

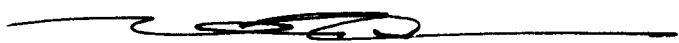


To: Public Works and Transportation Committee **Date:** April 25, 2006
From: Victor Wei, P. Eng.
Acting Director, Transportation **File:** 01-0154-01/2006-Vol 01
Re: **COMMENTS ON GVTA'S "REGIONAL TRANSPORTATION IMPLICATIONS OF THE PROVINCIAL GATEWAY PROGRAM" REPORT**

Staff Recommendation

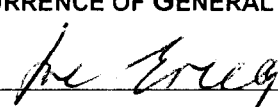
1. That Council reaffirm its past resolution regarding the twinning of the Port Mann Bridge that the enhancement of the movement of commercial, transit and high occupancy vehicles be the primary objective of the project and advise TransLink that this primary objective should also be applied to the other projects in the Gateway Program.
2. That TransLink be advised that the City supports in principle the recommendations of the TransLink staff report entitled "*Regional Transportation Implications of the Provincial Gateway Program*" and that the following principles be incorporated in the development and execution of the Gateway Program:
 - (a) the effective integration of regional transportation improvements into the elements of the Gateway Program, as recommended by GVTA staff, is essential to maximize the efficiency of the transportation network;
 - (b) transportation demand measures should be employed to ensure that the expanded roadway capacity does not become overwhelmed with single occupancy automobile traffic;
 - (c) funding from the Gateway Program budget for expenditures on Major Road Network (MRN), transit and cycling infrastructure that is directly impacted by the Gateway Program should also include municipally-owned roadways outside the MRN;
 - (d) any transport pricing policy must be equitable across the region and applied concurrent with significant transportation infrastructure improvements, and all affected municipalities must be involved in its development;
 - (e) any local road improvements required to support the elements of the Gateway Program as well as any future expanded rail and marine transportation for inter-provincial goods movement be jointly explored, pursued and implemented by all levels of government; and
 - (f) full co-ordination and collaboration between the GVRD and municipalities is critical in the development and implementation of strategies to address any land use impacts of the Gateway Program that are contrary to the LRSP, with local governments retaining the appropriate authority to make local planning decisions within their own jurisdictions.

- 3. That a copy of this report be forwarded to member municipalities of the Greater Vancouver Regional District and to TransLink staff for inclusion in their report back to the TransLink Board.



Victor Wei, P. Eng.
 Acting Director, Transportation
 (4131)

Att. 4

FOR ORIGINATING DIVISION USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Policy Planning	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Staff Report

Origin

At the April 19, 2006 TransLink Board meeting, TransLink staff presented a report entitled “*Regional Transportation Implications of the Provincial Gateway Program*” (see **Attachment 1** for TransLink staff recommendations¹) that would encompass TransLink’s formal response to the Province regarding the Gateway Program. The TransLink staff report contains a number of recommendations with respect to the specific components of the Gateway Program as well as complementary initiatives that would increase the efficiency of the Gateway Program. At that meeting, the TransLink Board resolved to forward the report to member municipalities of the GVRD for comment, with TransLink staff to report back on the issue at the June 2006 TransLink Board meeting. As requested by the TransLink Board, this report provides comments on the TransLink staff recommendations.

Analysis

1. Provincial Gateway Program

The \$3 billion Gateway Program² comprises several highway improvement projects (see **Attachment 2** for a map of the projects) that are intended to better integrate ports, airports, rail yards, and border crossings in order to maintain and improve BC’s competitiveness as an international gateway.

- *Highway 1/Port Mann Bridge Improvements* (\$1.5 billion) – widening of about 33 kilometres of Highway 1 between Vancouver and Langley and twinning the Port Mann Bridge.
- *South Fraser Perimeter Road* (SFPR) (\$800 million) – primarily four-lane, intersection-free commercial route along the south bank of the Fraser River extending from Deltaport Way in southwest Delta to 176th St and the Golden Ears Bridge connector road in Surrey/Langley, thereby connecting Highways 1, 91 and 99.
- *North Fraser Perimeter Road* (NFPR) (\$ 400 million) – expansion of capacity of existing arterial routes on the north bank of the Fraser River to provide a more efficient commercial route between the Queensborough Bridge in New Westminster and the Golden Ears Bridge in Maple Ridge/Pitt Meadows. A stand-alone component of this project is improvements to the Mary Hill Interchange and Pitt River Bridge, which comprise a new high level six-lane bridge to replace the existing swing bridges connecting Port Coquitlam and Pitt Meadows, and a new grade-separated interchange to replace the current Lougheed Highway and Mary Hill Bypass intersection.

2. Comments on TransLink Staff Report Recommendations

The following sections provide comments on the TransLink report recommendations, which are specific to the three highway improvement projects.

¹ See http://www.translink.bc.ca/files/board_files/meet_agenda_min/2006/04_19_06/4.01.pdf for the full TransLink staff report.

² Initial Gateway Program cost estimates (2005\$) comprise \$2.7 billion for construction and \$0.3 billion for program contingency.

2.1 Recommendation B: South Fraser Perimeter Road and North Fraser Perimeter Road

The TransLink staff report recommends support for the SFPR and NFPR, and that the TransLink Board request the Province to ensure the long-term effectiveness of the improvements for goods movements and to assume responsibility for the delivery of the entire NFPR by incorporating the western section (Queensborough Bridge to United Boulevard) that is currently the responsibility of TransLink into the Gateway Program.

