



Committee Meeting Date: April 7, 2006

To: Land Use and Transportation Committee

From: Hugh Kellas, Manager
Policy and Planning Department

Date: March 30, 2006

Subject: GVRD Response to the Provincial Gateway Program

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.

1. PURPOSE

This report provides a preliminary GVRD Board response to the provincial government's Gateway Program proposals to build or expand three major roads/highways in Greater Vancouver. The report outlines the proposals described in the Gateway Program's Program Definition Report, which was released in January 2006, and provides a high-level analysis of how the proposals relate to adopted plans, policies and mandates of the GVRD.

This report is brought forward at this time in order for the Board to be fully apprised of the province's intentions, and to ensure that regional interests and concerns are identified prior to the end of the Gateway Program's current round of public consultation (which is understood to end in late April/early May). A subsequent report is proposed to address the more detailed implications of these proposals on regional land use, air quality and transportation.

2. CONTEXT

Board Resolutions and Consultation

The GVRD has several key interests in the Gateway Program projects, including their relationship with 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.

The GVRD Board has passed resolutions on the Gateway Program on four separate occasions over the last two years. These resolutions are included in Attachment A. A GVRD

staff report on the preliminary Gateway Program proposals was presented to the Board on February 25, 2005. In consideration of that report, the Board requested a meeting with the Minister of Transportation and Gateway Program staff to discuss the Board's interests in the Gateway Program. That meeting did not proceed.

Gateway Program staff have been meeting with municipal staff and the GVTA about the overall Program and site specific issues, and have been working with the GVTA to identify potential transit improvements that could be developed as a result of the proposed projects. GVRD staff have attended several meetings of the Gateway Program Municipal Advisory Committee, and have advised that Committee on the regional growth management and transportation priorities for the subject corridors. That Committee has not met since mid-2005. Gateway Program staff briefed the GVRD's (former) Planning and Environment Committee on October 20, 2004.

The Gateway Program is conducting pre-design public consultation through April of this year regarding the proposals for the Port Mann Bridge and Highway 1 (which can be considered as one large project made up of many components). This consultation is focusing on the proposed interchanges, HOV expansion, transit and commercial vehicle priority measures, cycling improvements, and the potential use of tolls. The project will be subject to the harmonized federal and provincial environmental review process, with the pre-application process expected to begin this year. GVRD staff will likely participate in that review.

The South Fraser Perimeter Road project is also subject to a harmonized environmental assessment under federal and provincial legislation. The pre-application process is nearing completion, and the formal application process is expected to begin in the near future. GVRD staff have participated on the environmental assessment working groups which provided input to this process. Pre-design public consultation on individual elements of the project are either complete or underway.

Pre-design public consultation has been undertaken on the Pitt River Bridge and Mary Hill Interchange proposals. These projects are only subject to review under the *Canadian Environmental Assessment Act*, which is currently underway.

Overview of Gateway Program Proposals

Gateway Program proposals are described in detail in the *Program Definition Report*, published on January 31, 2006. This is the first public document to outline the full Gateway Program and its rationale. The summary report is included in Attachment B; the full report and background papers are available on-line at www.gatewayprogram.bc.ca. The following is a summary of the proposals.

Highway 1

- While there are some variations, the basic proposal is to add 2-4 lanes between McGill Street in Vancouver and 216th Street in Langley, resulting in a mix of 6-8 lanes in the expanded highway;
- Extension of continuous eastbound and westbound High Occupancy Vehicle (HOV) lanes are proposed for most of the corridor;
- Transit/HOV queue jumpers and commercial vehicle priority measures are being considered at several interchanges.

Port Mann Bridge

- The proposal is to construct a new, 4-lane bridge on the downstream or west side of the existing bridge. The new bridge would handle eastbound traffic, and the existing bridge would handle westbound traffic. Eastbound and westbound HOV lanes are proposed. A barrier-separated pedestrian and cycle path across the bridge is also proposed.
- The new bridge's foundations would be designed to accommodate a potential light rail facility in the future.
- The province is proposing, but not yet confirming, that the bridge would be a tolled facility, with an initial suggestion of a \$2.50 toll in each direction for passenger cars. Trucks may pay more and motorcycles may pay less. Reduced rates for High Occupancy Vehicles and off-peak periods are being considered.

