



Corporate NO: R007

Report COUNCIL DATE: January 17, 2000

REGULAR COUNCIL

TO: Mayor & Council **DATE: January 11, 2000**

FROM: Manager, Land Development & Transportation,
Engineering Department **FILE: 4000-500**

SUBJECT: Surrey Transportation Plan

RECOMMENDATION

It is recommended that:

1. Council receive this report for information.
2. The final Surrey Transportation Plan be formally adopted as the guide for the development of Surrey's future transportation systems.
3. Staff continue with the initiatives outlined in the Implementation component of the Plan.

INTENT

To provide Council with a summary of the comments received from the public on the draft final Surrey Transportation Plan. To obtain Council's adoption of the final Surrey Transportation Plan.

BACKGROUND

Council was provided with the final draft version of the Surrey Transportation Plan at the Council meeting on May 10, 1999. At that time staff were requested to seek public input prior to finalizing the plan. This report provides a summary of the public input and finalizes the plan.

The Surrey Transportation Plan has been developed in a phased process. Phase I which entailed the development of Goals and Objectives, in effect, the guiding principles for the plan, involved substantial public input in the form of focus groups, workshops and a public opinion survey.

Phase II comprised a number of component studies in a “building block” process. These component studies included a public opinion survey, Bicycle Blueprint Study, Pedestrian Facilities Master Plan, Transit Strategies Study, Transit Projects Study, Local Roads Standards Study, Transportation Demand Management Study, Travel Forecasting Modelling Study, Road Widening Plan, Goods Movement Study, and Truck Route Study, and culminated with a series of four public meetings. These public meetings were a combination of open-house, presentation, and public forum. The participants were in general agreement with the planning process and the findings and recommendations of the component studies. Most of the interest voiced was with respect to the proposed transit system improvements and the proposed truck route system. Comments were generally quite positive in nature.

Phase III involved consolidation of the plan based on the component study recommendations and included the development of transportation policies, analysis of affordability and funding options, and identification of a multi-year investment plan and monitoring program. Included were coordinated strategies consisting of supportive policies and proposed facility development for all travel modes; walking, cycling, public transit, private automobile, goods movement, transportation demand management, and multi-jurisdictional issues. (A copy of the Plan Executive Summary is attached for reference, as Appendix A.) The draft report on the consolidated plan was presented to Council on May 10, 1999 (Corporate Report R 1862), at which time Council approved the recommendation that the draft final Transportation Plan Report be presented to the public and interested Agencies one final time for comment prior to finalizing the plan document. The following discussion summarizes and highlights the recommendations of the plan, and the results of this final public consultation.

DISCUSSION

Public Participation Process

The final public participation program involved several activities. Advertisements were placed in the local newspapers advising that the draft final Transportation Plan was now complete, that copies were available for review at the Surrey public libraries and that copies, along with the supporting detailed technical component study reports, were available for review, by appointment, at City Hall. A public open house was conducted at City Hall on the evening of June 23, 1999. All advertisements invited written submissions from the public on the Plan.

The public open house was held in the foyer of City Hall. A series of display panels were provided which highlighted the principle findings and elements of the Transportation Plan. Consultant and City staff were in attendance to discuss the information provided and to answer questions. Comment sheets were available for participants to fill out at the time or to take away and to submit later.

Copies of the draft final report, along with mail-back comment sheets, were distributed to the public libraries, adjacent municipalities, Surrey's Council advisory committees, and various Agencies with potential interest in the Plan, such as MOTH, GVTA/TransLink, Agricultural Lands Commission, etc.

Comments Received

Approximately one dozen residents attended the open house and the comments received from the attendees were consistent with comments received during Phase II of the process. (See attached Summary of Comments, Appendix B.) Most of the interest and discussion centred around the proposed transit system improvements. All comments were generally quite positive in nature and people agreed with the “people-friendly as opposed to automobile-friendly” direction and focus of the Plan.

Five written submissions were received from interested Agencies and citizens. The Surrey Heritage Advisory Commission recommended the addition of two policy statements (approved by Council):

“ That Heritage issues be given full regard in the design, construction and operation of transportation infrastructure and facilities,” and

“ Provided that safety is not compromised, standards will be judiciously flexible to accommodate significant heritage value.”

