

**South Fraser Perimeter Road  
Pre-design Community Consultation: Stage 2  
Southwest Delta Segment  
April–May, 2006**

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**Consultation Summary Report**  
July 20, 2006

**Gateway Program**

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### Executive Summary

The Gateway Program conducted a pre-design community consultation program on the Southwest Delta segment of the South Fraser Perimeter Road from January 25 to February 28, 2005 and a Pre-design Consultation: Stage 2 Program was held from April 24 to May 31, 2006. The Stage 2 Consultation presented refinements to the proposed North and South Options presented to the community in 2005. Refinements included interchange and overpass design, landscape treatments, responses to agricultural interests and connections for cycling. This summary report summarizes input for the recent Stage 2 Consultation.

The consultation consisted of a series of five stakeholder meetings and two open houses held in Delta on separate days and times during the week, to maximize the opportunity for residents to participate. In addition, all consultation materials, including a feedback form, were available on the Gateway Program website ([gatewayprogram.bc.ca](http://gatewayprogram.bc.ca)).

Approximately 1,300 individuals participated in this consultation program through stakeholder meetings, open houses, e-mail, correspondence, the on-line feedback form or through a petition. Approximately 800 feedback forms were completed.

#### Key Quantitative Results from Feedback Forms

- Sixty percent of respondents strongly disagreed with the use of a berm to reduce impacts from noise, visual and light pollution (North Option).
- Fifty-five percent of respondents strongly disagreed with the proposed landscaping treatment for the berm proposed as part of the North Option.
- Sixty percent of respondents agreed with the use of the ramps at Deltaport Way to provide access for local traffic as part of the South Option and 33% disagreed with this concept.
- When asked specifically to select between the North and South Options, 90% supported the South Option and 10% supported the North Option. However, an analysis of participants' specific comments on this question shows the following results:
  - 50% selected the South Option
  - 23% indicated that they preferred the proposal put forward by local residents Hoover and Naas
  - 15% indicated they did not want either the North or South Option
  - 7% selected the North Option
  - 5% did not provide additional comments
- The majority of respondents did not support the cycling options contained in the proposal for the Relocated Highway 17: North Option and the respondents were almost evenly split on the cycling options contained in the proposal for the Relocated Highway 17: South Option.

## **Gateway Program**

### **Key Themes from Feedback Forms, e-mail, correspondence**

The following are the key themes provided through the various consultation methods:

- The majority of respondents said they preferred the South Option, as it has less impact on the residential areas, especially East Ladner.
- Some respondents said they did not want the Relocated Highway 17: North Option.
- Some respondents asked the Ministry to reconsider the proposal put forward by local residents Hoover and Naas rather than build either the North or South Option.

### **Key Themes from Stakeholder Meetings**

First Responders (May 1, 2006)

- Participants said that this is a terrific project.
- All emergency services would like “emergency access only” in all directions at Deltaport Way and South Fraser Perimeter Road for the relocated Highway 17 South Option.
- On the relocated Highway 17 North Option, the emergency services participants would like access to and from the South Fraser Perimeter Road from existing Highway 17, north of the interchange.
- Questions arose regarding the sort of lighting that would be placed along the South Fraser Perimeter Road for incident management.

Key Themes – Community Organizations (May 1, 2006)

- Participants did not support the North Option.
- Participants said that all farmland was important, not just the farmland in the South Option.
- Some participants did not support either Option; others supported the South Option.
- Participants were neutral about the cycling options.

Key Themes – Recreation and Sustainability Groups (May 3, 2006)

- Participants wanted information on the Environmental Review Assessment process and how it had been established.
- Participants wanted information on the traffic analyses done to show the number of trucks and their destinations.
- Participants asked questions about the Hoover/Naas proposal and wanted to know why the Ministry had rejected it.

Key Themes – Delta Farmers’ Institute (May 9, 2006)

- Some participants expressed support for the North Option, citing the importance of farmland.
- Some participants noted that, if the South Option was selected, small road crossings should be maintained, that as few roads as possible be dead-ended and that landscaping on the South Option be considered to mitigate visual impacts on farms and homes.

## Gateway Program

### Key Themes – Business – Chamber of Commerce (May 24, 2006)

- Participants asked many questions regarding both the North and South Options; however, overall, participants supported the South Option.
- Participants requested that the improvements start sooner rather than later, citing as reasons the length of the delivery time on major projects, impacts to property and achieving certainty with respect to connectivity to local businesses and existing streets.

