

**DISTRICT OF NORTH VANCOUVER  
COUNCIL WORKSHOP**

Minutes of the Council Workshop for the District of North Vancouver held at 7:01 p.m. on Monday, December 6, 2021 in the Council Chamber of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

**Present:** Mayor M. Little  
Councillor J. Back (via Zoom)  
Councillor M. Bond (via Zoom)  
Councillor M. Curren (via Zoom)  
Councillor B. Forbes (via Zoom)  
Councillor J. Hanson  
Councillor L. Muri (via Zoom)

**Staff:** Mr. D. Stuart, Chief Administrative Officer  
Mr. S. Ono, Deputy General Manager – Engineering, Parks & Facilities  
Mr. R. Danyluk, Deputy General Manager, Finance & Deputy CFO  
Ms. C. Grafton, Manager – Strategic Communications & Community Relations  
Mr. S. Carney, Section Manager – Transportation  
Ms. G. Lanz, Deputy Municipal Clerk  
Mr. B. James, Transportation Demand Management Coordinator  
Ms. A. Reiher, Council Liaison / Support Officer  
Ms. I. Weisenbach, Transportation Planner  
Ms. C. Archer, Confidential Council Clerk  
Ms. S. Clarke, Committee Clerk

**1. ADOPTION OF THE AGENDA**

**1.1. December 6, 2021 Council Workshop Agenda**

**MOVED by Councillor HANSON  
SECONDED by Councillor BACK**

THAT the agenda for the December 6, 2021 Council Workshop is adopted as circulated, including the addition of any items listed in the agenda addendum.

**CARRIED**

**2. ADOPTION OF MINUTES**

Nil

**3. REPORTS FROM COUNCIL OR STAFF**

**3.1. Slow Streets Initiative**

File No. 16.8620.01/024.000

Mr. Steve Ono, Deputy General Manager – Engineering, Parks & Facilities, provided an introduction to the Council Workshop, noting that staff will provide a general overview of Transportation projects for the year to date as well as details of a proposed Slow Streets Initiative and an update on cycling and active transportation in Lynn Valley.

Mr. Steve Carney, Section Manager – Transportation, provided an update on the department's activities in 2021. Mr. Carney advised that staff from the Transportation, Community Planning, Facilities, Engineering and Finance departments worked together to prepare the Official Community Plan (OCP) Action Plan. He noted the following Transportation priority actions were identified in the plan:

- Delivering sustainable and diverse housing and transportation choices;
- Advancing Rapid Transit;
- Making transit faster and more reliable on major routes; and,
- Implementing continuous and connected walking and cycling routes.

Mr. Carney noted the following supporting actions for the above-noted priority actions:

- Improving road safety through a Vision Zero approach;
- Leveraging emerging technologies;
- Promoting transportation demand management (TDM); and,
- Encouraging transit and active transportation.

Mr. Carney advised that North Shore Connects, a partnership between the District and Squamish and Tsleil-Waututh Nations, the City of North Vancouver and District of West Vancouver, launched in October 2021. North Shore Connects consists of a technical working group comprised of staff and steering committee comprised of elected official working collectively to improve transportation on, to and from the North Shore, building on the Integrated North Shore Transportation Planning Project (INSTPP) in partnership with TransLink, the Provincial Ministry of Transportation and Infrastructure (MoTI), and the Federal Government.

Mr. Carney advised that the goal of North Shore Connects is to deliver diverse transportation options, including sustainable choices, in order to improve livability and prosperity for the area and that rapid transit is a high priority. Mr. Carney advised that modelling forecasts more than 100,000 daily riders and in excess of \$500 million in travel time savings by the year 2050.

Mr. Carney noted additional benefits of rapid transit include:

- Encouraging modal shift from private vehicle to public transit;
- Reducing greenhouse gas emissions (GHG's);
- Connecting North Shore businesses with workers;
- Reducing road collision costs; and,
- An estimated 43,000 new North Shore jobs.

Mr. Carney reviewed the development of a new Regional Transportation Strategy, *Transport 2050*, led by TransLink, which sets the vision, goals, strategies and key initiatives for the Metro Vancouver region for the next 30 years. Mr. Carney advised that the Burrard Inlet Rapid Transit (BIRT) project is included in *Transport 2050* and that North Shore Connects is working toward the inclusion of the BIRT project in the next ten-year investment plan.

