transportation strategy for the region.

What is needed is a meaningful consultation process with the affected parties focusing on a thorough multi-criteria analysis of a range of options that includes not only congestion issues, but as well land use, environmental, utilities and social considerations with the intent of trying to reach a consensus on the best strategic choice as related to the goals and directions of the adopted LRSP. Such a review should focus on considering and evaluating other potential scenarios that do not necessarily include the twinning of the Port Mann Bridge and the widening of Highway 1. The City is prepared to dedicate the appropriate staff resources to help ensure that the review can be done on an expedited basis.

To assist in such a process, the detailed results from the multi-criteria option analysis should be released to the public, to allow for a more informed debate. Furthermore, no contracts on the current proposal should be signed until at least after the above analysis and consultations have been completed.

If, notwithstanding the input received and requests made by the City, the Province chooses to proceed with the Port Mann/Highway 1 project, there are a set of principles that should be pursued and have been included in **Appendix B** of this report.



J.S. Belhouse
DIRECTOR PLANNING AND BUILDING

JSB/BLS/SR:tn
Attachments

cc: City Solicitor
Director Engineering
Director Finance
City Clerk

APPENDIX A: GVRD/GVTA STAFF RECOMMENDATIONS

1.0 GVRD STAFF RECOMMENDATIONS

- a) That the GVRD Board advise the Minister of Transportation that the Board:
1. Supports the overall goals of the provincial Gateway Program to improve the movement of people and goods in and through the region, improve access to key economic gateways, reduce vehicle emissions, facilitate better connections to transit and other alternative modes, improve the quality of life in communities, and improve road safety and reliability;
 2. Finds that the provincial Gateway Program proposals to increase general purpose traffic capacity on the twinned Port Mann Bridge, the widened Highway 1 west of the Port Mann Bridge, and the new Pitt River Bridge are not consistent with the Livable Region Strategic Plan;
 3. Supports the proposed North Fraser Perimeter Road, the new Pitt River Bridge, the South Fraser Perimeter Road, the widening of Highway 1 east of the Port Mann Bridge, and the extension of HOV lanes in the Highway 1 corridor, provided that:
 - i) The New Pitt River Bridge includes dedicated HOV capacity, or an appropriate commitment to introduce HOV capacity on the new bridge when congestion levels warrant it and when a contiguous HOV system is established;
 - ii) Prior to proceeding with the South Fraser Perimeter Road project, a strategy is developed, in consultation with the GVRD and affected communities, to mitigate and compensate for the impacts of this facility on agricultural and regional Green Zone lands, including regional parks;
 - iii) A comprehensive regional demand management strategy is developed, including regional transport pricing and tolling, in collaboration with the GVTA;
 - iv) A regional goods movement strategy is developed in collaboration with the GVTA and other regional partners to ensure that improvements to the movement of goods achieved through new or expanded roads and highways are maintained in the long-term as congestion levels rise;
 - v) Early and on-going consultation with the GVRD is undertaken regarding the impacts of Gateway Program projects on regional utilities, and that prior to these projects proceeding, agreements are reached between the

province and the GVRD regarding measures to protect, relocate and/or compensate for impacted regional utilities;

- b) That the GVRD Board request the GVTA Board to advise the Board on the implications of the proposals to twin the Port Mann Bridge and widen Highway 1 ahead of the timing assumed within the regional growth management strategy, specifically with regards to:
 - 1. Whether proceeding with these projects in a similar time frame as other provincial government transportation projects within Greater Vancouver, and regional transportation priorities identified in the GVTA's Strategic Transportation Plan and 10-Year Outlook, is the most efficient and cost-effective phasing of these initiatives for achieving regional transportation objectives;
 - 2. Whether deferring these projects and proceeding with the currently committed Golden Ears Bridge, replacement of the Pitt River Bridge, improved transit connections to the regional rapid transit system and the introduction of transportation demand management measures such as tolls, would adequately address the need to improve the movement of people and goods in this corridor;
- c) That the GVRD Board request the provincial Gateway Program to provide the GVRD with the land use and growth management assumptions used in the development of Gateway Program proposals;
- d) That the GVRD Board direct staff to report back on the results of the GVTA's analysis of the Port Mann Bridge and Highway 1 projects, the information provided by the Gateway Program on land use and growth management assumptions, and the implications of advancing these projects on:
 - 1. The timing and funding of regional utility programs;
 - 2. What new measures may be required to ensure that regional growth management objectives will be achieved in the affected parts of the region;
 - 3. The implications for Greater Vancouver's air quality and greenhouse gas objectives;
 - 4. The implications for regional parks and the regional Green Zone.