Comments:

- *Both the SFPR and NFPR are consistent with regional land use and transportation plans.*
- *Demand management of the expanded highway capacity will likely be necessary in the future to ensure that the facilities continue to benefit goods movement and do not become congested with single occupancy vehicle traffic.*
- *Efficiencies may be gained by having one agency responsible for the entire NFPR. The western section of the NFPR that is currently TransLink's responsibility comprises approximately 30% (by length) of the overall NFPR, which suggests that it may be appropriate for the Province to incorporate the western section into the Gateway Program.*

2.2 Recommendation C: Highway 1/Port Mann Bridge Improvements

The TransLink staff report recommends support for the Highway 1 and Port Mann Bridge improvements provided that:

- pricing mechanisms and road user priorities are introduced;
- the Patullo Bridge is not promoted as a "free" alternative; and
- the Province and TransLink develop a long-term strategy for the Patullo Bridge prior to a final decision on the Port Mann Bridge improvements.

Comments:

- *This recommendation on pricing mechanisms and road user priorities is consistent with a past Council resolution regarding the proposed Highway 1/Port Mann Bridge improvements.*
- *Specifically, at the regular Council meeting held January 10, 2005, Council considered a staff report on the proposed twinning of the Port Mann Bridge (see **Attachment 3**) and passed the following resolutions:*

R05/1-21

WHEREAS the City of Richmond

- *recognizes the efficient movement of goods, people and services in and through the Lower Mainland is integral to a strong provincial economy*
- *acknowledges the cost of congestion to Lower Mainland businesses is an impediment to the provincial economy*
- *recognizes the heavy environmental and quality of life cost associated with idling and slow moving traffic*
- *agrees that the Port Mann Bridge is a critical transportation route to the region*
- *have considered the widening of about 33 kilometres of the Trans Canada Highway between Vancouver and Langley and twinning the Port Mann Bridge.*

THEREFORE BE IT RESOLVED

That the City supports the proposed project with a joint assessment by the province, GVTA and the affected municipalities of the impacts of the widening of this bridge crossing on adjacent roadways and regional growth and transportation goals, and develop the appropriate complementary regional road improvements with the enhancement of the movement of commercial, transit and high occupancy vehicles as a primary objective including dedicated lanes for the commercial transportation of goods.

R05/1-23 *That the resolution adopted by City Council regarding the twinning of the Port Mann Bridge be forwarded to the Mayors of the Greater Vancouver Regional District and to TransLink Board of Directors.*

- *Staff agree that a long-term strategy is needed for the Patullo Bridge, as it is an aging structure (built 1936/37) that is currently at capacity in the peak direction during peak periods with lanes that are narrower than those of a similar bridge built today.*

2.3 Recommendation D: Funding for Transit Infrastructure Projects

The TransLink staff report recommends that the Province provide 50% cost-sharing with TransLink for capital expenditures on the Evergreen LRT Line and fast bus transit along Highway 1, as both these projects would enhance the effectiveness of the Gateway Program.

Comments:

- *The Evergreen LRT Line and fast bus transit along Highway 1 are consistent with regional land use and transportation plans.*
- *As the Gateway Program comprises expanded roadway capacity, an equally significant investment in transit infrastructure in the Northeast Sector and south of the Fraser River is needed to achieve a balanced regional transportation network.*
- *The recommendation is generally consistent with a clause of the Council resolution regarding the need for increased, sustained and equitable funding for TransLink from both federal and provincial governments, which was addressed as part of the City's submission to the TransLink Governance Review Panel and passed at the regular Council meeting held on April 24, 2006.*

2.4 Recommendation E: Funding for Infrastructure Impacted by Gateway Program

The TransLink staff report recommends that the Gateway Program budget include funding for expenditures on MRN, transit and cycling infrastructure that is directly impacted by the Gateway Program.

Comments:

- *Clarification is required to confirm that the requested expenditure on additional MRN, transit and cycling infrastructure includes municipally-owned roadways beyond the MRN that are directly impacted by the Gateway Program, as local infrastructure forms an integral part of an effective regional transportation network.*
- *Neither TransLink nor the affected municipality should bear the cost of any improvements to regionally or locally provided transportation infrastructure that become necessary due to the impacts of the Gateway Program.*
- *Any local road improvements required to support elements of the Gateway Program should be jointly explored, pursued and implemented by all levels of government.*

2.5 Recommendation F: Transport Pricing in the Region

The TransLink staff report recommends that the Province and TransLink work together to develop a single transport pricing policy for the metropolitan region that reflects the regional road system operating as a single network.

Comments:

- *Any transport pricing policy for the region should be equitable and, given the region's multi-jurisdictional road system, a coordinated policy would likely be more effective and efficient than discrete policies administered by each agency that could be incompatible or create unintended impacts (e.g., traffic diversion through local neighbourhoods).*
- *The development of any transport pricing policy should involve full consultation with all affected municipalities.*
- *Similar to the North Shore, Richmond is dependant upon river crossings for any inter-municipal travel and would be significantly impacted by a pricing system centred on water crossing structures (e.g., bridges and tunnels). Therefore, any transport pricing policy should be equitable across the region and concurrent with major transportation infrastructure improvements.*

2.6 Recommendation G: Cycling Improvements

The TransLink staff report recommends that the Province clarify the funding available for cycling-related improvements and work with municipalities to determine the optimum use of the funds.

