

Item	9
Manager's Report No.	23
Council Meeting	98/09/14

**TO:** CITY MANAGER

**DATE:** 1998 08 24

**FROM:** DIRECTOR ENGINEERING

**FILE:** 50-01-06

**SUBJECT:** SOUTHPOINT DRIVE TRUCK TRAFFIC

**PURPOSE:** To address the concerns expressed by several groups regarding the use or restriction of use of the Southpoint Drive truck route. This report also addresses the related issue of the discontinuation of the 20<sup>th</sup> Street truck route by the City of New Westminster.

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**RECOMMENDATIONS:**

1. THAT failing a resolution in the negotiations with the City of New Westminster, Council request a determination of the 20<sup>th</sup> street truck route issue by the Minister of Transportation and Highways under Section 582 of the Municipal Act.
2. THAT copies of this report be sent to the petitioners from Sandborne Avenue, Station Hill Court, and Southpoint Drive; Mr. Lawrence J. White of 6888 Station Hill Drive, other residents who have corresponded on the issue, the BC Trucking Association, the City of New Westminster, and the Minister of Transportation and Highways.

**REPORT**

**1.0 BACKGROUND**

The issue of truck traffic on Southpoint Drive has been of concern to residents since the first residential units were constructed in 1990. There was a misconception by some residents that Southpoint Drive was not a truck route. New residents may not be aware that Southpoint Drive was formerly named Stride Avenue. As indicated on "Exhibit A," Stride Avenue was part of Burnaby's truck route network. The portion of Stride Avenue between 19<sup>th</sup> Street and Fenwick Street was renamed Southpoint Drive in October of 1989. "Exhibit A" also shows the former truck route that existed on Gilley Avenue.

In February of 1990, Gilley Avenue was declassified as a truck route on the basis that the Marine Way - 10<sup>th</sup> Avenue Connector and the Griffiths Avenue/19<sup>th</sup>/20<sup>th</sup> Street improvement would be prioritized to facilitate the movement of trucks. A temporary connection had been constructed from the Marine Way - 10th Avenue Connector to Stride Avenue (Southpoint Drive) to improve access to the truck route pending the completion of the connector. This route provided a more favourable grade than Gilley Avenue and allowed for the removal of trucks from the single family residential area surrounding Gilley Avenue in accordance with the long term objectives of the Burnaby Transportation Plan. Southpoint is to be declassified as a truck route when the Marine Way/10<sup>th</sup> Ave. connector route is completed.

On 1998 March 16, the City of New Westminster declassified 20<sup>th</sup> Street as a truck route between 10<sup>th</sup> Avenue and Stewardson Way. New Westminster's current truck route network, which is much more sparse than previous iterations is shown on "Exhibit B." Formerly, the extensions of the Griffiths/19<sup>th</sup> (20<sup>th</sup> Street), Kingsway (12<sup>th</sup> Street) and Canada Way (8<sup>th</sup> Street) arterials were all truck routes. The exclusion of the latter two routes would have seen the distribution of Burnaby arterial traffic via 10<sup>th</sup> to McBride and 20<sup>th</sup> Street. By excluding 20<sup>th</sup> Street as well from the truck route network the truck traffic bound for the Queensborough Bridge or Marine Way must divert down the Burnaby truck route on Southpoint Drive. This has resulted in greatly increased truck traffic volumes on Southpoint Drive. We can speculate that 8<sup>th</sup>, 12<sup>th</sup> and 20<sup>th</sup> Street would qualify as regional arterials in the context of the GVTA "major road network" (MRN) but as regional facilities they would also be required to carry truck traffic as in the past. Accordingly, New Westminster has elected to not propose these streets (as well as North Road) for inclusion in the MRN.

Appearing on the agenda for the meeting of the Traffic and Transportation Committee (Traffic Safety Division) held on 1998 June 02 was an e-mail letter from Lawrence J. White. In this letter, Mr. White summarizes many of the concerns expressed by the residents of the area adjacent Southpoint Drive. The main concerns are the late night noise and safety issues. This letter was referred to staff for report.

Three petitions were received in the Engineering Department on 1998 July 07, 1998 July 23, and 1998 July 29 from residents of Sandborne Avenue, Southpoint Drive, and Station Hill Court requesting that all truck traffic on Southpoint Drive be restricted. This matter has been dealt with by the Traffic and Transportation Committee previously in February of 1996 and in September of 1997. On both of these prior occasions, the proposal for a ban on trucks during nighttime hours was evaluated. In both cases, the Committee recommended to Council that the existing 24 hour truck route be retained until the Marine - 10<sup>th</sup> Connector has been completed.