Mr. Carney provided an update on the Phibbs Exchange upgrade, noting that the project is a partnership between senior levels of government, TransLink and the District, and that Federal funding has been secured for the project. He advised that the project will go to tender in early 2022 and that construction will be completed in

approximately 18 months. Mr. Carney noted the following features and benefits of the project:

- Improved accessibility;
- More shelters;
- Improvements to lighting to enhance safety;
- A new café and public washrooms;
- Improved connections for pedestrians and cyclists; and,
- Transit priority at the eastbound onramps to Highway 1.

Mr. Carney provided an update on the two-year pay parking pilot project in Lynn Canyon Park, noting that it is a TDM initiative with revenues being invested into District parks. He advised that revenues to date in 2021 are approximately \$170,000, despite the closure of the Lynn Canyon Suspension Bridge for most of the year. Once data from the kiosks has been analysed, staff will circulate an Information Report to Council with the results.

Mr. Carney provided additional updates on Transportation technology upgrades, including installing emergency signal pre-emption technology at key locations to improve emergency services response times, working with the City of North Vancouver and MoTI on cross-jurisdictional traffic signal coordination, and connecting traffic signals to allow remote access, with 85 percent of signals connected to the network.

Mr. Carney provided an update on small transportation projects delivered in 2021, including accessible transit projects, sidewalks, road safety, safe routes to schools, new crosswalks and crosswalk upgrades. Mr. Carney noted that the District secured more than \$1.3 million in funding through TransLink and ICBC for new infrastructure and \$60,000 for transportation studies in 2021.

Mr. Carney advised that the Lower Lynn Interchange Project is close to completion, with queue detection systems coming online in the near future. He noted that traffic redistribution is expected over the coming weeks as drivers adjust to the new configuration. The District is working closely with MoTI and the City to monitor traffic, queues, and adjust signal timing to optimize traffic flow. Mr. Carney advised that this project provides a number of improvements to the immediate area as well as east along Dollarton Road in the Maplewood Village Centre:

- Active transportation routes;
- Safety;
- East-west connectivity;
- Increased westbound capacity and optimized eastbound configuration within the constraints of the Ironworkers Memorial Bridge; and,
- Provides the route improvements to extend the Spirit Trail east.

Mr. Carney advised that the District, along with MoTI, the City of North Vancouver and District of West Vancouver have been involved with the Upper Levels Corridor Study since 2020, focussing on the segment of Highway 1 from Horseshoe Bay to the Lynn Valley Road interchange. The scope of the project is movement of people, safety and improving active transportation connections across the interchanges. He further noted that near-term improvements at the Capilano Road and Lynn Valley Road

interchanges are possible and that the final draft report for the project was recently released to project partners.

Council discussion ensued and the following comments and concerns were noted:

- Expressed concern regarding traffic congestion in the new interchange configurations and timing at new signals;
- Queried when the data will be available to evaluate the Lynn Creek interchanges and Main Street upgrades;
- Commented on traffic congestion on the Mountain Highway overpass and the impact on traffic from the Seymour area;
- Expressed concern regarding additional development proposed in Lynn Valley and the traffic capacity of Mountain Highway;
- Advised that there is a good business case in favour of the proposed rapid bus line and it is hoped that could be considered for approval and funding in the near future;
- Expressed concern that transportation mode shifts are not occurring at a sufficient pace to achieve GHG and carbon reduction targets;
- Opined that cycling infrastructure improvements primarily benefit recreational cyclists as commuting by bicycle fluctuates seasonally due to weather conditions;
- Commented on the need for year-round capacity for bicycles on transit as it is more heavily used in poor weather;
- Noted that heavy trucks starting and stopping in traffic use a large amount of fuel; and,
- Suggested working back from mode shift goals to create a timeline and required actions to achieve those goals.

In response to a question from Council, staff advised that there have been discussions regarding twinning the bridge on Highway 1 over Capilano Road to address the high number of collisions at the westbound entrance to the highway. The additional lanes would allow a standard length westbound onramp as well as a dedicated lane for active transportation.

In response to a question from Council, staff advised that measures including a No U-Turn sign and adjustments to the signal timing are being discussed with MoTI to address issues with westbound traffic on Mt. Seymour near the highway entrance.

In response to a question from Council, staff advised that MoTI's decision to install a signalized ramp at the Main St. and Dollarton Road eastbound entrance to Highway 1 rather than an alternating ramp may be due to the inclusion of a transit priority signal on the onramp.

In response to a question from Council, staff advised that flat concrete sections were installed on the multi-use path connecting Lynnmour Avenue and Mountain Highway to accommodate wheelchair users.

In response to a question from Council, staff advised that prioritization of funding for individual Translink projects is based on ridership numbers and which bus stops are most heavily used.

