



Philip Avenue Overpass Project Consultation Summary Report

Phase 2: Implementation
May 2013

Prepared by

lucent
strategies inc

Table of Contents

Executive Summary	1
Project Overview	1
Phase 2 Public and Stakeholder Engagement	1
Summary of Public Input	1
1. Overview	3
1.1 Project Overview	3
1.2 Phase 2 Public and Stakeholder Engagement	4
2. Approach to Public and Stakeholder Engagement	4
3. Participation	4
4. Key Theme Results	5
5. Detailed Findings	5
5.1 Noise Barrier Finish Preference	6
5.2 Comments About Construction	6
5.3 General Comments About the Project	7
5.4 Respondent Information	7
6. Next Steps	8

Appendix A: Project Information Signs

Appendix B: Notification

Appendix C: Feedback Form

Executive Summary

Project Overview

The Philip Avenue Overpass is one of several planned transportation investments in the North Shore Trade Area to help sustainably accommodate and enhance growth in international trade.

The project will provide a new overpass across the rail tracks to replace the existing at-grade Pemberton Avenue rail crossing near West 1st Street in the District of North Vancouver. It is designed to minimize interaction between road traffic and rail traffic, improve traffic flow in this area and help reduce congestion-related idling. The project will also help reduce noise from rail operations to help sustainably manage this growth and minimize the effects of trade growth on local communities.

Phase 2 Public and Stakeholder Engagement

Phase 2: Project Implementation of the project commenced in fall 2012. Following completion of technical analysis during the first six months of this Phase, the project team undertook consultation with local businesses and residents to help finalize project designs. Concurrent First Nations engagement also continued.

Phase 2 consultation took place over a six-week period from March 25 to May 10, 2013. It included a mail drop and follow up meetings with local businesses regarding proposed traffic pattern changes (March 27-April 10) and public consultation on proposed noise mitigation measures and traffic pattern changes (April 23-May 10).

Notification also included advertising in the *North Shore News* on April 12 and 21 and emails sent on April 16 and 22 to the project database, which includes 63 individuals who have expressed an interest in the project.

During the consultation period, the project team met or spoke with 14 business representatives, 23 people attended the April 23 open house and 40 people submitted a feedback form.

Summary of Public Input

Phase 2 consultation reaffirmed general support for the project, as well as preference for noise barriers with a "stone" finish. It also identified a number of questions and comments, including:

- Comments on the aesthetic appeal of the finish on the sound barriers;
- Questions about the effectiveness of the sound barriers, and what steps will be taken if they prove ineffective;
- Requests for sound barriers to be built before overpass construction begins; and,

May 2013

- Concerns about potential noise effects and vehicular accidents from increased road traffic as a result of new location and related construction.

1. Overview

1.1 Project Overview

The North Shore Trade Area is a critical export gateway to overseas markets, and contributes to over 5,000 jobs on the North Shore and \$10 million in municipal taxes each year. It handles over 35% of all cargo through Port Metro Vancouver, which is Canada's largest port.

Currently, about 3,500 vehicles pass through the Pemberton Avenue/West 1st Street intersection each day, including local traffic to and from businesses on both sides of the rail tracks, the Norgate residential community, port related traffic accessing marine terminals and commuting traffic passing through the area. By 2021, a projected 6,500 vehicles per day will be accessing this area; an increase of 85% from the number of vehicles today. Improvements are needed to ensure efficient movement of goods and people and to maintain the international trade competitiveness of Canada's Pacific Gateway.

The Philip Avenue Overpass Project will replace the current at-grade Pemberton Avenue rail crossing at West 1st Street with a new overpass that will pass directly over the railroad tracks at Philip Avenue. The project will improve traffic flow, significantly decrease the current interaction between road traffic and rail traffic, and help reduce the general traffic congestion in the immediate area. It will also aid in reducing noise from rail operations, as train-vehicle interaction will be minimized.