Appearing on the agenda for the Regular Council Meeting held on 1998 July 27 was a delegation from the BC Trucking Association. In their submission, the BCTA urged Burnaby Council to pursue the reopening of 20<sup>th</sup> Street to truck traffic and included a presentation they had made to New Westminster Council on 1998 May 25. This submission addressed the

impacts on the costs, safety, and air quality of the elimination of the 20<sup>th</sup> Street truck route. The BCTA also expressed concerns related to the impact of restricting trucks on Southpoint Drive. Arising from consideration of this presentation, Council requested staff to prepare a report on the feasibility and advisability of using Section 582 of the Municipal Act of BC to reopen 20<sup>th</sup> Street to truck traffic and that Burnaby Council meet with New Westminster City Council to discuss the impact of the closure of 20<sup>th</sup> Street.

## **2.0 TRUCK VOLUME**

“Exhibit C” contains a table of traffic volumes collected between 1996 and the present. The table also breaks out the total number of heavy trucks, the number of heavy trucks recorded between the hours of 10:00PM and 7:00AM, and the percentage of heavy trucks compared with the total traffic. Heavy trucks are defined as those with a gross vehicle weight of 13,600kg or higher as that is the current weight limit that governs trucks under the sections of the Burnaby Truck Route Bylaw. Essentially, this places 3 axle trucks and combinations under the control of the bylaw.

Prior to the closure of 20<sup>th</sup> Street in 1996, the average traffic volume on Southpoint Drive was 5400 vehicles per day (vpd). Of this volume, 220 vpd were heavy trucks. Only 5 trucks were counted between 10:00PM and 7:00AM. During July of 1997, additional counts were conducted. Traffic volumes had increased to an average of 6378 vpd with 229 heavy trucks. Late evening heavy truck volumes, between 10:00PM and 7:00AM also increased from 5 to an average of 31.

The average total traffic volume has now increased to 7700 vpd during the five weekdays counted in May and July 1998 following the closure of the 20<sup>th</sup> Street truck route. Heavy truck traffic has increased to an average of 656 over the five weekdays counted in 1998. It must be noted that the highest truck volume counted was 969 vpd on 1998 May 06. Late evening heavy truck volumes, between 10:00PM and 7:00AM have also increased to an average of 55 in 1998.

As expected, weekend traffic volumes are lower with 4780 vpd including 383 heavy trucks on Saturday, 1998 July 11 and 4017 vpd including 83 heavy trucks on Sunday, 1998 July 12. A total of 35 heavy trucks were recorded between the hours of 10:00PM and 7:00AM on Saturday night and 12 heavy trucks on Sunday night. Unfortunately, we have no previous data to compare.

The data clearly indicates that the declassification of 20<sup>th</sup> Street has had a significant impact on the volume of truck traffic on Southpoint Drive. The net effect has been a doubling of the average heavy truck volume as a percentage of total traffic. The increase in nighttime truck traffic is of particular concern to the residents of the Southpoint area.

### 3.0 VEHICLE SPEEDS

Our vehicle classification counts also recorded the breakdown of vehicle speeds by direction on Southpoint Drive. The data does not indicate a speeding problem with only 1.5% of south bound and 1.2% of north bound vehicles exceeding 65 km/h. The calculated 24 hour 85<sup>th</sup> percentile speed, the maximum speed travelled by 85% of all vehicles, averaged 56 km/h for both north and south bound traffic which is lower than what we generally encounter on similar streets.

### 4.0 AVAILABLE TRUCK ROUTES

Burnaby's existing truck route network is shown on the map labelled "Exhibit D." The truck routes leading to and from New Westminster are also indicated in faint lines on the New Westminster truck route map, "Exhibit B." As indicated on these maps, the Byrne-Marine-Southpoint route is now the only north-south truck route between McBride Boulevard and Boundary Road. All trucks from Burnaby or New Westminster bound for Marine Way, or the Queensborough Bridge must use one of these three routes.