North Fraser Perimeter Road

- The provincial government's portion of this project stretches from King Edward Street in Coquitlam to Maple Meadows Way near the border of Pitt Meadows and Maple Ridge. The GVTA portion extends west through New Westminister.
- The existing Pitt River swing bridges on Highway 7 would be replaced with a new, high level 6-lane bridge, with an additional auxiliary truck lane in the eastbound direction. The foundations would be designed to accommodate additional width in the event light rail transit is extended across the bridge in the future. HOV lanes are not included in the bridge proposal.
- A new Mary Hill Interchange would be constructed.
- The balance of the project is in earlier stages of planning, but may include intersection improvements at various locations, extension of the westbound HOV lane in Pitt Meadows, and widening of the Lougheed Highway to six lanes between Harris Road and the Golden Ears Bridge.

South Fraser Perimeter Road

- This new facility is conceived as a 4-lane, divided roadway/expressway along the south shore of the Fraser River through Delta and Surrey, including connections to adjacent industrial sites, highways and the new Golden Ears Bridge.
- All lanes will be open to general purpose traffic.
- There are two remaining alignment options for the southwest end of the facility in Delta where it connects to Highway 17 and provides access to Deltaport Way.

Estimated Program Costs

The Gateway Program's initial estimated project costs are as follows:

Highway 1 and Port Mann Bridge:	\$1.5 billion
South Fraser Perimeter Road:	\$800 million
North Fraser Perimeter Road:	\$400 million
Contingency:	<u>\$300 million</u>
Total estimated cost:	\$3 billion

Gateway Program Status

The Program Definition Report outlines the proposed timing of each project element, as described in Table 1 below. It should be noted that the three projects represent a major period of construction in the region going out to 2013, in some cases concurrent with other major transportation projects, such as those associated with the 2010 Olympic Winter Games, rapid transit expansion in two corridors, and other projects identified in the GVTA's

3-Year Strategic Transportation Plan and 10-Year Outlook. The timing and funding of Gateway Program projects may have implications for these other initiatives.

Table 1: Gateway Program Development Preliminary Schedule

	Port Mann Bridge/ Highway 1	SFPR	Pitt River Bridge Project
Pre-design consultation	2006	2006	Complete
Environmental Assessment	2006 - 2007	2006	2006
Start of Procurement	2007	2006	2006
Design and Construction	2008 - 2013	2007 - 2012	2006 - 2009

Source: Gateway Program Definition Report, January 31, 2006

Jurisdictional Context

The Gateway Program proposes bridge and highway projects that are primarily part of the provincial highway system, and therefore within provincial jurisdiction. Projects of this scale have significant implications for connecting roads and other facilities that are within local and GVTA jurisdiction, as well as the overall function of the regional transportation system.

The *Local Government Act* states that all bylaws, works and services of the GVRD Boards (including the GVS&DD and GVWD Boards) must be consistent with the regional growth strategy. This requirement may have implications for how the Board responds to specific elements of the Gateway Program.

In 1996 the GVRD Board and the provincial government entered into a “Master Implementation Agreement,” in which both parties agreed to work together in a coordinated manner to ensure their mutual involvement in “program proposals that will affect the Greater Vancouver region,” and to “work towards the implementation of the Livable Region Strategic Plan.” The status of this agreement is unclear.

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 to the regional transportation system of major development proposals and provincial highway infrastructure plans in the transportation service region. This responsibility would appear to apply to the Gateway Program.

Growth Management Implications of Gateway Program Proposals

Overall Comments

Gateway Program literature identifies a range of goals the Program is trying to achieve, including congestion relief, improving the movement of people and goods, improving access to key economic gateways, reducing vehicle emissions associated with congestion-related idling, facilitating better connections to transit and other alternative modes, improving the quality of life in communities by keeping regional traffic on regional roads, and improving road safety and reliability. These goals are consistent with regional growth management objectives and principles of economic, social and environmental sustainability.

The Gateway Program is primarily, though not exclusively, a supply-side approach to addressing these goals. However, the Livable Region Strategic Plan and Transport 2021, adopted in 1996 and 1994 respectively, 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 (TDM). It is this last pillar of

managing regional growth, transportation demand management, that 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. In addition, there is no clear strategy for maintaining the anticipated gains for goods movement over the longer-term as congestion levels on the new/expanded highways rise. As noted in the Transport 2021 Long-Range Transportation Plan, all of the policy levers must operate successfully and consistent with the Plan in order to achieve the region's objectives for growth management and transportation. If not, the Plan would require amendment.