### Petition

The following petition containing 305 names was sent to the consultation program:  
*“With respect to the Southwest Delta Segment of the South Fraser Perimeter Road, I/we, the undersigned are opposed to the relocated Highway 17 – North Option regardless of the fact that enhancements have been developed to address residential concerns.”*

## Gateway Program

### Table of Contents

1. Introduction	
1.1 Background on the Gateway Program	1
1.2 Gateway Program Goals	1
1.3 Goals for the South Fraser Perimeter Road	1
1.4 Options for the Southwest Delta Segment	2
2. Stage 2: Pre-Design Community Consultation Program	
2.1 Stages in the Community Consultation Program	3
2.2 Pre-design Consultation Program: Stage 2	4
3. Key Theme Summary of Input	
3.1 Key Theme Summary of Feedback Forms	6
3.2 Key Theme Summary of Stakeholder meetings	9
3.3 Petition	10

### 1. Introduction

#### 1.1 Background on the Gateway Program

The South Fraser Perimeter Road Project (SFPR), approximately 40 km long, is a proposed four-lane, 80km/h route along the south side of the Fraser River extending from Deltaport Way in Southwest Delta to 176th Street and the Golden Ears Bridge connector road in Surrey. The South Fraser Perimeter Road is part of the Gateway Program.

In response to the impact of growing congestion in Greater Vancouver, the Gateway Program was established by British Columbia's Ministry of Transportation to improve the movement of people, goods and transit throughout the region. Gateway Program road and bridge improvements are proposed to complement regional road and transit improvements already planned or underway. These improvements will help create a comprehensive, effective transportation network that supports the movement of people and goods, facilitating economic growth, increased transportation choice and better connections to designated population growth areas.

#### 1.2 Gateway Program Goals

The goals for the Gateway Program are to:

- Address **congestion**;
- Improve the **movement** of people and goods in and through the region;
- Improve **access** to key economic gateways through improved links between ports, industrial areas, railways, the airport and border crossings;
- Improve **safety** and **reliability**;
- Improve the region's **road network**;
- Improve quality of life in communities by keeping **regional traffic on regional roads** instead of local streets;
- **Reduce vehicle emissions** by reducing congestion-related idling;
- Facilitate **better connections** to buses and SkyTrain, cycling and pedestrian networks; and
- **Reduce travel times** along and across the Fraser River during peak periods.

#### 1.3 Goals for the South Fraser Perimeter Road

The goals for the South Fraser Perimeter Road are:

- Improve the movement of people and goods through the region by providing improved connections to the provincial highway network.
- Reduce east-west travel times, particularly for heavy truck movements, by providing a continuous highway along the south side of the Fraser River.
- Improve access to major trade gateways and industrial areas and facilitate development in designated industrial areas along the south side of the Fraser River.
- Improve safety and reliability.
- Restore municipal roads as community connectors by reducing truck traffic on municipal road networks.

### 1.4 Options for the Southwest Delta Segment

The consultation program focused on the two Relocated Highway 17 Options between Deltaport Way and Highway 99. This Stage 2 Consultation presented refinements to the proposed North and South Options presented to the community in 2005. Refinements include interchange and overpass design, landscape treatments, responses to agricultural interests and connections for cycling. A brief description of both Options was provided along with a detailed comparison of these two Options.

**Relocated Highway 17 (South Option):** Create a new 13 km route relocating Highway 17 at Deltaport Way and heading east about 1.5 km (3 city blocks west of 72nd Street) before turning north to connect with 80th Street, where the alignment joins the common alignment of the South Fraser Perimeter Road through North Delta.

**Relocated Highway 17 (North Option):** Create a new 11 km route, relocating Highway 17 1.8 km north of Deltaport Way heading eastward to just west of 72nd Street, then turning north to connect with 80th Street, where the alignment joins the common alignment of the South Fraser Perimeter Road through North Delta.

## 2. Stage 2: Pre-Design Community Consultation Program

### 2.1 Stages in the Community Consultation Program

The Ministry of Transportation has completed consultation on the project definition and pre-design phases of this project and will conduct community consultation at two additional phases. In addition, the community will be able to provide feedback during the Environmental Assessment process.