2.0 TRANSLINK STAFF RECOMMENDATIONS

The TransLink report recommends that the TransLink Board:

- a) Receives this report for information;
- b) Advises the Minister of Transportation that the GVTA supports moving forward with the South Fraser Perimeter Road and North Fraser Perimeter Road as outlined in the Gateway Program Definition Report dated January 31, 2006 and that the Board request:

1. 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; and
 2. the Province assume responsibility for the delivery of the North Fraser Perimeter Road from Maple Ridge to the Queensborough Bridge using the GVTA's currently committed contribution of \$60 million towards the cost of the NFPR;
- c) Advises the Minister of Transportation that the GVTA's support for the Highway #1 / Port Mann Bridge improvements as outlined in the Gateway Program Definition Report dated January 31, 2006 is conditional on the following:
1. the introduction of tolls and other transport pricing mechanisms to fund, manage demand and promote efficiency in the use of the transportation system;
 2. the introduction of 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, high-occupancy and goods movement vehicles ahead of single-occupant vehicles;
 3. the Province does not promote the Pattullo Bridge as a free alternative to the Port Mann Bridge, due to the traffic diversion effects that may arise; and
 4. 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;
- d) Advises the Minister of Transportation that the Board agrees with the Gateway Program's conclusion that Highway #1 is not the right location for a high capacity rail service and as an alternative, request that the Province include in its funding the provision of 50% cost sharing with the GVTA for capital expenditures on two major transit infrastructure projects that enhance the effectiveness of the Gateway Program including:
1. Evergreen LRT Line between the existing Millennium Line and Coquitlam City Centre; and
 2. Fast bus transit along Highway #1 with Park and Ride lots and exclusive bus only access and egress to and from park and ride lots and the highway;
- e) Requests that the Province ensure the budget for the Gateway Program includes funding for expenditures on the GVTA-funded Major Road Network and transit and cycling infrastructure that may be directly affected by the Gateway Program;
- f) Requests that the Province work with the GVTA to initiate a regional dialogue on the role of transport pricing in the region, with the intent that a single pricing policy be developed for the metropolitan region to reflect the regional system of roads operating as one

network with several owners and operators including the Province, GVTA and municipalities;

- g) Advises the Province that it supports investments in cycling as part of the Gateway Program and requests that the Province work with the GVTA and municipalities to clarify the level of resources available for cycling related improvements and to determine the optimum use of the funding including consideration of enhancing parallel traffic separated cycling routes such as the Central Valley Greenway and the BC Parkway;
- h) Requests that the Province examine opportunities with the Federal Government to expand the use of rail and marine transportation to move goods into, out of and around the region thereby enhancing the efficiency of the Gateway Program;
- i) Requests that the Province consult with the GVRD to ensure that the GVRD has adequate powers to ensure that the increased road capacity across the Fraser River does not spur development that is contrary to the LRSP and any subsequent updates to the LRSP; and
- j) Directs staff to forward a copy of this report to the Greater Vancouver Regional District and the member municipalities.

**APPENDIX B – SUPPLEMENTARY RECOMMENDATION RELATING TO
PORT MANN/HIGHWAY 1 PROJECT**

1. **THAT**, if the Province chooses to proceed with the Port Mann/Highway 1 Project, notwithstanding the City's position and request, Council request the Province to commit to the following principles for the Port Mann/Highway 1 project:
 - a. No increase in general-purpose lanes in the Highway 1 corridor (i.e., any new lanes to be dedicated to transit, high-occupancy vehicles, and/or commercial vehicles).
 - b. Tolling to be used for congestion management and shaping of transportation demand, with revenues used to support a range of efficient transportation solutions, primarily transit.
 - c. Transportation Demand Management measures to operate in perpetuity, not just for the time needed to pay for the project.
 - d. Province to pay for municipal road upgrades arising from traffic increases that result from the project.
 - e. Ease of access to and egress from commercial / industrial areas be maintained or enhanced.
 - f. Avoid any increased intrusion of through traffic into residential areas.
 - g. Bike lanes in both directions on all freeway crossings, plus Urban Trails at those locations shown in Burnaby's Official Community Plan (including Sperling Avenue), all to be funded internally by the project.
 - h. Cycling and pedestrian provision at Port Mann should be provided on the existing structure, using space freed up by Gateway's proposal to reduce the number of existing lanes to four.
 - i. The stated budget of \$50 million be taken as the lower limit for investment in cycling facilities.
 - j. All interchanges to be designed so that ramps intersect the arterial road network at well-defined intersections, rather than high-speed merge/diverge areas (for enhanced bike/pedestrian movements and better speed compliance).
 - k. The project to redress negative environmental impacts (noise, habitat, water quality, water table, etc.) arising from the earlier six-laning of the freeway, as well as new impacts arising from the current project, and do so in an aesthetically pleasing manner.

*Appendix B: : Supplementary Recommendation Relating to
Port Mann / Highway 1 Project*

*Re: Council Response to Gateway Program's "Project
Definition Report"*

2006 June 14..... Page 35

- l. Any offset mitigation required due to watercourse impacts in Burnaby be provided within Burnaby wherever possible.

- m. Provision of a level of capital funding for the Evergreen Line that is consistent with the previous levels contained within the original *SkyTrain Expansion Cost Sharing Agreement*