In response to a question from Council, staff advised that vehicle detection systems will be installed on the Lower Lynn Interchange project and that sound walls are expected to be completed within the next two months. Staff expect to be able to report back to Council on traffic due to the upgrades to the interchanges one year after completion, noting that the Ironworkers Memorial Bridge is operating at capacity.

In response to a question from Council, staff advised that the traffic delays from the Seymour area were caused by the temporary routing of the onramp through the traffic signal on Mountain Highway and that the new onramp directly onto the highway has been opened, alleviating this issue.

In response to a question from Council, staff advised that there are no current plans to increase the capacity of Mountain Highway and that TDM strategies could be considered for the route as well as a possible new rapid bus route between Lynn Valley and Lonsdale Quay.

In response to a question from Council, staff advised that the Lynn Valley Road and Capilano Road interchanges have been identified as sites for near-term improvements, including a northbound cycling lane on Lynn Valley Road. It was noted that funding has been secured for the design phase and not construction.

In response to a question from Council, staff advised that the tender has been awarded for the Spirit Trail crossing into the Lynn Creek Town Centre and construction will begin in the near future.

In response to a question from Council, staff advised that the Phibbs Exchange project is planned in phases, with the peripheral area to be completed first. Phibbs Exchange will continue to be operational throughout construction, which is expected to take approximately 18 months following the completion of the project tender, likely in the first quarter of 2022.

In response to a question from Council, staff advised that achieving mode shift is a challenge and that staff are actively working on investment in active transportation and transit, including rapid transit, which would have a significant impact.

Mr. Brendon James, Transportation Demand Management Coordinator, provided details of the proposed Slow Streets Initiative and the Vision Zero campaign to reduce speed-related injuries and deaths.

Mr. James reviewed the Vision Zero campaign, noting that the goal is to eliminate fatalities and serious injuries in the transportation system and that no loss of life is acceptable. The Vision Zero approach is based on the assumption that people make mistakes and that transportation systems must be designed and operated in a way that acknowledges human error. Mr. James advised that 15 Canadian cities have adopted or included elements of Vision Zero in their transportation planning.

Mr. James reviewed the correlation between vehicle speed and fatality risk in a collision, noting that lowering vehicle speed has a significant impact on the survival rate of pedestrians in motor vehicle-pedestrian collisions. Data from the Insurance Corporation of British Columbia (ICBC) on incidents in the District between 2016 and 2020 shows 142 reported vehicle incidents between motor vehicles and pedestrians,

with 119 resulting in injury, and 169 incidents between motor vehicles and bicycles, 146 of which resulted in injury. Mr. James further noted that the safety of all road users is considered in transportation planning and design at the District and active transportation projects, including improvements on West 15<sup>th</sup> Street and East 29<sup>th</sup> Street, also improve user safety.

Mr. James provided an overview of the Slow Streets Initiative, noting that a pilot project is proposed for a period of one year, with three speed zones on local streets: 30 km/h, 40 km/h and a control area with no changes from the current 50 km/h speed limit. Mr. James advised that speed reductions are not proposed for arterial or collector streets as part of the pilot project. The initial planning phase is proposed for 2022, with recommendations to be brought forward for Council consideration at the fall Transportation end of the year. Phase 2 of the pilot project would be subject to Council and budget approval and would involve six months of public engagement followed by implementation of the new speed limit zones. The pilot project would conclude with Phase 3, in which data from the implementation phase would be analysed detailed in a report.

Mr. James advised that the project is not currently included in the budget or planning for the Transportation department and would involve collaboration other departments including Streets, Finance and Communications. Collaboration with the RCMP would also be required to perform enforcement in the study areas. He further advised that funding would be needed for a large number of regulatory signage should the District adopt the Slow Streets Initiative throughout the District.

In response to a question from Council, staff advised that they do not currently have the data on the number of collision-related injuries and fatalities between 2016 and 2020 that occurred specifically on local streets, and that this information will be requested from ICBC and reported back to Council.