<b>Project Definition Consultation</b> 2002-2004	<b>Project Definition Consultation</b> Consultation ensures that communities and key stakeholders are aware of project goals, the Ministry is aware of community concerns, and ongoing information exchange is facilitated.
<b>Pre-Design Consultation: Stage 1</b> January - February 2005	<b>Pre-design Consultation: Stage 1</b> Discusses community objectives related to such things as alignment options, location of intersections or interchanges, connections between communities and other key areas.
<b>Pre-Design Consultation: Stage 2</b> April - May 2006	<b>Pre-design Consultation: Stage 2</b> Discusses further refinements to options developed in response to community feedback during initial Pre-Design Consultation (January/February 2005) regarding alignment, intersections, interchanges, overpasses and measures to reduce noise and visual impact.
<b>Preliminary Design Consultation</b> 2007 (tentative schedule)	<b>Preliminary Design Consultation</b> Discussion of specific, concrete improvements (rather than conceptual improvements discussed in the pre-design stage) including refinements to the alignment, specific lane configuration, key intersections and other access features such as connections to local roads.
<b>Detailed Design Consultation</b> 2007/8	<b>Detailed Design Consultation</b> Detailed design consultation generally involves the discussion of fewer but very specific treatments related to such things as access, lighting, landscaping and other aesthetic treatments and detailed mitigation measures.

#### How pre-design consultation input is used

The input from this second stage pre-design consultation will be considered with technical and financial inputs when determining which options to further refine in the preliminary design stage and take through to environmental review.

### 2.2 Pre-design Consultation: Stage 2 Program

#### 2.2.1 Overview of Pre-design Consultation: Stage 2

Through the Pre-Design Consultation: Stage 1, the Ministry heard from the community that they supported the realignment options for the highway, but they had some specific concerns about both the relocated North and South Options.

Respondents selecting the South Option said that it best met the goal of separating truck and ferry traffic earlier than the North Option. They said that it has the least impact on Ladner with respect to traffic noise and air pollution.

Respondents selecting the North Option said that it has the minimum impact on farmland and other property while being the least-cost Option. They said it best met the goals of the SFPR.

The Ministry considered all of this feedback and developed enhancements to the North and South Options that were designed to address agricultural and residential concerns. Specifically, on the North Option, the Ministry moved the alignment further south of the community of East Ladner. A 5-meter-high berm was designed to protect East Ladner from the visual impacts of the highway, as the berm would be higher than the trucks using the route. In addition, the berm would protect the community from the noise impacts of the highway.

If the North Option were to be pursued, the Ministry would have acquired the land between East Ladner and the proposed North Option alignment, protecting it for agricultural purposes. On the South Option, the Ministry consulted with the farming community regarding steps that could be taken to provide efficient connectivity to existing farms, and would continue to work with local farmers on mitigation measures.

The Pre-design Consultation: Stage 2 program sought community feedback on enhanced options for the Relocated Highway 17 North and South Options.

#### 2.2.2 Consultation Methodology

##### Consultation Approach

The Pre-design Consultation: Stage 2 on the Southwest Delta Segment was conducted to provide the community with an opportunity to have input on the selection of a preferred Option for this section of the SFPR.

A list was compiled of groups likely to have an interest in the choice of a preferred route. Groups were identified using the Gateway Program database, the Corporation of Delta website, the Port of Vancouver consultation program list, and directories of community groups.

Contact was then initiated with identified stakeholders:

- Organizations were contacted by telephone and invited to participate in the consultation program.
- Meetings were arranged with interested organizations.

## Gateway Program

- Participants and representatives of organizations were confirmed by e-mail or a telephone call closer to the date.
- A presentation to Delta Council was broadcast on a local cable channel.

All consultation materials, including a feedback form, were available on the Gateway website.

### Public Notification

The public was made aware of opportunities to participate through:

- 23,000 postcards distributed to residences in Ladner and Tsawwassen
- Newspaper ads placed in community papers
- Schedule for open houses available on the Gateway Program website
- Pre-consultation meeting held with community leaders where they were asked to inform their memberships

### Consultation Program Summary

Five stakeholder meetings and two open houses were held between April 24 and May 31, 2006.

Approximately 1,300 individuals participated in the consultation program either through stakeholder meetings, open houses, correspondence, the website or through a petition submitted to the consultation program. Approximately 800 feedback forms were submitted.