Comments:

- *At present, it is unclear as to whether or not municipalities not directly affected by the Gateway Program projects, such as Richmond, are eligible for the funding or if the funding could be used to provide cycling facilities outside the scope of the Gateway Program.*
- *All municipalities should be involved in the determination of the optimum use of the funds, given the potential regional significance of the cycling improvements and to ensure regional network connectivity.*

2.7 Recommendation H: Expand Rail and Marine Transportation

The TransLink staff report recommends that the Province examine opportunities with the Federal Government to expand rail and marine transportation for goods movement in the region.

Comments:

- *This recommendation is consistent with a past Council resolution regarding increasing waterborne transportation in the region.*
- *Specifically, at the regular Council meeting held April 25, 2005, Council considered a staff report on the initiatives of the Fraser River Port Authority to seek sustainable funding for dredging and increase waterborne transportation on the Fraser River (see **Attachment 4**) and passed the following resolution:*

R05/8-27

That the City support the efforts of the Fraser River Port Authority to enhance waterborne commerce on the Fraser River by requesting the GVRD to specifically include goods movement and marine transportation as components in the updated Liveable Region Strategic Plan.

- *The expansion of rail transportation where feasible may also benefit goods movement in the region.*
- *Municipalities potentially impacted by any proposed rail or marine movements should be involved in the Provincial-Federal government discussions.*
- *Any local road improvements required to expanded rail and marine transportation for inter-provincial goods movement should be jointly explored, pursued and implemented by all levels of government.*

2.8 Recommendation I: Consultation with GVRD re Land Use Impacts

The TransLink staff report recommends that the Province consult with the GVRD to ensure that the GVRD has adequate powers to address any land use impacts of the Gateway Program that are contrary to the Liveable Region Strategic Plan (LRSP) and any subsequent updates to the LRSP.

Comments:

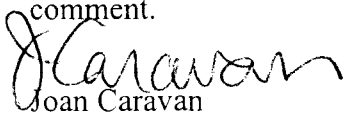
- *The continued integration of land use and transportation planning in the region is critical to ensure the enduring liveability of the region and economic development of the province.*
- *As land use planning is a GVRD and municipal responsibility, municipalities need to be consulted to ensure that transportation planning is co-ordinated with regional (GVRD) and municipal planning.*
- *Full collaboration between the GVRD and municipalities is vital in the development and implementation of strategies to address any land use impacts of the Gateway Program that are contrary to the LRSP.*
- *While it is essential to ensure that new significant transportation improvements are compatible with the long-term vision for regional growth patterns, it is equally important that local governments retain the appropriate authority to make local planning decisions within their own jurisdictions.*

Financial Impact

None to the City at this time.

Conclusion

The TransLink Board has offered the City the opportunity to provide comments on TransLink staff recommendations with respect to the regional transportation implications of the provincial Gateway Program. The recommendations can be supported in principle and this report offers a number of specific comments with the intent of enhancing the effectiveness and efficiency of the Gateway Program as well as the liveability of the region. Staff anticipate that a GVRD staff report on the Gateway Program will be forwarded in the near future to member municipalities for comment.



Joan Caravan

Transportation Planner (4035)



pc - CAO
- GM, Planning
- Acting Director, Transportation
for Response

TransLink
1500 - 4720 Kingsway
Burnaby, BC V5H 4N2
Canada
Tel: 604-453-4500
Fax: 604-453-4637
www.translink.bc.ca

Greater Vancouver
Transportation Authority

Copied & distributed
to all.
Date: Apr 24/06
Initials: am

April 20, 2006

CHAIR

Malcolm Brodie

DIRECTORS

Kurt Alberts

Suzanne Anton

Derek Corrigan

Marvin Hunt

Peter Ladner

Sam Sullivan

Joe Trasolini

Richard Walton

Dianne Watts

Maxine Wilson

Scott Young

CEO

Pat Jacobsen

Mayor Malcolm Brodie
City of Richmond
6911 No. 3 Road
Richmond, British Columbia
V6Y 2C1

Dear Mayor Brodie:

Re: Regional Transportation Implications of the Provincial Gateway Program

Please be advised that the Greater Vancouver Transportation Authority Board passed the following resolution at the April 19, 2006 Regular Board meeting:

"That the GVTA Board:

- A. Receives the report and recommendations; and
- B. Directs staff to forward the report and recommendations to the Greater Vancouver Regional District and its member municipalities for comment and report back to the GVTA Board in June 2006."

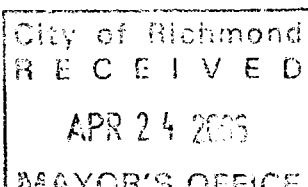
Accordingly, we enclose a copy of the staff report and ask that you provide comments on the recommendations by May 26, 2006. Please direct your comments to Mr. Glen Leicester, Vice President, Planning at Suite 1600, 4720 Kingsway, Burnaby, BC, V5H 4N2.