Project partners include Transport Canada, the British Columbia Ministry of Transportation, the District of North Vancouver, CN and Kinder Morgan Terminals.

Phase 1: *Project Definition* was completed in Summer 2012. Key activities included:

- Site assessment;
- Community consultation;
- Environmental impact assessment studies including Environmental Site Assessment, Biological Assessment, Archaeological Overview, Noise Assessment, Traffic Assessment, and Air Quality Assessment;
- Project Definition Report confirming project scope, schedule, and budget; and,
- Decision to proceed to project implementation.

Phase 2: *Implementation*, scheduled for completion in Spring 2015 includes:

- Detailed design;
- Community consultation;
- Permits and approvals;
- Retaining a contractor to construct;
- Utility relocations and site preparation;
- Construction; and,
- Ongoing community relations.

1.2 Phase 2 Public and Stakeholder Engagement

Phase 2 consultation focused on:

- Improving awareness of the project;
- Seeking input on proposed traffic pattern changes and traffic management measures to help improve overall network performance and minimize local community impacts; and,
- Seeking input on proposed noise mitigation measures, which were developed based on additional technical analysis.

2. Approach to Public and Stakeholder Engagement

Phase 2 consultation took place over a six-week period from March 25 to May 10. It included mail drop and follow up meetings with local businesses regarding proposed traffic pattern changes (March 27-April 10) and public consultation on proposed noise mitigation measures and traffic pattern changes (April 23-May 10). Program highlights include:

- **Three project information road signs** in the vicinity of the proposed overpass (see Appendix A), which were installed in response to Phase 1 consultation input suggesting that additional public notification options be considered;
- **Door-to-door visits/mail drop to 58 local businesses** adjacent to the Philip Avenue/West 1st Street intersection on March 25 (see Appendix B);
- **Follow up calls and meetings with local business representatives** to discuss proposed traffic pattern changes over the ensuing two weeks;
- **Emails** sent to the general project database on April 16 and to business database on April 22 (see Appendix B);
- **Paid advertising** in the *North Shore News* on April 12 and 21 (see Appendix B);
- **Public open house** on April 23 to discuss proposed noise mitigation measures and traffic pattern changes;
- **Online feedback form** between April 23 and May 10 (a print version was also available at the public open house; see Appendix C); and,
- Additionally, all open house **consultation materials were available online** at dnv.org/Philip.

3. Participation

- 16 people (11 business owners and 5 residents) contacted the project information email address during the consultation period. The Project Manager or Community Engagement Specialist replied to all enquiries, generally within 24 hours;
- 9 business representatives attended in person meetings with the project team and an additional 5 corresponded or spoke with the Project Manager;
- 23 people attended the open house. Most open house participants were residents of the local area; and,
- 40 people completed a feedback form.

4. Key Theme Results

Phase 2 consultation confirmed general support for the project, primarily due to the inclusion of noise barrier walls and overall sound reduction. It also confirmed support for the “stone” finish option for the noise barriers near Philip Avenue (see Section 5.1 for image).

Consultation also identified a number of questions and comments, with several key themes emerging from the feedback forms that were submitted, as noted in the table below.

Key Theme	Detail
Noise barrier wall finish	<ul style="list-style-type: none"> • Favored finish choice is “stone.” • Desire to maintain an aesthetic design in keeping with North Shore themes and culture (e.g. trees or native art). • Concerns about ease of graffiti removal.
Noise barrier wall location	<ul style="list-style-type: none"> • Requests to extend the length of the walls. • Request for more walls along route. • Questions about additional mitigation measures if noise levels are not reduced as much as anticipated. • Requests that noise barriers be constructed before overpass construction begins.
Construction and traffic management	<ul style="list-style-type: none"> • Questions regarding the general timeline of construction. • Concerns about construction crews parking on main streets.
Effects of general traffic growth	<ul style="list-style-type: none"> • Concerns about the ratio of traffic enforcement to increased traffic. • Concerns about effects from increased traffic. • Concerns about increased vehicular accidents from increased traffic on West 1st Street and Welch Street between Pemberton Avenue and Philip Avenue. • Concerns about a 2-lane overpass being outgrown in near future from increased traffic levels.
Truck traffic patterns	<ul style="list-style-type: none"> • Some concerns that trucks and other traffic may use residential streets to access the overpass. • Questions about potential growth in truck traffic. • Concerns regarding increased noise from trucks accelerating and using engine brakes on new overpass’ 8% grade.
Construction notification	<ul style="list-style-type: none"> • Requests for progress reports to be made publicly available. • Questions about advance notice and reminders of upcoming project changes.