### Meeting and Open House Formats

The stakeholder meetings were organized using an informal round-table format. A minimum of two SFPR representatives attended all meetings. In addition, each meeting had a facilitator and a note-taker. After introductions, the facilitator provided an overview of the consultation program, the purpose of the meeting and the agenda for the meeting. A Discussion Guide and feedback form were provided to all participants. Each meeting was facilitated and notes were taken of the discussion. SFPR representatives provided an overview of the Southwest Delta segment and alignment options for this section. Participants were given an opportunity to ask questions and provide comments. At the end of each meeting, ten minutes were set aside for participants to complete feedback forms.

At the open houses, display boards were provided that contained maps of the Gateway Program, the SFPR and information on each of the Options, including maps. In addition, two tabletop maps of each Option were provided in order to ensure that participants had ready access to key material. At least 12 Gateway technical staff members were present at each open house to answer participants' questions and gather comments. Discussion Guides were provided to all participants as they registered. Participants were encouraged to complete feedback forms before they left.

### 3. Key Theme Summary of Input

The following provides an analysis of the feedback form results. The quantitative results are a statistical analysis of the feedback forms. The qualitative results are a summary of the comments provided after each question.

#### 3.1 Key Theme Summary of Feedback Forms

##### Question 1

The proposed landscaping for the Relocated Highway 17 North Option includes a 5-meter-high landscaped berm to reduce impacts from noise, visual and light pollution. Please indicate how strongly you agree or disagree with the use of the berm.

##### Quantitative Results

Strongly Agree		28%
Somewhat Agree		6%
Neither Agree nor Disagree		5%
Somewhat Disagree		1%
Strongly Disagree		60%

##### Qualitative Results - Key Theme Summary of Comments

1. Most respondents said they do not want the North Option.
2. Some respondents asked the Gateway Program to reconsider the proposal put forward by local residents Hoover and Naas.
3. The few respondents who supported the North Option said they wanted the berm extended beyond 64th Street and that it should be planted with mature trees.

##### Question 2

If the Relocated Highway 17 North Option is built, it is proposed that the berm be landscaped with large trees and shrubs to create a barrier to noise, visual and light effects. Please indicate how strongly you agree or disagree with the landscaping for the proposed berm.

##### Quantitative Results

Strongly Agree		31%
Somewhat Agree		7%
Neither Agree nor Disagree		6%
Somewhat Disagree		1%
Strongly Disagree		55%

**Qualitative Results - Key Theme Summary of Comments**

1. Many respondents said that they did not want the North Option.
2. Some respondents asked the Gateway Program to reconsider the proposal put forward by local residents Hoover and Naas.
3. A few respondents said that the berm would not reduce air quality and noise impacts.

**Question 3**

The Relocated Highway 17 South Option proposes ramps at Deltaport Way to provide access for local traffic. The alternative would be no connection, requiring local traffic to use existing streets to travel between Tsawwassen and Ladner. Please indicate how strongly you agree or disagree with the proposed highway ramps to create access between Tsawwassen and Ladner.

**Quantitative Results**

Strongly Agree		42%
Somewhat Agree		18%
Neither Agree nor Disagree		6%
Somewhat Disagree		3%
Strongly Disagree		30%

**Qualitative Results - Key Theme Summary of Comments**

1. A few respondents asked the Gateway Program to reconsider the proposal put forward by local residents Hoover and Naas.
2. Respondents expressing an opinion on the proposed ramps were evenly split on the concept.

**Question 4**

The discussion guide has described two Options for the community to consider; Relocated Highway 17 North Option and Relocated Highway 17 South Option. With all things considered, which Option do you prefer for the South Fraser Perimeter Road?

**Quantitative Results** (among respondents who indicated a preference)

North Option		10%
South Option		90%

However, an analysis of participants' specific comments on this question shows the following results:

North Option		7%
South Option		50%
Neither Option Selected		15%
Hoover/Naas		23%
No Answer		5%