Prior to its declassification as a truck route, 20<sup>th</sup> Street provided a shorter link for trucks in Burnaby and the west part of New Westminster to access the Queensborough Bridge and Marine Way. The route to the Queensborough Bridge was most heavily compromised by the elimination of this route. Southpoint is the nearest available alternate route from the east Burnaby area. As described by the BC Trucking Association, this route adds twenty-five minutes to the average travel time for trucks in this area as well as increased costs and reduced air quality. We note that the east bound (New Westminster side) truck route on 10<sup>th</sup> Ave. between 20<sup>th</sup> Street and Kingsway prohibits nighttime truck use (between 9:00 p.m. and 7:00 a.m.). Thus, we have the scenario of large trucks proceeding down the Griffiths/19<sup>th</sup>/20<sup>th</sup> truck route coming to a "dead end" at 10<sup>th</sup> Ave. after 9:00 p.m. and before 7:00 a.m. the following day.

### 5.0 CONCERNS OF THE BC TRUCKING ASSOCIATION

In their submission to Council on 1998 July 27, the BC Trucking Association included a letter that had been submitted to New Westminster City Council outlining their reasons for objecting to the elimination of 20<sup>th</sup> Street from the truck route network. In summary, their concerns were as follows:

- Increased travel time between 10 and 90 minutes per truck per day
- Additional cost of an estimated \$3.6 million annually
- Increased vehicle emissions of approximately 180 tonnes annually
- Safety concerns involving the use of the westbound Marine Way ramp at the north end of the Queensborough Bridge by trucks that used to travel up 20<sup>th</sup> Street

The Association also expressed concern that any steps taken to reduce truck traffic on Southpoint Drive would further compound the problem as the limited number of alternate routes described in Section 3 indicate. While the proposed Marine Way/10<sup>th</sup> connector will have better grades and be more environmentally acceptable than the present Southpoint route, it will still represent a significant detour relative to 20<sup>th</sup> Street for trucks accessing the Queensborough Bridge.

## **6.0 RESIDENTS' CONCERNS**

As discussed in the background section of this report, an e-mail letter has been received from Mr. Lawrence J. White and three petitions, dated 1998 July 07, 1998 July 23, and 1998 July 29 from residents of Sandborne Avenue, Southpoint Drive, and Station Hill Court requesting that all truck traffic on Southpoint Drive be restricted. The issues in the petitions and letter are similar and include requests to take action to restrict truck movement on Southpoint Drive. The items listed on both petitions are summarized below.

### **6.1 "Gearing down to make the uphill grade is noisy"**

Truck engine noise tends to increase on uphill grades although trucks must use lower gears going downhill as well and may have to use engine braking equipment to assist in holding the truck's speed on the grade. This effect would be more noticeable further down the hill as the grade increases. The fact that trucks tend to be louder than most passenger vehicles cannot be argued.

### **6.2 "Increase in truck traffic slows the exit from Sandborne onto Southpoint Drive"**

Our traffic counts, as summarized further on in this report, indicate that overall traffic volumes have increased by approximately 1000 vehicles per day during the past year. Trucks comprise 300 - 400 vehicles of this 1000. Trucks also accelerate more slowly and travel uphill more slowly causing queues to build behind them. These factors combined contribute an additional delay for the residents trying to enter Southpoint Drive.

### **6.3 "CB Radios may be causing the garage door to open at random resulting in potential security issue"**

Although we have no direct expertise in this area, a review of the radio frequency listings indicate that CB radio is on a completely different frequency band than that allocated for door openers. There may be another reason for the random opening of the garage door.

**6.4 “An issue of pedestrian safety to cross Southpoint Drive, the problem being the trucks, in almost every instance, are exceeding the speed limit substantially”**

As discussed previously in Section 2 of this report, our data did not illustrate a speeding problem in this area. Although our data was not broken down by vehicle type, as mentioned previously, the average 85<sup>th</sup> percentile speed was 56 km/h for all vehicles. Our data also indicated that only 1.5% of south bound and 1.2% of north bound vehicles were exceeding 65 km/h during our study periods. As heavy trucks comprise between 6% and 12% of the total traffic during these same periods, the alleged speeding by a large proportion of trucks is not supported. To improve pedestrian visibility, the crosswalk at the intersection of Southpoint Drive and Hanna Court will be enhanced by the addition of overhead illuminated signs and additional lighting. This work is scheduled for completion during the fall of 1998.

**7.0 20<sup>TH</sup> STREET**

The closure of 20<sup>th</sup> Street to truck traffic has had a detrimental effect on the trucking industry. The re-routing of trucks to Southpoint Drive has resulted in increased travel time, transportation costs, and air pollution. The subsequent increase in truck traffic on Southpoint Drive has adversely affected the quality of life for residents in this area. There are few options available to relocate this traffic within either Burnaby or New Westminister.