5. Detailed Findings

This section provides a detailed summary of feedback received through the consultation feedback form. A total of 40 feedback forms were received during the consultation period. Respondents were not required to answer every question. As a result, response rates vary significantly by question.

5.1 Noise Barrier Finish Preference

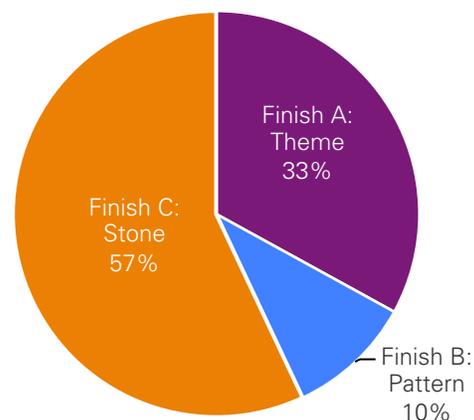
Respondents were given a choice of three potential noise barrier finish options as illustrated below.



About half of respondents (21 people) indicated a preference, with “stone” finish being the most preferred (57%). It should be noted that although respondents were asked to select only one primary interest, some selected more than one.

Respondents had the opportunity to comment on their choice. Some noted that noise barriers are a good improvement to the Phase 1 design. Others asked for more, longer and/or higher barriers.

Noise Wall Finish Preference



5.2 Comments About Construction

A total of 17 respondents provided comments about upcoming construction, including:

- General comments of support for the project and preference to see construction completed as soon as possible;
- Suggestions that noise mitigation measures should be used to effect an overall net noise reduction benefit, to help mitigate long-standing noise concerns for local residents as the industrial area continues to grow;
- Questions about location for designated construction crew parking, including suggestion that this parking should be south of the rail tracks to help minimize construction impacts on local businesses;
- Questions about timeline for construction;
- Request to construct noise barriers before overpass construction starts;
- Request to provide advance notice of upcoming construction work;
- Request for use of pile driving techniques that minimize noise impacts;
- Request for road signs prohibiting use of air brakes in residential areas; and,
- Question about whether the project will help reduce flooding concerns in the area.

5.3 General Comments About the Project

A total of 11 respondents provided comments, including:

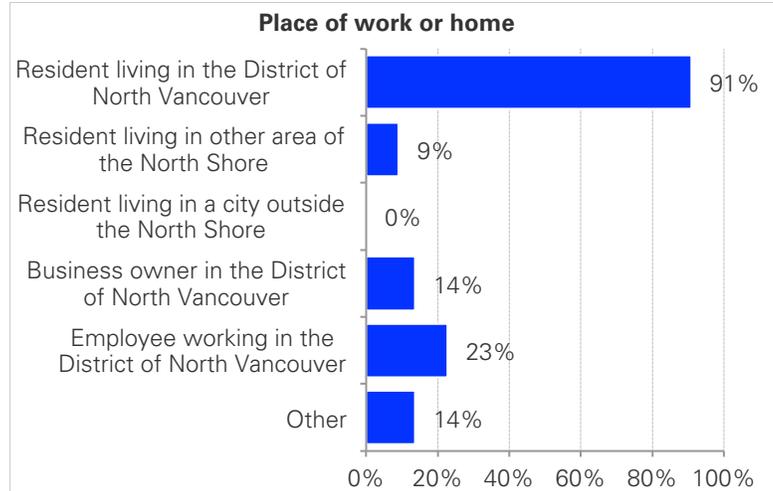
- General comments of support for the project;
- Concerns about effects of increased traffic, with one comment that increased traffic may result in need for better enforcement at the Welch/Pemberton intersection and one suggestion that there should be more traffic lanes on West 1st Street;
- General concern about noise in the area as industry continues to grow;
- One request to free up parking limitations during construction (e.g. parking on both sides of Welch);
- One suggestion for placement/operation of the new rail gates at the Fibreco crossing of McKeen Avenue to fully prevent pedestrians from potentially crossing;
- One request for additional landscaping;
- One request for an additional pedestrian overpass crossing at Pemberton Avenue;
- One question as to who will have responsibility to resolve issues once the project is complete;
- One request for a project schedule;
- One comment that the project should not be funded with residential tax dollars; and,
- One comment that the project is a “done deal” without sufficient consultation.

5.4 Respondent Information

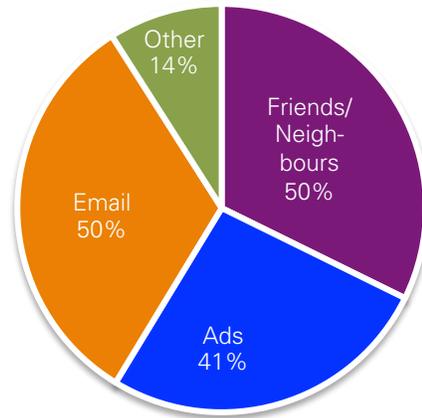
Of the 22 respondents who provided contact information, most respondents (91%) live in the District of North Vancouver and 37% work at or own a business in the District.

Respondents who provided additional comments under the “Other” category indicated:

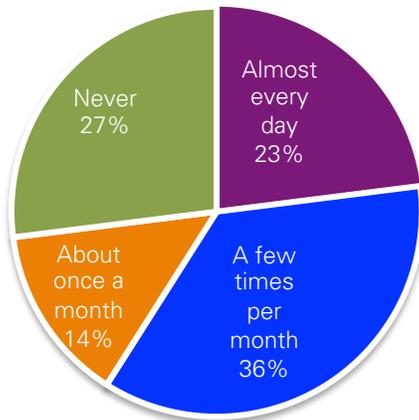
- Student at Capilano University
- Family member of building owner in the area



Respondents heard about the event from a variety of sources, primarily through the project team email or information from friends, as noted in the chart to the right. Respondents who provided additional comments under the “Other” category included tenants or visitors to their business.



Respondents were also asked to indicate how often they drive, walk or cycle across the existing Pemberton Avenue Rail Crossing at West 1st Avenue. As illustrated in the figure below, most respondents cross a few times per month. About one quarter cross every day and about the same amount never cross.



Respondents were asked if they would like to be added to the project database to receive e-updates. A total of 32% (7 people) indicated they already are in the database, and a further 55% (12 people) requested to be added.

6. Next Steps

The project partners will consider Phase 2 consultation input as construction planning continues. Results of any changes as well as ongoing project updates will be communicated through the project email list and the project website.

Additionally, while formal consultation for Phase 2 of the project has concluded and construction is underway, the District of North Vancouver will continue to receive and respond to input from the public. Inquiries can be directed to philipavenueoverpass@mmm.ca

Philip Avenue Overpass Project Consultation Summary Report

APPENDIX A: PROJECT INFORMATION ROAD SIGNS

Project signs were installed in two locations, one at the intersection of Philip Avenue and West 1st Street, and the other on Pemberton Avenue south of West 1st Street.