North Fraser Perimeter Road

The proposed North Fraser Perimeter Road is generally consistent with the LRSP and associated GVRD mandates, although the additional general purpose traffic capacity over the new Pitt River Bridge is not part of the LRSP, and the province is not including HOV capacity on the bridge as called for in the Plan. These variances from the growth strategy could be addressed through the inclusion of dedicated HOV capacity on the new Pitt River Bridge, or an appropriate commitment to introduce HOV capacity when congestion levels warrant it and when a contiguous HOV system is established.

Concerns have been expressed about the possible impacts of this facility on downtown New Westminster. This is an important regional town centre which is expected to continue to grow as a job, service and housing centre for the region. As such, design and implementation of the proposed road should protect, and ideally enhance, the livability and attractiveness of this centre.

South Fraser Perimeter Road

The South Fraser Perimeter Road is generally consistent with the LRSP. However, there are several outstanding areas of concern: efficiency of the route for goods movement, Green Zone impacts (discussed later in this report), and impacts on waterfront accessibility.

The LRSP identifies the South Fraser Perimeter Road as an important goods movement corridor linking industrial areas to Deltaport, regional highways and other destinations. A large portion of the region's future industrial land supply is located south of the Fraser River, so this facility will play a key role in the future of these lands. The province's proposal does not at this time include significant priority measures for goods movement in this corridor (ie. dedicated lanes). While goods movement will no doubt be enhanced by this facility in the near term, the fact that it is being designed as a general purpose roadway/expressway, which may also function as an untolled alternative commuter route to the new Port Mann Bridge, draws its long-term effectiveness as a goods movement corridor into question. A clear strategy to maintain the goods movement improvements in the longer-term would be desirable, and should be part of a broader regional goods movement strategy.

Long stretches of this road would run adjacent to the Fraser River. While there are existing impediments to waterfront access in this corridor (eg. the railroad tracks), the proposed road could further sever the adjoining urban areas from the River's edge. While accessibility to the Fraser River waterfront is not an explicit GVRD mandate, building accessible, livable communities is a regional objective. It would therefore seem appropriate for this project to be designed in a manner that responds to this objective and offer adjacent communities the most accessibility to the waterfront that can practically be achieved.

Port Mann Bridge and Highway #1

The Gateway Program proposals for extending the HOV system and providing additional highway capacity east of the Port Mann Bridge are consistent with the LRSP. The proposed additional general purpose traffic capacity on the twinned Port Mann Bridge, and the widening of Highway 1 west of the Bridge, are not consistent with the LRSP. These latter components of the Gateway Program present the greatest challenge to the objectives for a compact metropolitan region and increasing transportation choice. The Board has previously identified a number of questions and concerns it believes should be addressed before these projects proceed (Attachment A). To date, the province has not directly responded to the Board's requests. The Program Definition Report and its supporting studies provide some relevant information, but there has been insufficient time to thoroughly review and assess the available information and identify the specific implications of these projects for regional priorities and the review of the Livable Region Strategic Plan.

The Port Mann Bridge and Highway 1 proposals appear to be based upon several assertions directly related to implementation of the Livable Region Strategic Plan: that the distribution of employment growth is not proceeding in a manner consistent with the LRSP, that emerging commuting patterns and congestions levels were not anticipated by the Plan, and that the region's transportation plans and priorities are either insufficient or inappropriate to address the region's travel and economic development needs. These assertions do not tell the complete story. For example:

- The ratio of jobs to labour force in the sub-region containing Surrey, White Rock, Delta and the Langleys increased during the 1990s, and the percentage of people who lived and worked within the sub-region grew between 1996 and 2001. Working towards a balance of jobs to labour force is an objective of the LRSP, since a good match between where people live and work decreases the need for long distance commuting. Having over 62% of the region's total industrial land supply and over 80% of the vacant industrial land located south of the Fraser River should reinforce this objective.
- The continued growth of major centres, such as Surrey City Regional Town Centre, will further reduce the need for people to travel out of their home sub-region. Surrey City Centre is likely to become one of Greater Vancouver's largest regional town centres, as evidenced by the over 800,000 square feet of occupied office space in the Central City Tower, the presence of SFU Surrey Centre, and continued demand for housing near this key growth centre for the region.
- The LRSP and Transport 2021 anticipated more complex travel patterns within the region, and called for new roads and transit investments to support these patterns and improve the links between major centres and sub-regions.
- Substantial investments in transportation infrastructure have been made by the GVTA since its establishment in 1999. While some transit targets established in the early 1990s have not yet been met, plans are in place and projects are underway to respond to the region's transportation needs through road and transit improvements consistent with the LRSP.