The removal of this truck route was a unilateral action by the City of New Westminister. This action was taken without the approval of the Minister of Transportation and Highways as required under Section 545 of the Municipal Act. As such, it is possible to request arbitration of the classification of 20<sup>th</sup> Street under Section 582 of the Municipal Act.

Given that there has been a lack of communication between the two cities over this issue, it would be appropriate to discuss this matter at a joint meeting of the two councils as a first step. Although it may be argued that truck traffic is “regional”, citizens of each city benefit from having efficient movement of goods. The additional costs of longer travel times will be passed directly to consumers. Given the critical nature of the historical truck routes on Southpoint Drive and 20<sup>th</sup> Street, each route must be given equal consideration and importance. It is inappropriate to sacrifice one in favour of the other. Failing a resolution to the disagreement, it would be appropriate to request assistance from the Minister of Transportation and Highways as discussed above.

**8.0 RESTRICTION OF TRUCK TRAFFIC ON SOUTHPOINT DRIVE**

The closure of Southpoint Drive to heavy trucks prior to the construction of the Marine/Byrne/10<sup>th</sup> Avenue Connector would further hamper the trucking industry’s ability to efficiently move goods from the east part of Burnaby and New Westminister. In the

absence of the 20<sup>th</sup> Street connection to the Queensborough Bridge, the available alternate routes to Surrey and/or Richmond are 10<sup>th</sup> Avenue to McBride Boulevard to the Pattullo Bridge; or Kingsway to Boundary Road to Marine Way to the Queensborough Bridge or into Vancouver to the Knight Street Bridge. Each of the alternatives would add significantly to the already extended travel times, costs, and environmental factors previously discussed. Although the increased truck traffic has adversely affected the residents of the Southpoint area, until the Marine - 10<sup>th</sup> Connector is completed, currently budgeted for 2002, restriction of truck traffic cannot be recommended. The reinstatement of the 20<sup>th</sup> Street truck route would likely reduce traffic and truck volumes to the 1997 July levels as 20<sup>th</sup> Street is a much more favourable route.

There are also legal implications that may hamper any attempt by Burnaby to alter the Southpoint truck route. As previously stated, the alteration would previously have required the approval of the Minister of Transportation and Highways under Section 545 of the Municipal Act. With the adoption of Bill 36 – 1998, the Greater Vancouver Transportation Authority Act, restriction of this truck route will require approval of the GVTA. We note that any time limited restriction/prohibition of trucks on Southpoint would require supporting regulation of the 10<sup>th</sup> Ave. and Griffiths/19<sup>th</sup> Ave. truck routes.