These policy statements have been incorporated in the appropriate sections of the final Plan document. Other comments received from other Agencies and the general public were more general in nature and none would require any revision of the Plan or modifications to the final document.

SUMMARY OF PLAN HIGHLIGHTS

Provided below is a summary of highlights of the initiatives arising out of the Surrey Transportation Plan. These are divided into overall plan initiatives (for the 20 year plan timeframe), initial or priority initiatives to be completed in the next 5 years and initiatives currently underway.

The key focuses of the plan include:

1. People friendly transportation through:
 - enhanced cycling facilities
 - encouraging walking
 - traffic calming measures
 - pedestrian friendly streetscapes.
2. Improved Public Transit
3. Mobility
4. Goods Movement

People-Friendly Transportation

The Transportation Plan is focused on Surrey becoming the most bicycle and pedestrian friendly City in the Lower Mainland. All the necessary components will be provided to encourage people to use alternatives to the single occupant vehicle and to reduce the impact of traffic on people and neighbourhoods.

Proposed Overall Plan Initiatives (20 year plan):

- Cycling will be promoted through the provision of recreational routes and cycling lanes on the roadway network.
- Improved policies and procedures will be developed for implementing traffic calming measures within the City of Surrey.

- Transit systems with a much wider choice of integrated services will be developed.
- Walking will be encouraged through provision of sidewalks on most streets, providing a recreational system of multi-use pathways coordinated with the Greenways linear park system, and through promoting the use of Surrey's activity centres.
- A richer menu of street standards will enhance appearance, assist traffic calming, provide for landscaping and large street trees, and promote sustainability through reduced pavement and right-of-way widths.

5 Year Program Priorities (Budget \$29 - 30 million)

Priorities Completed / Underway:

- Sidewalk inventory and prioritization system developed.
- Sidewalk design/construction criteria implemented to increase extent of sidewalks.
- Traffic calming policy implemented.
- Bicycle route map published, and development of a bicycle route signing and markings program underway.
- Construction started on multi-use pathways: Surrey Parkway, Quibble Creek Greenway.
- Pedestrian/ beautification facilities in City Centre ongoing.
- Alternative local roads standards implemented with reduced pavement and right of way widths with space for large street trees.

Additional New and Significant 5 Year Priorities to be Completed:

- Implementation of local park & pool and car pool incentives programs and promotion of transportation demand management measures: to promote a shift away from the single-occupant vehicle.
- Construction of traffic calming measures at high priority locations experiencing traffic short-cutting, speeding and safety impacts.
- Development of a roadway noise attenuation policy which, in the long term will protect residents adjacent major corridors against the impacts of traffic noise.
- Utilizing the sidewalk inventory/priority system to guide the construction of 120 kilometres of sidewalks in locations targeting maximum utilization.
- Constructing pedestrian/beautification facilities in City Centre, Cloverdale, Crescent Beach.
- Installation of Bicycle route signing, markings, bike racks and commencement of a community bike program.
- Construction of 24 kilometres of multi-use pathways, and pedestrian bridges: Surrey Parkway, Quibble Creek Greenway, Trans Canada Trail, Serpentine Greenway, Surrey Lakes Greenway.

Improved Public Transit

The Transportation Plan will result in Surrey having an improved local transit system with a much wider choice of integrated services ranging from community based demand-responsive mini buses to a high capacity core route rapid bus system.

Proposed Overall Plan Initiatives (20 year plan):

- Increased emphasis will be placed on transit supportive infrastructure such as shelters, bus stops, park and ride facilities integrated with transit exchanges, transit priority at traffic signals, and provision of trip end cycling facilities at transit exchanges.
- The City, in co-operation with TransLink, will exercise greater control of local transit services and pursue the development of a separate transit subsidiary to operate south of the Fraser River.
- The City will pursue the introduction of alternative transit services for low demand areas or time periods, including van/taxi feeder services, dial-a-bus, and community bussing, and will promote alternative transit pilot programs.
- The City will pursue a restructuring of the transit service plan and modifications of the transit routing system to facilitate integration of a wide range of feeder bus operations in conjunction with high capacity regional trunk transit services.
- RapidBus facilities will be provided along King George Highway from 104 Avenue to South Surrey, and along 104 Avenue from City Centre to Guildford. Similar services will be considered along Fraser Highway.
- Consideration will be given to higher density residential and commercial land uses along major transit corridors to further support growth in transit market share.