Notwithstanding the progress in managing regional growth and improving the regional transportation system, many issues remain and much work needs to be done. The issues raised in the Program Definition Report are real, and the underlying assertions require close examination, since they raise fundamental questions about the Board's growth management strategy, and the outcome will have a significant impact on the future growth of the region.

Transport 2021 acknowledged that in the long-term there may be a need to add additional lanes to various water crossings and highways within Greater Vancouver, including the Port Mann Bridge/Highway 1 corridor. However, within the 30-year time frame of the plan (ie. to 2021) the balanced application of land use controls, transportation supply and demand

management was seen as the priority before such projects should be contemplated. Advancing the Port Mann Bridge and Highway 1 projects far ahead of the timing assumed within Transport 2021 and the LRSP may in the end prove necessary, but should not proceed until the implications of this change on the 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.

Air Quality and Greenhouse Gas Implications

The Program Definition Report notes that the proposed projects may result in a small increase in vehicle emissions in 2021 over what would otherwise be expected if the projects did not proceed. This is likely the result of the emission improvements resulting from reduced engine idling being offset by increased traffic volumes induced by the expanded road capacity. While the increase may be small relative to the entire region's emissions, there is potential for these projected increases to have a disproportionate impact at the local level (ie. neighbourhoods in close proximity to the proposed routes). In addition, vehicles represent about a third of greenhouse gas production in Greater Vancouver. Minimizing the region's contribution to global climate change will be difficult without addressing transportation. It may be that the emission impacts could be further reduced through transportation demand management measures, such as the proposed tolls.

The GVRD is currently in compliance with the federal Canada-Wide Standard for ozone. However, future increases in emissions arising from transportation or other sources may lead to exceedances of this standard. Therefore, the potential impacts of the Gateway Program on the region's compliance with the Canada-Wide Standards should be evaluated.

To properly assess future air quality in the region, it will be important to understand how the projects will affect future growth and transportation patterns. A regional air quality assessment should provide estimates of future emissions and ambient air quality based upon scenarios with and without the Gateway Program. The assessment should also evaluate the implications of the projects for the objectives of the new Air Quality Management Plan (AQMP) adopted by the Board in October 2005. Staff understand that a regional air quality assessment of the entire Gateway Program is being prepared, and will advise the Board on the results when they are available.

Regional Utilities

The Gateway Program includes the construction of roads and bridges that could impact existing and planned GVRD utilities, unless proper coordination takes place. The best way to avoid negative impacts is for the Gateway Program to initiate and coordinate a process for the timely exchange of information and decisions regarding conflicts with regional utilities. In addition, an agreement should be reached between the GVRD and the province prior to any related construction in order to protect regional utilities, avoid service disruptions, identify and develop opportunities to pre-build some utility crossings, and address compensation to the GVRD as appropriate.

A preliminary list of locations where Gateway Program construction could affect existing or planned GVRD utilities includes:

- The Highway 1 widening project crosses the Douglas Road Water Main, the Barnston Island Water Main, and the Still Creek-Brunette River Drainage Area facilities. Also, unless the Gateway program properly manages additional rainwater runoff from the new pavement, there will be more runoff, which could result in a higher risk of flooding.

- The North Fraser Perimeter Road will likely cross the existing Port Mann Water Main, the planned Port Mann Water Main Crossing #2, and the existing Braid Street Sewer Overflow.
- The Pitt River Bridge replacement will likely be close to the existing Haney Water Mains #1, 2, 3.
- The new South Fraser Perimeter Road will likely be close to the existing River Road Water Main, the existing Port Mann Water Main, the planned Annacis Water Main #3, and the existing North Surrey Sewer Interceptor.

It will also be important for best management practices and standards to be agreed to prior to construction and operation of Gateway Program projects, in order to address runoff, sediment, erosion and other potential impacts on the environment.