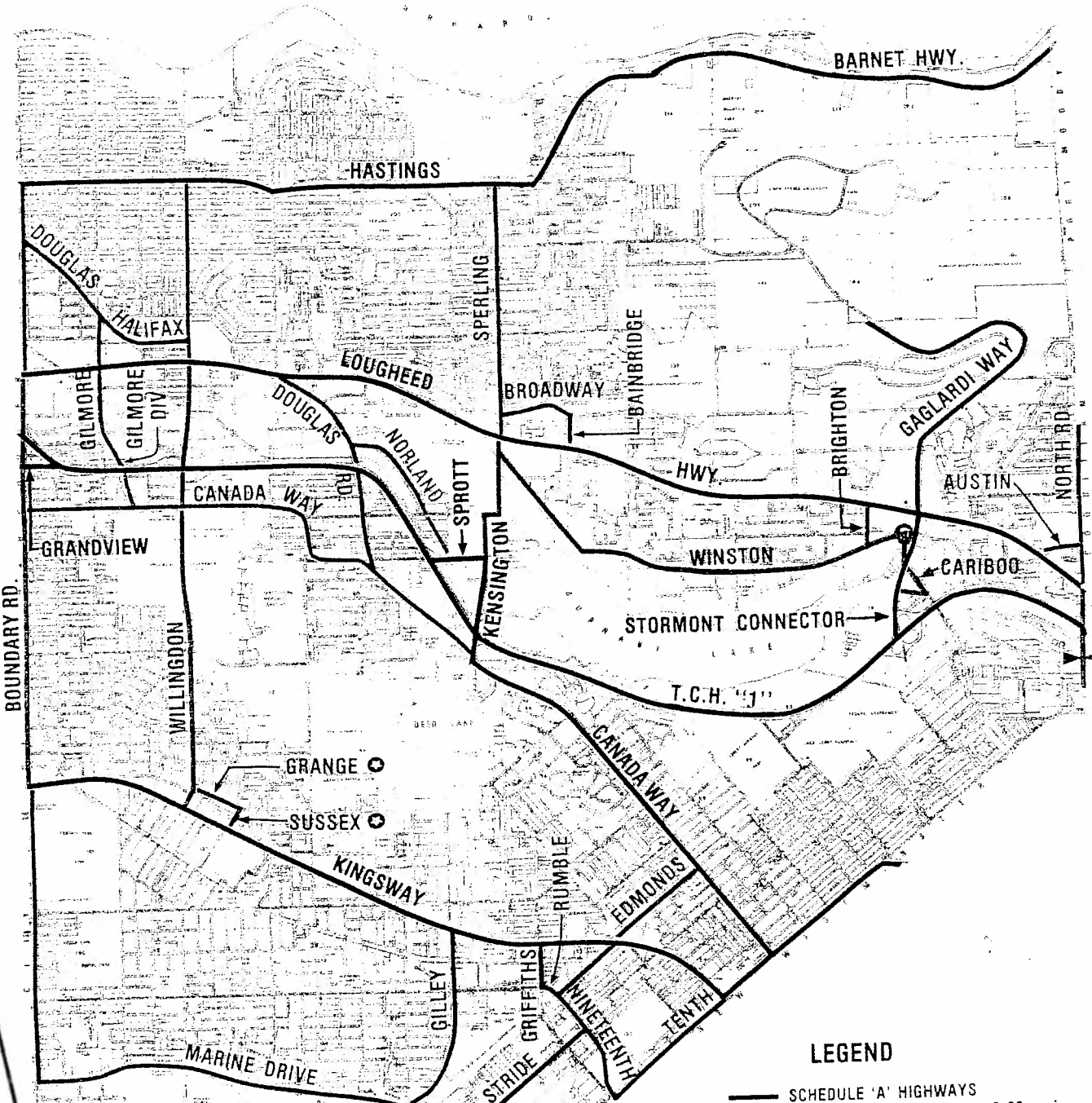
## 9.0 CONCLUSION

Upon completion of the Marine - 10th Connector, traffic volumes on Southpoint Drive will decrease dramatically. Truck traffic will also be drastically reduced to that required for local construction and delivery of goods. In the interim, improvements will be made to the existing crosswalk at Southpoint Drive and Hanna Court to enhance visibility of pedestrians. Staff will also monitor traffic volumes and truck traffic on this corridor. We understand that Council will be meeting with the City of New Westminster in October to discuss the reopening of 20<sup>th</sup> Street to truck traffic, at least, until a reasonable alternate route can be constructed. If New Westminster is not amenable, then intervention by the Minister of Highways will be required under Section 582 of the Municipal Act.







  
DIRECTOR ENGINEERING

BB:  
Attach.

cc: City Solicitor  
Director Planning & Engineering



**LEGEND**

- 
 SCHEDULE 'A' HIGHWAYS  
 For vehicles not exceeding 2.60 m in width or 18.5 m in over-all length.
- 
 7:00 a.m. to 9:00 p.m. every day, except Sundays and Statutory Holidays.
- 
 SCHEDULE 'B' HIGHWAYS  
 For vehicles not exceeding 2.60 m in width or 20.0 m in over-all length.
- 
 18,200 Kg. max. g.v.w.
- 
 Low Bed Semi-trailers prohibited from crossing railway.
- 
 B.C. HIGHWAYS