5 Year Program Priorities (Budget \$ 6 - 7 million)

Priorities Completed/ Underway:

- Development of a “made in Surrey” Transit Plan.
- Functional design for RapidBus service on King George Highway and 104 Ave.
- South Surrey “Community Bus 2000’ alternative transit service study

Additional New and Significant 5 Year Priorities to be Completed:

- Surrey transit route / service plan update to result in a restructuring of fixed-route bus service to better meet the local travel needs of Surrey residents.
- Evaluation of a separate transit subsidiary to operate transit services south of the Fraser River, to achieve increased focus on local needs.
- South Surrey alternative transit service pilot project to establish the feasibility of community-based transit services patterned to meet the specific needs of South Surrey/ White Rock.
- Transit priority measures on select corridors including bus priority traffic signal modifications and construction of transit queue-jump facilities .
- Commencement of Surrey RapidBus facilities construction on King George Highway and 104 Avenue.

Maintain Mobility

The Transportation Plan will result in Surrey maintaining a level of mobility that supports commerce,

employment, leisure and educational activities with a balanced approach between the provision of additional roadway capacity and measures to reduce single -occupant vehicle trips.

Proposed Overall Plan Initiatives (20 year plan):

- To enable economical goods movement while minimizing impacts on neighbourhoods, a truck route and dangerous goods route network will be developed that emphasizes the use of roads on the perimeter of communities.
- Surrey will carry out just the right level of road widening necessary to support mobility needs and will maintain ongoing assessment of future network needs.
- Surrey will consider an alternative east-west connector route to alleviate widening needs in the 64 Avenue/Highway 10 corridor.
- Surrey will actively pursue the implementation of the MoTH/BCTFA Highway Investment Strategy.
- A local TDM program will be investigated and implemented that will help influence travel decisions toward walking, cycling, transit, and ride-sharing.
- Surrey will pursue transportation systems financing through user pay strategies and securing a share of Federal taxes for local/regional transportation investment.

5 Year Program Priorities (Budget \$100 - 110 million)

Priorities Completed/ Underway:

- A Truck Route network has been implemented.
- A transportation planning model is being maintained and used as the predictive basis for roadway capital widening program development

Additional New and Significant 5 Year Program Priorities:

- Transportation systems management to include traffic signal optimization and coordination systems installation in City Centre, Guildford, and South Surrey to reduce driver delay/ improve service level.
- Geometric improvements will be constructed on the truck route network to target safety and operational needs that will result in safer and more efficient goods movement.
- Local area transportation planning models will be prepared to aid in identifying needs/ implementing facilities that will minimize development impacts on the road network.
- The Pavement Management System will be utilized to optimize the strategy for the rehabilitation of 250 lane-kilometres of Arterial and Major Collector roads and 200 lane-kilometres of local roads.
- Roadway major construction project priorities: 32 Avenue Interchange, Nordel Way Extension, Bridgeview Bypass, 128 Street from 76 Avenue to 88 Avenue, Scott Road from 96 Avenue to Grace Road, Fraser Highway from 148 Street to 168 Street, South Fraser Perimeter Road.

Optimize Transportation Corridors

Although the economic viability of the City is dependent on efficient goods movement and travel within and through the City, the impact of transportation must be minimized to help contribute to a liveable environment.

Proposed Initiatives (20 year plan):

- A truck route and dangerous goods movement route network will be developed that emphasizes the use of roads on the perimeter of communities and neighbourhoods.
- The South Fraser Perimeter Road will be developed as a truck bypass route of the 104 Avenue and 96 Avenue corridor, to serve industrial land uses in North Surrey, and as a highway connector.
- Surrey will pursue the development of the Highway 1 - Highway 99 Connector to bypass the 64 Avenue and Highway 10 corridor and to promote the development of the Campbell Heights Industrial Area.
- Surrey will consider the long-term potential for an east-west connector to serve as a truck bypass of Fleetwood and the 88 Avenue, 96 Avenue corridor, to relieve widening needs on Fraser Highway, and minimize impacts on Green Timbers Forest.
- Alignments will be considered that utilize joint road/rail corridors in order to minimize impacts and severance of agricultural properties.
- Surrey will pursue the relocation of the Burlington Northern railway from the foreshore of Ocean Park and White Rock in order to improve rail safety, operating efficiency, and make public space available on the foreshore.
- Surrey will pursue the consolidation/realignment of rail lines, double-tracking, and grade-separation to eliminate level crossings, improve safety and reduce traffic delay.
- Surrey will seek to protect the B.C. Hydro/Southern Rail corridor for possible future inter-urban passenger transportation.