**Qualitative Results - Key Theme Summary of Comments**

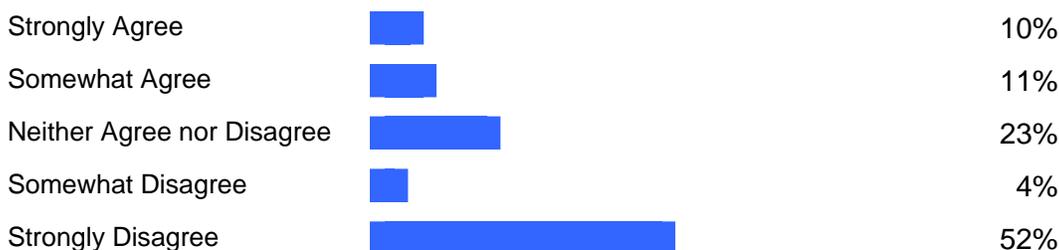
1. Many respondents supporting the South Option said that it would have less impact on East Ladner, keep ferry and port traffic off the existing Highway 17 and reduce the mix of cars and trucks.
2. Many respondents asked the Ministry to reconsider the proposal put forward by local residents Hoover and Naas rather than build either the North or South Option.
3. The few respondents supporting the North Option said it would have less impact on higher-quality farmland.

**Question 5**

For both the Relocated Highway 17 North and South Options, there are possible improvements to the cycling connections between the SFPR and Delta’s local cycling network. For each of the Options described below, please indicate how strongly you agree or disagree with each Option.

**Quantitative Results**

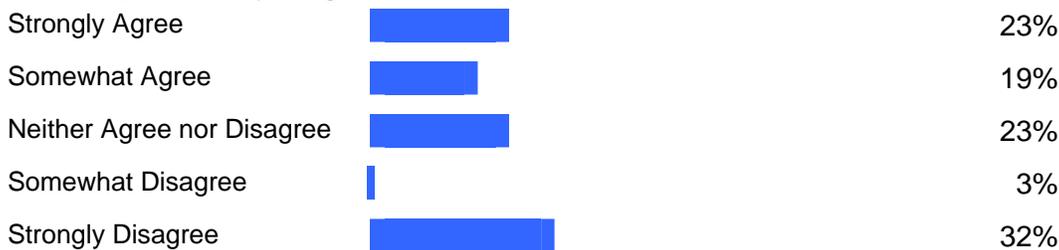
**North Option: A cycling connection with the SFPR at 34B Avenue**



**North Option: A cycling connection with the SFPR at 64th Street**



**South Option: A cycling connection with the SFPR at 36th Avenue**



**South Option: A cycling connection with the SFPR at 64th Street**

Strongly Agree		21%
Somewhat Agree		19%
Neither Agree nor Disagree		21%
Somewhat Disagree		3%
Strongly Disagree		36%

**Qualitative Results - Key Theme Summary of Comments**

Respondents offering a comment were mostly indifferent to the cycling alternatives.

**3.2 Key Theme Summary of Stakeholder Meetings**

3.2.1 Key Themes - First Responders (May 1, 2006)

- Participants said that this is a terrific project.
- All emergency services would like “emergency access only” in all directions at Deltaport Way and South Fraser Perimeter Road for the relocated Highway 17 South Option.
- On the relocated Highway 17 North Option, the emergency services participants would like access to and from the South Fraser Perimeter Road from existing Highway 17, north of the interchange.
- Questions arose regarding the sort of lighting that would be placed along the South Fraser Perimeter Road for incident management.

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- Participants did not support the North Option.
- Participants said that all farmland was important, not just the farmland in the South Option.
- Some participants did not support either Option; others supported the South Option.
- Participants were neutral about the cycling options.

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- Participants wanted information on the Environmental Review Assessment process and how it had been established.
- Participants wanted information on the traffic analyses done to show the number of trucks and their destinations.
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- Some participants expressed support for the North Option, citing the importance of farmland.
- Some participants noted that, if the South Option was selected, small road crossings should be maintained, that as few roads as possible be dead-ended and that landscaping on the South Option be considered to mitigate visual impacts on farms and homes.

## Gateway Program

- 3.2.5 Key Themes – Business – Chamber of Commerce (May 24, 2006)
- Participants asked many questions regarding both the North and South Options; however, overall, participants supported the South Option.
  - Participants requested that the improvements start sooner rather than later, citing as reasons the length of the delivery time on major projects, impacts to property and achieving certainty with respect to connectivity to local businesses and existing streets.

### 3.3 Petition

The following petition containing 305 names was sent to the consultation program:

*“With respect to the Southwest Delta Segment of the South Fraser Perimeter Road, I/we, the undersigned are opposed to the relocated Highway 17 – North Option regardless of the fact that enhancements have been developed to address residential concerns.”*