**BURNABY TRUCK ROUTES**

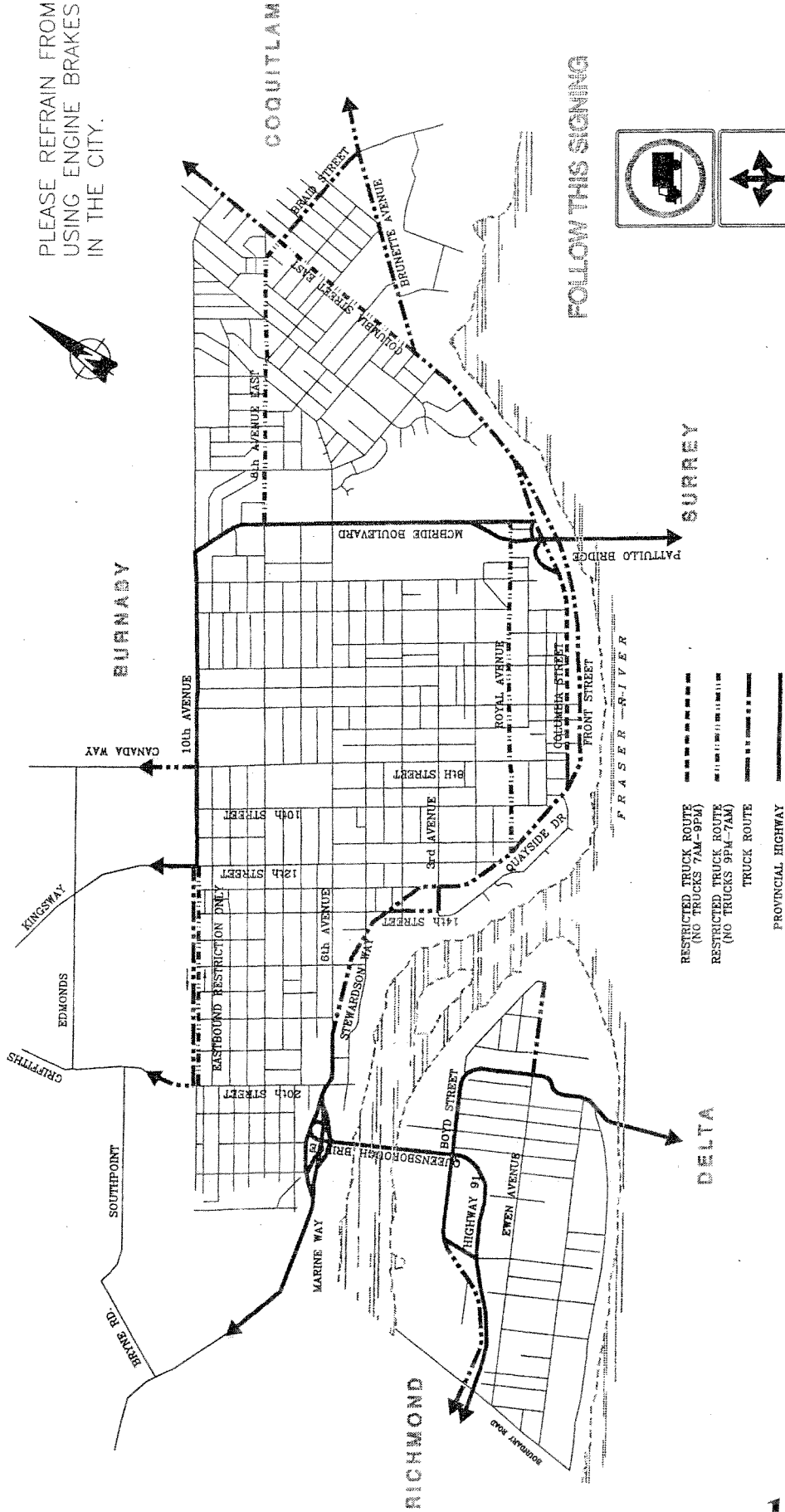


# TRUCK ROUTES

NEW WESTMINSTER, B.C.

VEHICLES WITH A G.V.W. GREATER THAN 13,600 Kg MUST USE THE PROVINCIAL HIGHWAYS OR DESIGNATED TRUCK ROUTES.