5 Year Program Priorities (Budget \$5 - 6 million)

Priorities Completed/ Underway:

- Preliminary investigation of railway operations rationalization, relocation, and roadway alignment options for the Highway 1 - Highway 99 Connector carried out.
- Truck Route network implemented and dangerous goods transportation routes being finalized.
- Discussion with Burlington Northern Railway have commenced regarding the relocation of the rail line from the White Rock/Crescent Beach foreshore area.

Additional 5 Year Priorities to be Completed:

- Planning & preliminary design of:
 - Highway 1 - Highway 99 Connector
 - Relocation of the Burlington Northern Railway
 - The east-west connector
- Examination of railway operations/consolidation options in the South Westminster area to eliminate level crossings, improve safety, and reduce travel delays.

Funding the Plan

Implementation of the Surrey Transportation Plan will be a function of growth, need and the ability to finance. Surrey is expected to reach a population in the vicinity of 560,000 persons by 2021. The Transportation Plan will be reviewed a number of times before reaching this threshold and adjustments will be made as appropriate. The assessment of affordability and the capital investment plan reflecting the identified priorities focused on the ten-year servicing plan for the period 1998-2008. Capital expenditures will be funded from development cost charges, general revenues, and GVTA contributions. The expenditure by mode for the period 1999 to 2008 is projected as follows:

Pedestrians	\$31,000,000	9.1%
Cyclists	\$10,000,000	2.9%
Transit	\$13,800,000	4.1%
Roadways	\$285,400,000	83.9%

This expenditure level reflects the increased emphasis of the Transportation Plan on pedestrians, cyclists and transit. In comparison to historic expenditure levels this provides a 40% increase in funding for these modes. It is consistent with future levels of expenditure based upon the growth assumptions of the Plan.

The maintenance of existing roadway infrastructure will be one of the key issues facing Surrey over the next ten years. The rapid growth experienced by the City has increased the pavement inventory by 7% over the period 1992-1998. Pavement begins to deteriorate the moment it is constructed, with the level of deterioration becoming important within ten to fifteen years in terms of identifying optimal rehabilitation strategies. The City of Surrey monitors the condition of all its paved roadways in order to determine when rehabilitation should take place. Roadway conditions will need to be carefully monitored over the next 5 years to assess current condition trends and to confirm impacts on the Plan and assign appropriate funding levels.

Monitoring

The Transportation Plan is based on assumed changes in population, employment patterns, individual transportation choices, regional and provincial strategies, and funding levels. Although opportunities will exist to modify components of the plan, care must be taken to measure the ongoing progress towards achievement of Plan objectives. A clear understanding of this progress and of changing conditions will be necessary to prepare appropriate responses. For this reason a comprehensive monitoring and reporting program forms a component of the Plan. This program includes two major components:

- a City-wide monitoring strategy to track changes in overall land-use patterns, demographic characteristics, system performance, and travel by all modes, and
- a monitoring of regional and provincial trends in land use, facility development and travel behaviour.

CONCLUSIONS

The Surrey Transportation Plan is a comprehensive strategy to attain Surrey's transportation goals for all travel modes and guide the development of transportation systems within Surrey over the next 20 - 30 years. It has been integrated with Surrey's Vision of a vibrant, people-friendly community where transportation systems provide full mobility and enhance the quality of life of the residents of the City. The Plan has been prepared

with full consultation with the public, addresses all the guiding goals and objectives formulated by Surrey's residents, and has gained the support and agreement of residents and affected Agencies.

It is recommended that, with the inclusion of the minor modifications as discussed above, Council adopt the Surrey Transportation Plan.

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Attachment

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