Regional Parks and Green Zone

Gateway Program projects will have varying implications for regional parks. Proposed facilities such as the Pitt River Bridge could be an asset for the development and use of regional greenways. The South Fraser Perimeter Road raises concerns about impacts on the Burns Bog Ecological Conservation Area and access to Deas Island and Tynehead Regional Parks. The proposed widening of Highway 1 could impact Burnaby Lake and Colony Farm Regional Parks. These matters should be the subject of early and on-going consultation with the GVRD and municipalities during the design and implementation of these facilities, if they proceed.

An agricultural impact study has been commissioned as part of the environmental assessment process associated with the South Fraser Perimeter Road project, but the results are not yet available. Preliminary work undertaken by the Gateway Program suggests that up to 80 hectares of agricultural land may be required for the new road, and several farms may be severed by the right-of-way. A strategy should be developed in consultation with the GVRD and affected communities to mitigate and compensate for the impacts of the facility on agricultural and regional Green Zone lands, and to enhance habitat connectivity in the vicinity of the project.

In addition to regional parks, the Highway 1/Port Mann Bridge projects will pass through or adjacent to important agricultural, habitat and wetland areas. Potential impacts have not yet been determined, so it is not possible at this time to identify appropriate measures to mitigate these impacts.

The Pitt River Bridge and Mary Hill Interchange elements of the North Fraser Perimeter Road could potentially impact Green Zone and riparian areas along the Fraser and Pitt Rivers. Based on the associated *Canadian Environmental Assessment Act* Screening Level Report submitted in July 2005, and consultations with Gateway Program representatives, it would appear that appropriate measures are being taken to minimize these impacts.

3. ALTERNATIVES

The GVRD Board may:

- a) Provide a preliminary response to the provincial Gateway Program, in order to identify GVRD interests within the province's current round of public consultation, confirm which aspects of the Gateway Program are consistent with these interests (and under what conditions), and to indicate that the Board intends to provide further input once additional information is available and more detailed assessments of the Gateway Program proposals are complete. The staff recommendations reflect this approach.

OR

- b) Defer offering a preliminary GVRD response, pending more comprehensive analysis and discussion between the GVRD, GVTA and municipalities. This would enable a more complete response to the Gateway Program proposals, but would not provide early notice to the province on areas of agreement and concern within the current round of consultations.

OR

- c) Accept the full scope of the Gateway Program as presented by the provincial government in its Program Definition Report. Accepting the full scope of the Gateway Program now would reflect the fact that many aspects of the Program are generally consistent with established regional priorities. At the same time, it would require the GVRD Board to accept elements of the Program that have not been thoroughly assessed from a regional perspective, and which are not fully consistent with the Livable Region Strategic Plan. In addition, accepting all Gateway Program proposals outright may be seen as an indication that the Board intends to adjust its growth management and transportation objectives to accommodate the proposals without seeking further commitments from the province.

4. CONCLUSION

The Gateway Program is a provincial government initiative which proposes several major transportation projects within Greater Vancouver. Many elements of the Gateway Program are to varying degrees supportive of the directions contained within the Livable Region Strategic Plan, and will help to improve accessibility, reduce congestion, and improve the movement of goods and transit. The increased general purpose road capacity proposed on the twinned Port Mann Bridge, new Pitt River Bridge and widened Highway 1 west of the Port Mann Bridge is not consistent with the directions of the LRSP. Since the current round of public consultation on the Gateway Program is nearing completion, it is recommended that the Board advise the provincial government of those aspects of the Program that are compatible with regional plans, as well as the outstanding areas of concern that require additional consultation and analysis to properly assess their impacts on regional interests.

Attachments:

- A. Resolutions of the GVRD Board Regarding the Provincial Gateway Program
- B. Program Definition Report Summary, dated January 31, 2006

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**RESOLUTIONS OF THE GVRD BOARD
REGARDING THE PROVINCIAL GATEWAY PROGRAM**

On Friday, April 1, 2005, the Board resolved:

“WHEREAS:

The BC Ministry of Transportation Gateway Initiative has identified urgent transportation needs in the Lower Mainland, including:

- . economic costs in the range of \$1.5 billion/yr. from road congestion
- . growing and intolerable congestion on the Port Mann Bridge
- . constraints to goods movement by road in the Lower Mainland

Various initiatives are being proposed as a solution, including twinning the Port Mann Bridge and adding two lanes to the #1 Trans-Canada Highway between McGill St. in Vancouver and Langley.