CONSTRUCTION:
Fall 2013 – Spring 2015

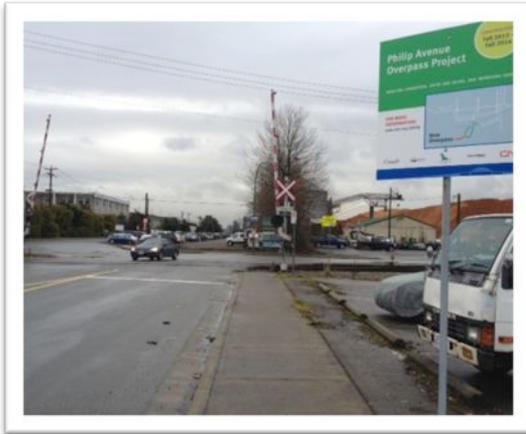
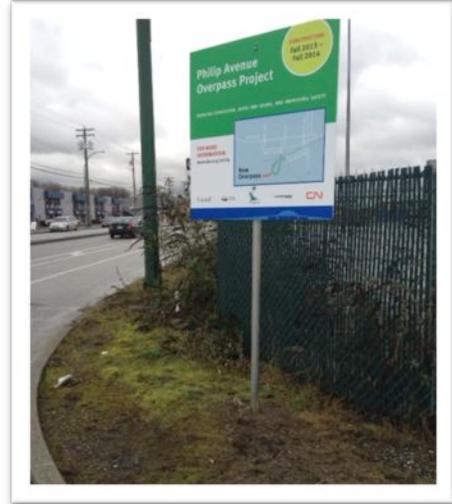
Philip Avenue Overpass Project

REDUCING CONGESTION, NOISE AND IDLING, AND IMPROVING SAFETY

FOR MORE INFORMATION:
www.dnv.org/philip

New Overpass

Canada
Bridges & Structures
KINDER MORGAN
CN



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APPENDIX B: CONSULTATION NOTIFICATION

You are invited to an Information Session

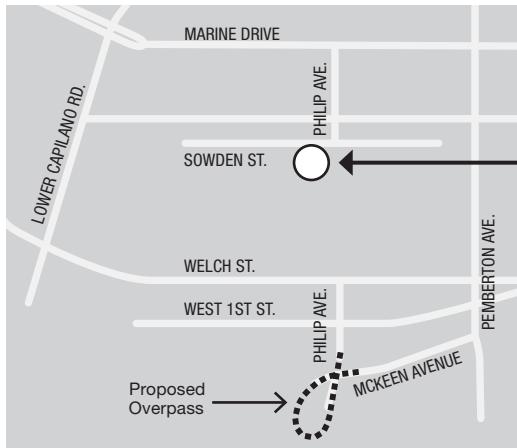
Philip Avenue Overpass Project

This Project will provide a new overpass across the rail tracks to replace the existing at-grade Pemberton Avenue rail crossing just south of West 1st Street in the District of North Vancouver.

The new overpass is designed to improve traffic flow, reduce congestion, and reduce noise from rail operations. The Project is one of several transportation infrastructure projects in the North Shore Trade Area and is jointly funded by all levels of government and local industry.

Construction is scheduled to begin this fall.

Please drop by to learn more about the refined Project design, including the location of noise walls and planned road network changes, and to talk with project staff and provide your feedback.



Tuesday, April 23, 2013

10:00 a.m. to 2:00 p.m.

**Norgate Community Elementary School Gym
1295 Sowden Street, North Vancouver**

All project information will also be available on the project website at www.dnv.org/philip.

For more information, or to be added to our email database to receive project updates, please email philipavenueoverpass@mmm.ca



MMM Group Limited
1040 Howe Street, Suite 700
Vancouver, BC Canada V6Z 2A8
T: 604.685.5381 | F: 604.683.8655
www.mmm.ca

March 25, 2013

Dear Business Owner:

Re: Philip Avenue Overpass Project – Important Notice

This letter is to inform you of important proposed traffic changes in your area as part of the Philip Avenue Overpass Project, and to seek your input, as a business operating in the vicinity of these proposed changes, prior to refining project designs for public consultation in April 2013.