Yours truly,

Carol Lee
Corporate Secretary

cc: Glen Leicester, Vice President, Planning

Enclosure





TransLink
1500 - 4120 Kingsway
Vancouver, BC V5H 4M2
Canada
Tel: 604-453-4500
Fax: 604-453-4537
www.translink.bc.ca

Glen Leicesters
Transportation Authority

To: GVTA Board of Directors

From: Glen Leicester, Vice-President, Planning

Date: April 10, 2006

Subject: **Regional Transportation Implications of the Provincial Gateway Program**

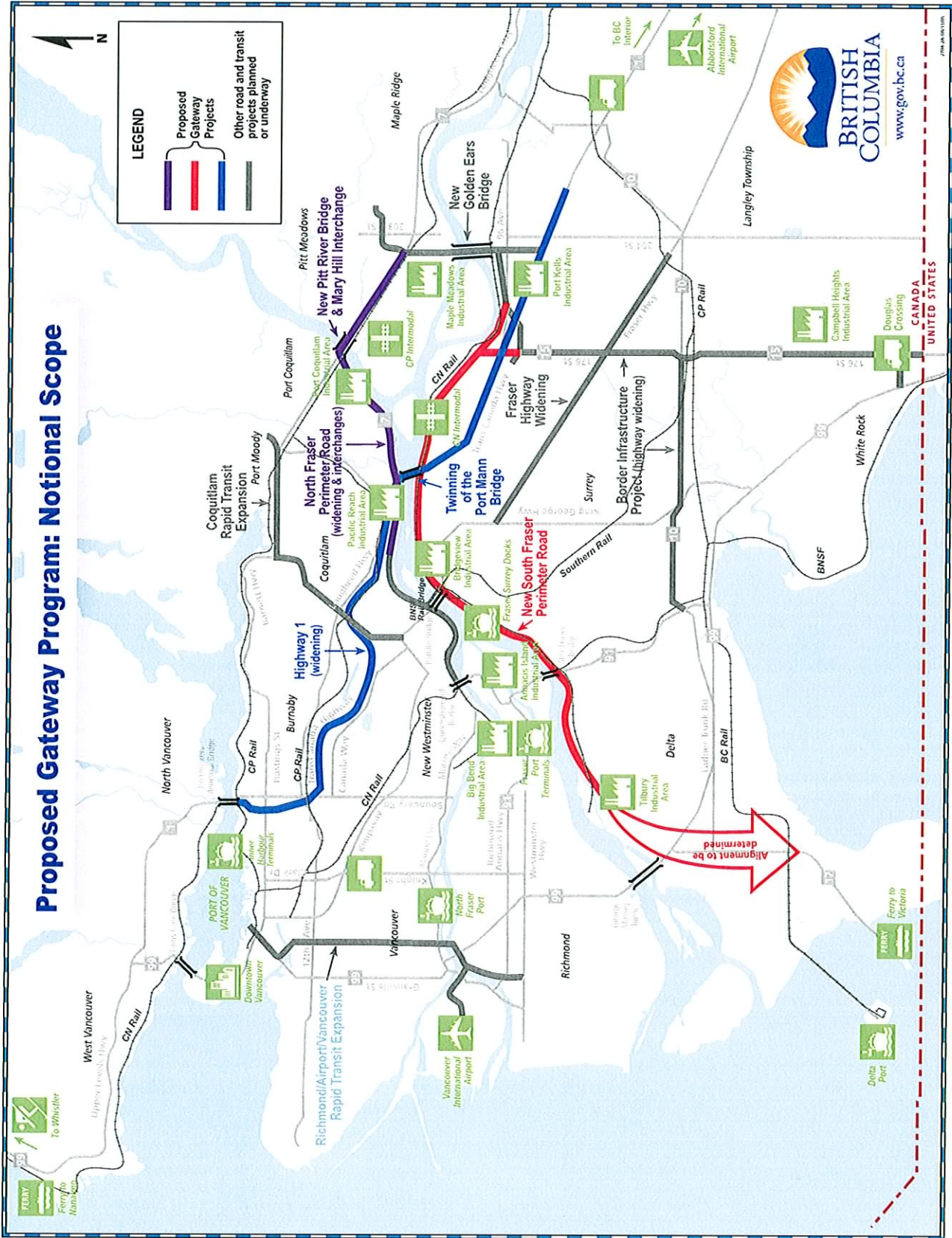
Staff Recommendations:

That the GVTA Board:

- A. Receives this report for information;
- B. Advises the Minister of Transportation that the GVTA supports moving forward with the South Fraser Perimeter Road and North Fraser Perimeter Road as outlined in the Gateway Program Definition Report dated January 31, 2006 and that the Board request:
 - (i) the Province take steps to ensure the improvements to moving goods on the SFPR and NFPR are maintained over the long term as congestion increases; and
 - (ii) the Province assume responsibility for the delivery of the North Fraser Perimeter Road from Maple Ridge to the Queensborough Bridge using the GVTA's currently committed contribution of \$60 million towards the cost of the NFPR;
- C. Advises the Minister of Transportation that the GVTA's support for the Highway #1/ Port Mann Bridge improvements as outlined in the Gateway Program Definition Report dated January 31, 2006 is conditional on the following:
 - (i) the introduction of tolls and other transport pricing mechanisms to fund, manage demand and promote efficiency in the use of the transportation system;
 - (ii) the introduction of a system of road user priorities to be reflected in the designation of specific lanes, priority access and other measures to promote the movement of transit, high-occupancy and goods movement vehicles ahead of single-occupant vehicles;
 - (iii) the Province does not promote the Patullo Bridge as a free alternative to the Port Mann Bridge, due to the traffic diversion effects that may arise; and