Council discussion ensued and the following comments and concerns were noted:

- Commented on the need to set benchmarks prior to implementing any changes in order to determine performance indicators;
- Commented on the high community impact and existing low statistical probability of collision-related fatalities;
- Commented on the social impacts of collision-related injuries;
- Expressed concern regarding the need for RCMP enforcement on local streets for the pilot project as RCMP resources are limited and the District cannot direct their deployment;
- Expressed doubt that lowering speed limits would be effective without enforcement;
- Opined that lowering speed limits on all local streets could have a negative impact on the enhanced visibility of school zones;
- Questioned the efficacy of speed limit signs versus engineering solutions such as raised crosswalks;
- Queried how Vision Zero affects collector and arterial roads and if it could be implemented on all District roads;
- Commented on the reclassification of arterial, collector and local roads;
- Questioned the need for a pilot project with years of data from other jurisdictions to show the approach is effective;

- Commented on the health impacts of vehicle-caused pollution and collisions;
- Opined that fewer people participate in active transportation modes due to the actual or perceived risks;
- Suggested coordinating the Slow Streets Initiative with the Safe Routes to Schools project;
- Expressed support for taking action to reduce risks and improve safety;
- Acknowledged slower driving speeds would be inconvenient;
- Noted a lack of safe cycling routes in and out of Deep Cove;
- Advised that travel times at 30 km/h and 50 km/h are not significantly different for many trips; and,
- Commented on the costs associated with a speed limit change on local streets.

In response to a question from Council, staff advised that all aspects of the pilot project would be fully explored during Phase 1, including research, supporting data and planning. Staff further advised that the allocation of resources for implementation would require shifting priority and funding from other areas.

In response to a question from Council, staff advised that data from other jurisdictions is important to the process as well as District-specific data and engaging with community.

In response to a question from Council, staff advised that enforcement needs would be quantified in Phase 1 during the first year of the pilot project, as well as possible engineering solutions.

Council discussion continued and the following comments and concerns were noted:

- Expressed concern regarding the cost of a pilot project and staff resources for planning and implementation;
- Noted that the District is investing in improvements to active transportation routes;
- Opined that data from other jurisdictions may not be valid due to the District's unique geography; and,
- Opined that the community is not ready for a change to 30 km/h on all local streets.

Mayor Little left the meeting at 9:00 p.m.

Councillor Back assumed the Chair.

Mayor Little returned to the meeting at 9:01 p.m.

Council discussion continued and the following comments and concerns were noted:

- Commented on society's tolerance of injury due to traffic collisions;
- Noted that while fatalities are rarer than injuries, serious injuries are a cause of hardship;
- Commented on the impact of speeding vehicles on neighbourhood liveability;
- Commented on changes in driving behaviour due to vehicle safety features and the impact on pedestrian and cyclist safety; and,
- Requested that the new North Vancouver RCMP Officer in Charge be invited to a Council meeting in early 2022.

In response to a question from Council, staff clarified the comparison chart of fatality rates vs. vehicle speed shows a fatality rate of 10 percent at 30 km/h and 85 percent at 50 km/h.

### **3.2. Cycling Program & Lynn Valley Road Active Transportation Project** File No. 16.8620.00/000.000

This item was deferred to a future Council Workshop.

Public Input:

Mr. Bev Parslow:

- Questioned the need for a pilot project if studies already show slower speeds are effective;
- Commented on the need for enforcement of existing traffic regulations;
- Suggested the use of technology and citizen participation to improve traffic safety;
- Expressed support for the Vision Zero approach;
- Commented regarding speeding on Delbrook Road and requested a traffic calming plan for the route; and,
- Commented regarding existing requests for lowered speed limits and speed bumps on specific streets.

Mr. Lyle Craver:

- Commented on traffic congestion in the Seymour area;
- Noted that there is an existing contract between the local First Nations and the District regarding use of highway exits on and near reserve lands;
- Commented on safety along East 29<sup>th</sup> Street and the road design; and,
- Commended meeting support staff for quality of Zoom experience

Mr. Peter Teevan:

- Commented on the published agenda, noting that the reports did not make it clear the Council Workshop included an annual Transportation update;
- Queried the effect of slower driving speeds on driver distraction and an increased chance of collision involving injury;
- Commented on the City of Vancouver's decision to not allow highways through the city;
- Noted there are limited east-west routes through the District; and,
- Opined that as congestion increases on major routes, more drivers will reroute to local streets and increasing highway throughput will reduce local traffic.

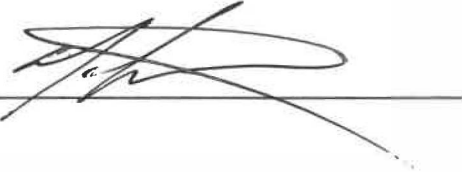
## **4. ADJOURNMENT**




**MOVED by Councillor BOND**  
**SECONDED by Mayor LITTLE**  
THAT the December 6, 2021 Council Workshop is adjourned.

**CARRIED**  
(9:26 p.m.)

Mayor

A handwritten signature in black ink, appearing to be "LITTLE", written over a horizontal line.

Municipal Clerk

A handwritten signature in blue ink, appearing to be "James Gordon", written over a horizontal line.