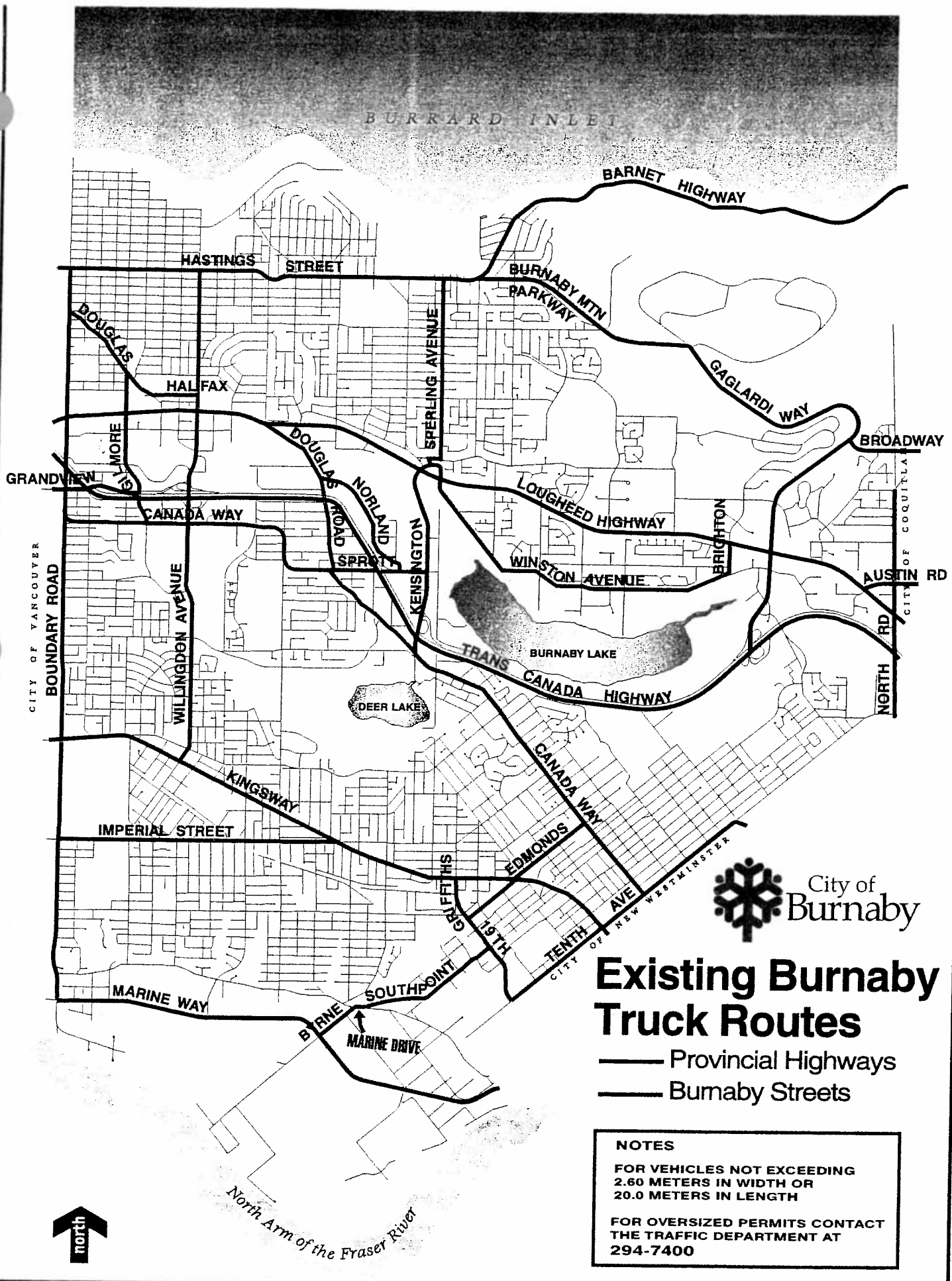
PLEASE REFRAIN FROM USING ENGINE BRAKES IN THE CITY.



## Southpoint Drive Truck Traffic

Date	Total Traffic	Heavy Trucks	Heavy Trucks 10:00PM - 7:00AM	Percentage Trucks
1996 Average	5,400	220	5	4.07
1997 July 23, Wednesday	6,307	277	23	4.39
1997 July 24, Thursday	6,449	181	38	2.81
1998 May 05, Tuesday	7,860	709	65	9.02
1998 May 06, Wednesday	8,026	969	43	12.07
1998 July 10, Friday	7,841	501	56	6.39
1998 July 11, Saturday	4,780	383	35	8.01
1998 July 12, Sunday	4,017	83	12	2.07
1998 July 13, Monday	7,452	609	59	8.17
1998 July 14, Tuesday	7,305	493	51	6.75

BURRARD INLET



# Existing Burnaby Truck Routes

- Provincial Highways
- Burnaby Streets

**NOTES**

FOR VEHICLES NOT EXCEEDING  
2.60 METERS IN WIDTH OR  
20.0 METERS IN LENGTH

FOR OVERSIZED PERMITS CONTACT  
THE TRAFFIC DEPARTMENT AT  
294-7400



EXHIBIT D