- (iv) the Province and the GVTA developing a long term strategy for the Patullo Bridge including possible replacement prior to a final decision on the Port Mann Bridge improvements;
 - D. Advises the Minister of Transportation that the Board agrees with the Gateway Program's conclusion that Highway #1 is not the right location for a high capacity rail service and as an alternative, request that the Province include in its funding the provision of 50% cost sharing with the GVTA for capital expenditures on two major transit infrastructure projects that enhance the effectiveness of the Gateway Program including:
 - (i) Evergreen LRT Line between the existing Millennium Line and Coquitlam City Centre; and
 - (ii) Fast bus transit along Highway #1 with Park and Ride lots and exclusive bus only access and egress to and from park and ride lots and the highway;
 - E. Requests that the Province ensure the budget for the Gateway Program includes funding for expenditures on the GVTA-funded Major Road Network and transit and cycling infrastructure that may be directly affected by the Gateway Program;
 - F. Requests that the Province work with the GVTA to initiate a regional dialogue on the role of transport pricing in the region, with the intent that a single pricing policy be developed for the metropolitan region to reflect the regional system of roads operating as one network with several owners and operators including the Province, GVTA and municipalities;
 - G. Advises the Province that it supports investments in cycling as part of the Gateway Program and requests that the Province work with the GVTA and municipalities to clarify the level of resources available for cycling related improvements and to determine the optimum use of the funding including consideration of enhancing parallel traffic separated cycling routes such as the Central Valley Greenway and the BC Parkway;
 - H. Requests that the Province examine opportunities with the Federal Government to expand the use of rail and marine transportation to move goods into, out of and around the region thereby enhancing the efficiency of the Gateway Program;
 - I. Requests that the Province consult with the GVRD to ensure that the GVRD has adequate powers to ensure that the increased road capacity across the Fraser River does not spur development that is contrary to the Livable Region Strategic Plan and any subsequent updates to the LRSP; and
 - J. Directs staff to forward a copy of this report to the Greater Vancouver Regional District and the member municipalities.
-

Proposed Gateway Program: Notional Scope





City of Richmond

Report to Committee

To: Public Works and Transportation Committee *to Public Works & Transportation - Dec 22, 2004* Date: December 6, 2004
 From: Victor Wei, P. Eng. File: 10-04460-01
 Acting Director, Transportation
 Re: PROPOSED TWINNING OF PORT MANN BRIDGE

Staff Recommendation

That the attached report, on the Province of BC's proposal to twin the Port Mann Bridge, be received for information.

Victor Wei, P. Eng.
Acting Director, Transportation
(4131)

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CONCURRENCE OF GENERAL MANAGER		
<i>[Signature]</i>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

At the October 25, 2004 regular Council meeting, Council passed the following resolution:

(2) *That staff comment on the proposed twinning of the Port Mann Bridge.*

As part of this resolution, staff were directed to consult with TransLink and the BC Trucking Association regarding the twinning of the Port Mann Bridge. This report provides information on and staff's comments of the Province of BC's proposed project to twin the Port Mann Bridge.

Analysis

1. Province of BC – Gateway Transportation Strategy

As part of its *Gateway Transportation Strategy* that will provide transportation infrastructure to maintain and improve BC's competitiveness as an international gateway, the Province of BC has identified several highway improvement projects that are intended to better integrate ports, airports, rail yards and border crossings. The following projects would be undertaken in partnership with TransLink provided there is strong support and leadership from TransLink, local communities, industry, and the public:

- Fraser River Crossing (Golden Ears Bridge) – new six-lane bridge along the 200th Street corridor to connect Maple Ridge and Pitt Meadows with Surrey and Langley;
- South Fraser Perimeter Road – primarily four-lane, intersection-free commercial route along the south bank of the Fraser River connecting Highways 1, 91 and 99;
- North Fraser Perimeter Road – expansion of capacity of existing arterial routes on the north bank of the Fraser River to provide a more efficient commercial route through New Westminster to Burnaby and Vancouver; and
- Twinning the Port Mann Bridge – widening of about 33 kilometres of the Trans-Canada Highway (TCH) between Vancouver and Langley and twinning the Port Mann Bridge.

2. TransLink – Regional Transportation Plan Context

With respect to the twinning of the Port Mann Bridge, TransLink's *Three-Year Plan and 10-Year Outlook*, which identifies its transportation projects and initiatives to 2013 (approved by the GVTA Board in February 2004), states:

"The widening of the Port Mann Bridge requires more analysis to determine its implications, from both a traffic impact and growth management perspective. While not identified in the LRSP, given its critical role for goods movement and severe congestion levels, it is considered that widening of this facility deserves serious consideration. An important factor will be the funding and tolling regimes and policies that the province adopts."

The *Outlook* document states that the GVTA will work with the Province on the preliminary planning and policy development of the Gateway and other programs, and "will place a priority on projects the support the *Liveable Region Strategic Plan (LRSP)*, such as the South Fraser Perimeter Road." Funding commitments for the Golden Ears Bridge and the North Fraser Perimeter Road are specifically included within the 2005-2007 Three-Year Plan. The *Outlook* document also notes that

“continued involvement or support by TransLink in specific project approvals or implementation beyond the preliminary planning phases, for those projects outside the scope of this plan or the LRSP, would require an amendment to the GVTA’s Strategic Transportation Plan and, where applicable, the LRSP.”