The cost estimate of all the initiatives is between \$3-5 billion, or approximately \$2,000 per person in the Lower Mainland.

Evidence in other cities shows that adding road capacity does not solve congestion except in the short term.

The highway widening will have a direct impact on traffic volumes along the east-west arterials in the City of Vancouver.

THEREFORE BE IT RESOLVED THAT:

The GVRD Board requests answers to the following questions from the Ministry of Transportation Gateway team, before committing to accommodating the proposed increase in road supply:

- Based on what evidence will twinning the Port Mann Bridge and widening the #1 freeway solve the congestion problem?
- How does this project fit with the priorities in TransLink’s Strategic Transportation Plan, the GVRD Livable Region Strategic Plan, the GVRD Sustainable Region Initiative, the Vancouver City Transportation Plan and the Vancouver Climate Change Action Plan?
- Will the additional traffic on an expanded freeway add to air quality problems and greenhouse gas emissions? If air quality is reduced, have the resulting health costs been factored into the cost of the project?
- What will be the impact of added freeway capacity on financial returns from bridge and transit infrastructure improvements already committed or under construction?
- What transportation demand and other alternative options, costs and benefits have been assessed and compared with the proposals to increase road supply?
- Is there an expectation of widened arterial streets in adjacent municipalities to access the expanded freeway? If so, are the costs of these widenings included in the proposed budget?
- How does this project meet the commitment to sustainability in the Vancouver 2010 transportation plan? (“We will reduce energy use, minimize local air pollution and congestion, limit greenhouse gas emissions, and showcase new technologies while ensuring safe, reliable and efficient movement of people and goods during the Games.”)
- How are the impacts of the Gateway Program on the Regional and Provincial economy and specifically the movement of goods in our region being addressed?”

On February 25, 2005, the Board resolved:

That the GVRD Board:

- a) Request the Ministry of Transportation and Gateway Program staff to consult with the Board on the following issues regarding the provincial Gateway Program prior to finalizing the scope of specific projects:
 - Short and long-term impacts on land use and development within the affected corridors;
 - The extent of Green Zone and agricultural lands impacted by individual projects, and mitigation measures that may be required to reduce or offset such impacts;
 - Local and regional air quality impacts and Greenhouse Gas emissions associated with changes in traffic flows, patterns and mode shares, and measures to ensure air quality will not be reduced through net increases in emissions;
 - Potential impacts of increased general purpose vehicle capacity on regional High Occupancy Vehicle (HOV), transit, single-occupant vehicle and transportation demand management objectives;
 - The regional traffic impacts of tolls on a twinned Port Mann Bridge, and what additional demand management measures may be required to address these impacts and achieve an efficient and equitable regional transportation system;
 - Measures to protect goods movement capacity as congestion levels rise over time;
 - Measures to mitigate potential traffic increases in the affected communities;
- b) Request a meeting between the Minister of Transportation, Gateway Program staff and the Board to discuss the Board's interests in Gateway Program proposals, and the process to engage the Board in the further development of these proposals;
- c) Forward the report titled "Provincial Gateway Program", dated January 25, 2005 to the GVTA Board for information, together with a request that representatives of the GVTA Board participate in the suggested GVRD delegation to the Minister of Transportation;
- d) Include the Gateway Program in an upcoming Council of Councils meeting.

Additional resolutions of the GVRD Board regarding the Provincial Gateway Program:

- On October 1, 2004, the GVRD Board resolved:
"That the GVRD Board express its concerns with the province's unilateral approach to regional transportation planning and urge the province to return to a regional transportation planning process that involves the collaboration of municipalities, the GVRD, the GVTA and the province."
- On July 30, 2004, the GVRD Board passed the following motion:
"BE IT RESOLVED THAT the GVRD request the Provincial Government to delay any decision to proceed with the twinning of the Port Mann Bridge and the widening of Highway 1 to eight lanes until both the GVTA and the GVRD have assessed the impacts of the proposed increase in the capacity of the Trans Canada Highway on the transportation system of this region and on its Livable Region Strategic Plan and initiate a dialogue with the Provincial Government on the impact of the planned project on the Livable Region Strategic Plan (LRSP)."