As you may be aware from consultation last year, the proposed traffic changes in your area include:

- The Pemberton Avenue crossing of the railroad tracks will be closed once the new overpass is operational. This will improve safety, traffic flow and reduce congestion at the Pemberton Avenue and West 1st Street intersection.
- A traffic signal will be added to the Philip Avenue and West 1st Street intersection to manage traffic flow heading to and from the port area over the new overpass.
- The Garden Avenue intersection at West 1st Street will be re-configured to accommodate a new access into the CN Transload Facility to the west of this intersection.

Since completion of consultation last year, we have been working to refine the project design. As a result, we have identified potential additional changes at the West 1st Street/Philip Avenue intersection to maximize the efficiency of traffic flow through this intersection and to keep port-bound traffic on the major road network. This includes potentially closing the north leg of the intersection.

We would sincerely appreciate the opportunity to meet with you or another representative from your business to seek your input on these proposed changes.

Ideally, we would meet in person in the next two weeks, ensuring that we have the opportunity to discuss and consider your specific interests as an adjacent local business, and incorporate any further changes before meeting with the broader public.

I invite you to contact me at 604-676-1540 x4041 or email philipavenueoverpass@mmm.ca to arrange an appropriate time to discuss details.

March 25, 2013



Depending on the feedback we receive from individual businesses, we may convene a business leader workshop to further discuss the project and the proposed traffic pattern changes being considered.

We are committed to working with the local business community to ensure your interests are considered as planning for the project advances. Background information is available on the District of North Vancouver's web site at www.dnv.org/philip.

Thank you for your time. I look forward to speaking with you.

Yours truly,

A handwritten signature in blue ink that reads "Brad Prince". The signature is fluid and cursive.

Brad Prince, M.Eng., P.Eng., PMP
Project Manager
Philip Ave Overpass Project

Brad Prince <PrinceB@mmm.ca>

15 April, 2013 12:26 PM

To: Philip Avenue Overpass

Philip Avenue Overpass Project Information Session on April 23, 2013

Dear Community Member,

You are receiving this email because you have signed up to receive project updates for the Philip Avenue Overpass Project or made a recent inquiry about the Project.

Phase 2 – Project Implementation is now underway, and we invite you to attend a public Information Session to learn more about the refined Project design based on consultation to date, including location of noise barrier walls and planned road network changes, talk with project staff and provide your feedback.

Tuesday, April 23, 2013

5:00 p.m. to 7:00 p.m.

Norgate Community Elementary School Gym
1295 Sowden Street, North Vancouver

All project information will also be available on the project website at www.dnv.org/philip.

About the Project

The Philip Avenue Overpass Project will provide a new overpass over existing rail tracks, replacing the existing at-grade Pemberton Avenue crossing. It will minimize road/rail conflicts and make traffic flow in the area more continuous, reducing idling time and air emissions, and reducing noise from rail operations. The existing Pemberton Avenue crossing will be closed.

If you have any questions, please email philipavenueoverpass@mmm.ca.

Thank you for your continued interest in the Philip Avenue Overpass Project.

Yours truly,

Brad Prince, M.Eng., P.Eng., PMP

Project Manager – Philip Avenue Overpass Project

MMM Group Limited

1045 Howe Street, Suite 700

Vancouver, BC, Canada V6Z 2A9

direct: 604.676.1540 x4041 | office: 604.685.9381 | cell: 604.785.1415

princeb@mmm.ca | www.mmm.ca

Please note: If you no longer wish to receive project updates, please reply with the word 'unsubscribe' in the body of your email.

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Philip Avenue Overpass Update for Local Businesses

Note: Names removed for privacy reasons

Dear Business Representative,

We would like to remind you of the upcoming public Information Session for the Philip Avenue Overpass Project:

Tuesday, April 23, 2013

5:00 p.m. to 7:00 p.m.