Staff raised the proposed project at the November 2004 meeting of TransLink’s Major Roads and Transportation Advisory Committee (MRTAC), which is comprised of TransLink staff and representatives from municipal transportation and engineering departments. The topic was received for information only and the GVTA Board has not yet formally considered and/or commented specifically on the proposed project.

3. BC Trucking Association – Comments

Staff spoke with Paul Landry, the President and CEO of the BC Trucking Association (BCTA). The BCTA is strongly supportive of the Province’s proposal to widen the TCH and twin the Port Mann Bridge. Mr. Landry observed that Highway 1 serves as an economic spine for the Lower Mainland and connects the region to the rest of BC and Canada. The trucking industry carries approximately 70% of all freight by value and the TCH is critical to this goods movement. The Port Mann Bridge is the most congested bridge in the Lower Mainland and added capacity on this facility as well as the TCH is needed.

Mr. Landry further noted that the BCTA supports dedicated traffic lanes for goods movement. While various transportation planning documents have identified the need to protect goods vehicles from the effects of overall road congestion (e.g., GVRD’s *Transport 2021*, TransLink’s *10-Year Outlook*), no substantial progress has been made to address this issue.

4. GVRD Resolutions

At the July 30, 2004 regular meeting of the GVRD Board, the following motion was approved:

BE IT RESOLVED THAT:

GVRD request the Provincial Government to delay any move to proceed with the twinning of the Port Mann Bridge and the widening of Highway 1 to eight lanes until both the GVTA and the GVRD have assessed the impacts of the proposed increase in the capacity of the Trans Canada Highway on the transportation system of this region and on its Livable Region Strategic Plan.

At the October 1, 2004 regular meeting of the GVRD Board, the following motion was passed, ostensibly as a result of the Board being informed that the provincial Minister of Transportation had not yet responded to the Board’s request of July 30th:

It was MOVED and SECONDED:

That the GVRD Board express its concerns with the province’s unilateral approach to regional transportation planning and urge the province to return to a regional transportation planning process that involves the collaboration of municipalities, the GVRD, the GVTA and the province.

Per media reports (*Vancouver Sun*, October 2, 2004, p. B9), the Minister of Transportation has stated that the Province is willing to consult with municipalities, the GVRD and the GVTA, and

would then proceed with the project. It was reported that further details are to be provided by the Province later in the year.

5. Staff Comments

Staff offer the following comments on the proposed twinning of the Port Mann Bridge:

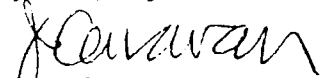
- the regional road network in the area of the Port Mann Bridge should be assessed with the projected changes in traffic patterns resulting from the proposed twinning of the bridge, which currently carries around 120,000 vehicles per day and is the most congested crossing in the region (based on the proportion of vehicles carried to vehicles in congestion);
- complementary regional roadway infrastructure may be necessary to accommodate the anticipated increase in traffic feeding into the Highway 1 corridor as a result of the improvements;
- the user benefits of the added capacity of the bridge would best be targeted primarily for goods movement and transit priority/high occupancy vehicles, and further promotion of increased single occupant vehicle use should be minimized to achieve more compact communities and increased transit use as stated in the goals and objectives of the GVRD's *LRSP* and the *GVTA's 10-Year Outlook*; and
- given the potential significant benefits of enhancing the liveability and economic competitiveness of the region by improving goods, transit and high occupancy vehicle movements, the proposed twinning of the Port Mann Bridge would be considered a regional benefit.

Financial Impact

None to the City at this time.

Conclusion

As part of its Gateway Transportation Strategy to improve BC's competitiveness as an international gateway, the Province of BC has proposed expanding the capacity of the Trans-Canada Highway (TCH) by widening about 33 kilometres of the TCH between Vancouver and Langley and twinning the Port Mann Bridge. Staff support a collaborative approach to pursue the proposed project with a joint assessment by the province, GVTA and the affected municipalities of the impacts of the widening of this bridge crossing on adjacent roadways and regional growth and transportation goals, and develop the appropriate complementary regional road improvements with the enhancement of the movement of commercial, transit and high occupancy vehicles as a primary objective.



Joan Caravan
Transportation Planner
(4035)
JC:jc



City of Richmond

Report to Committee

To: Public Works and Transportation Committee *To Public Works + Transportation* Date: April 4, 2005 *Apr 20, 2005*
 From: Victor Wei, P. Eng. File: 10-6530-01/2004-Vol 01
 Acting Director, Transportation *XR: 01-0140-20-FRHA1*
 Re: **FRASER RIVER PORT AUTHORITY – WATERBORNE TRANSPORTATION INITIATIVE**

Staff Recommendation

That the City support the efforts of the Fraser River Port Authority to enhance waterborne commerce on the Fraser River by requesting the GVRD to specifically include goods movement and marine transportation as components in the updated Livable Region Strategic Plan.

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Victor Wei, P. Eng.
 Acting Director, Transportation
 (4131)

Att. 1

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ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Policy Planning	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	<i>[Signature]</i>	
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Staff Report

Origin

At the June 7, 2004 General Purposes Committee meeting, Mr. Allan Domaas of the Fraser River Port Authority (FRPA) gave a presentation entitled "*Fuelling an Economic Engine: Waterborne Commerce and the Fraser River.*" As a result of Committee discussion of the presentation, the following motion was approved:

That staff review the dredging and water route initiatives proposed by the Fraser River Port Authority, which would include the identification of support for those initiatives, and report to Committee accordingly.

This report summarizes the actions taken by the City with respect to the FRPA dredging initiative and recommends that the efforts of the FRPA to enhance waterborne commerce on the Fraser River be supported.

Analysis

1. Sustainable Public Funding for Maintenance Dredging

In 1998, the federal government paid a \$14 million settlement to the FRPA for taking on dredging of the Fraser River, despite FRPA's assertion that \$28 million was required. The FRPA commenced an initiative to secure stable federal government funding for dredging and essential river management infrastructure in 2004 when the settlement funding ran out. Staff presented a report on the FRPA initiative to secure sustained public funding for maintenance dredging of the Fraser River at the July 5, 2004 General Purposes Committee meeting. At the July 12, 2004 regular Council meeting, Council approved that report's recommendation:

That the efforts of the Fraser River Port Authority to secure sustainable federal government funding for:

- 1. annual dredging activities; and*
 - 2. essential public infrastructure that promotes appropriate flood protection and sound river management,*
- be supported.*

Subsequently, the City, along with all eight of the remaining municipalities that surround the FRPA along the lower Fraser River, signed a joint resolution asking the Government of Canada to provide the requested public funding. FRPA report that the resolution was officially submitted to the Honourable Jean Lapierre (Minister of Transport) with a letter from Surrey Mayor Doug McCallum on November 12, 2004. In September and October 2004, FRPA began briefing all BC ministers and MPs and provided copies of the resolution to them. The first briefing was to the Honourable Raymond Chan and since then the FRPA has met with almost all of the BC Liberal Caucus, the Conservative Party Caucus, Premier Campbell and other senior BC ministers. The FRPA continues to explore funding possibilities with several ministries with both levels of government and several meetings have been set up in 2005 to continue this work.

The Lower Mainland Municipal Association, of which the City is a member, also endorsed a resolution (B18) presented at the 2004 UBCM Convention (held September 21-24, 2004) that the UBCM request the federal government to:

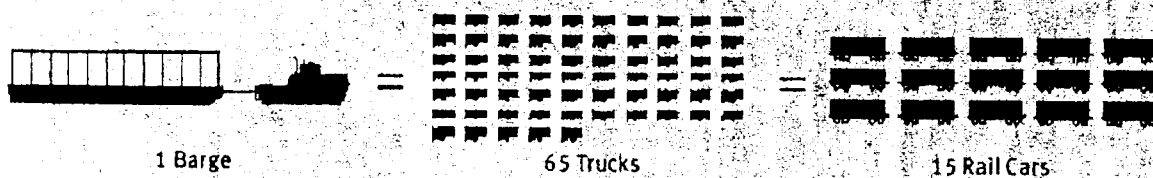
- work with the FRPA and government agencies involved in dredging of the Fraser River from Hope to Georgia Strait;
- provide them with an immediate cash infusion of \$35 million; and
- work toward developing a sustainable funding strategy for dredging of the main and secondary channels along this section of the Fraser River.

This resolution was endorsed at the convention and presented to the provincial government. The provincial Ministry of Sustainable Resource Management provided the following response: *"Land and Water BC continues to initiate and support gravel and sand removal from the Fraser River. In so doing, LWBC will continue to develop relationships with First Nations, other agencies and local governments."*

2. Waterborne Commerce on the Fraser River

Waterborne transportation means using waterways for commercial and passenger movements. The Fraser River Port Authority is currently partnered with FREMP and the Greater Vancouver Gateway Council to promote the Fraser River as a waterborne transportation route. Water-based transportation has the advantages of a dedicated right-of-way and, relative to land-based transportation, lower infrastructure costs and fewer social and environment impacts. The Fraser River already operates as an efficient mode of transportation for the movement of specific bulk cargos. However, with growing congestion on the road network and capacity constraints on portions of the rail network, there can be an increasing role for the movement of goods and passengers via water transportation.

One barge carries as much cargo as 65 trucks or 15 jumbo rail cars.



Source: 2003/2004 Annual Review, Fraser River Port Authority (July 2004).

2.1 Waterborne Priority Nodes

The Major Commercial Transportation System (MCTS) defined by the Gateway Council includes a prioritised list of 11 sites with the potential to become nodes for the integration of land-based transportation modes with waterborne routes, based on the criteria of their development potential for goods and passenger movement and their links to rail and road infrastructure (see Attachment 1). The highest priority site is Coast 2000 Terminal, which is located within the Fraser-Richmond Lands industrial area in southeast Richmond on land administered by the FRPA. Coast 2000 Terminal currently has a 252,000 square foot warehouse with 11 acres of container storage, a covered barge-unloading ramp and a CN rail spur. Future plans include a coastal and deep-sea terminal as well as serviced backup land for distribution-related industry.