Norgate Community Elementary School Gym
1295 Sowden Street, North Vancouver

Please drop by to learn more about the refined Project design based on consultation to date, talk with project staff and provide your feedback.

Project design information includes location of noise barrier walls and planned road network changes. You may be pleased to hear that based on strong feedback from local business owners, Philip Avenue will remain open to traffic from Welch Street to West 1st Street.

If you aren't able to attend the information session, you can view all of the consultation materials on the project website at www.dnv.org/philip.

If you have any questions, please email philipavenueoverpass@mmm.ca.

Thank you for your continued interest in the Philip Avenue Overpass Project.

Yours truly,

Brad Prince, M.Eng., P.Eng., PMP

Project Manager – Philip Avenue Overpass Project

MMM Group Limited

1045 Howe Street, Suite 700

Vancouver, BC, Canada V6Z 2A9

direct: 604.676.1540 x4041 | office: 604.685.9381 | cell: 604.785.1415

princeb@mmm.ca | www.mmm.ca

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APPENDIX C: FEEDBACK FORM

NOTE: *Other consultation materials, including display boards and information sheets, are available on the project website at dnv.org/philip.*

Feedback Form

Thank you for your interest in the Philip Avenue Overpass Project. We invite you to provide your feedback by completing this form, which you may return in the following ways:

In person: at the Open House Information Session on April 23

By email: philipavenueoverpass@mmm.ca

By mail: Philip Avenue Overpass
c/o MMM Group
#700 – 1045 Howe Street
Vancouver, BC V6Z 2A9

Please submit your feedback before **Friday, May 10, 2013**. *Thank you.*

1. Noise Barrier Finish

The noise barrier wall on Welch Street at Philip Avenue is in close proximity to local residences and businesses. It will reduce noise from traffic, including the traffic on the new overpass. Three potential finish options for the wall have been selected to provide aesthetic enhancements that blend in with the surrounding area and the Spirit Trail. The project team is seeking your input on these options. Please review each finish option on the display boards and indicate your preferred wall finish.

Finish A – Theme

Finish B – Pattern

Finish C – Stone

Comments:

2. Construction

As we begin Project construction this fall, do you have any comments or questions for the Project Team?

Comments:

3. Other Comments:

Feedback Form

4. Please check all that apply. I am a:

- Resident living in the District of North Vancouver
- Resident living in other area of the North Shore
- Resident living in a city outside the North Shore
- Business owner in the District of North Vancouver
- Employee working in the District of North Vancouver
- Other (*please describe*):

5. How did you hear about this information session? Please check all that apply.

- Friends/Neighbours
- Advertisements
- Email
- Other (*please describe*):

**6. How often do you drive, walk or cycle across the existing Pemberton Avenue rail crossing at West 1st Street?
Please check only one.**

- Almost every day
- a few times per week
- 2-3 times per month
- a few times per month
- Never

**7. Would you like to be added to our database to receive project updates by email?
Please check only one.**

- Yes – My contact information is below
- No thanks – I'm already a member of the database
- No thanks – Not interested

Contact information (*optional*)**

Name: _____

Email: _____

Phone: _____

Mailing address: _____

Postal Code: _____

Thank you for your input.

** MMM Group is the prime consultant for this project. The information you provide on this Feedback Form will be added to MMM Group's database for the Philip Avenue Overpass Project. This database allows the Project Team to maintain a record of contact. If you have submitted a comment, your personal information may be disclosed to the other project partners to help with project planning and response to consultation input. Otherwise, your personal information will not be used for any purpose other than to reply to your comments or questions that you ask us, or provide information at your request. Any personal contact information you provide on this form is collected and protected in accordance with the Freedom of Information and Protection of Privacy Act. If you have any questions about the Project, and/or the information collection undertaken on this form, please contact the Project Manager by email at philipavenueoverpass@mmm.ca.