A series of sites such as Coast 2000 Terminal along the Fraser River have the potential to reduce traffic congestion in the Lower Mainland by using waterborne transportation rather than truck movements to ship freight. FRPA suggest that a strategy to encourage waterborne commerce should include:

- cohesive regional planning and investment in transportation infrastructure;
- cohesive economic development planning that balances competing uses for the Fraser River (e.g., freight versus passenger movements); and
- enhanced public awareness of the advantages of waterborne transportation.

2.2 Opportunities for City Support of Initiative

Staff recently discussed the initiative with the FRPA and two areas were identified in which the City could demonstrate its active support of this initiative to increase waterborne transportation along the Fraser River:

- take the lead among municipalities bordering the Fraser River by including short sea shipping (i.e., moving cargo via barges to and from destinations not separated by an ocean) or designations of land for water-oriented uses in its Official Community Plan; and
- ask the GVRD to include goods movement and marine transportation as components in the Livable Region Strategic Plan.

These potential areas are discussed further in Section 3 below.

3. Staff Comments on Waterborne Transportation Initiative

3.1 Official Community Plan (OCP) References

Objective 1 of the Industry section (2.3) of the City's OCP is to "*Continue to reinforce Richmond as one of the major industrial employment centres in the Lower Mainland and a predominant location for airport-serving business.*" This objective is to be achieved via the following industrial land use policies relevant to promoting waterborne transportation:

- retaining appropriate waterfront sites for fishing, log storage and processing, and port activities;
- ensuring that both the City and regional transportation planning for roads, rail, and water facilitates the efficient movement of goods for industrial purposes; and
- protecting, enhancing, and facilitating major transportation corridors serving industrial areas (e.g., highways, roads, rail, watercourses).

Currently, the Fraser-Richmond Lands are zoned I1 (Industrial Use), which includes the operation of truck terminals, docks and railways. As noted in the OCP, these lands are to be used for manufacturing/distribution, advanced technology, port/fishing and other water-oriented industries. Note that as the Fraser-Richmond Lands are Crown Lands, they are not subject to the City's Zoning Bylaw. However, the FRPA has a Land Use Plan that has been reviewed by the City to make sure it does not conflict with municipal objectives. The FRPA and the City also have a land use framework that outlines the types of uses that are permitted within certain areas of the FRPA lands. The FRPA and the City uses this Land Use Plan and the land use framework to coordinate and guide land-use and servicing decisions regarding the development of FRPA lands.

The City is currently working with the FRPA on an Accord to better co-ordinate responsibilities with respect to a number of items, including zoning and building approvals, servicing and infrastructure, and emergency services (fire protection). The draft Accord recognizes that the management and implementation of the FRPA Land Use Plan is to be coordinated and harmonized with the City's OCP and Zoning and Development Bylaws.

As outlined above, the City's OCP and its Zoning Bylaw already contain several land use policies and designations that are supportive of increased waterborne transportation. Moreover, the draft FRPA-City Accord specifically refers to the need to integrate the FRPA Land Use Plan with the City's OCP and Zoning Bylaw. Given these existing policies and forthcoming agreements, staff do not believe that any revisions to the City's OCP are necessary, as suggested by the FRPA.

3.2 GVRD Livable Region Strategic Plan

The transportation policy direction of the current Livable Region Strategic Plan (LRSP) is to increase transportation choice. The implementation policies associated with this direction do not specifically mention water-based transportation. However, the GVRD is currently reviewing the LRSP within the framework of the Sustainable Region Initiative (SRI). The SRI was initiated in July 2001 when the GVRD Board adopted social, economic and environmental sustainability as the fundamental objective for its review of the LRSP and the Air Quality Management Plan (AQMP).

Based on the work to date, the GVRD intends to adopt a number of transportation goals (developed by TransLink as part of the SRI process) as the basis for the review and update of the transportation-related components of the LRSP and AQMP. One of these goals specifically relates to waterborne commerce:

Deliver a road and transit, rail and marine transportation network that meets the region's travel and goods movement requirements and improves efficiency for goods movement, while reducing growth in private automobile use.

The SRI envisions the development of a regional Major Commercial Transportation System and a complementary Strategic Transportation Plan as potential outcomes of the process to review and update the LRSP and AQMP. To reinforce the inclusion of goods movement and water transportation as components in the updated LRSP, as suggested by the FRPA, staff recommend that the City send a letter to the GVRD indicating its support of increased waterborne transportation and requesting that this travel mode for both passengers and goods be explicitly recognized in the new LRSP.

3.3 BC Ports Strategy

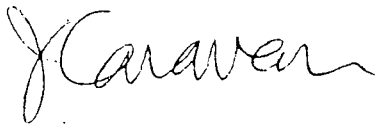
The provincial cabinet-approved BC Ports Strategy (released March 18, 2005) seeks to develop BC ports as the most competitive international trade hub on the North American west coast. Both BC and Alberta have committed to its implementation, which will involve significant investment in port expansion and new infrastructure (including rail and roads) from private and public sources. Richmond is currently part of an Interim Advisory Group working to establish a permanent multi-stakeholder committee to oversee implementation of the Strategy, which is a further potential opportunity to advance the FRPA initiatives to increase waterborne transportation as well as secure sustainable funding for dredging activities.

Financial Impact

None to the City at this time.

Conclusion

Increased waterborne transportation for both people and goods has the potential to help mitigate growing traffic congestion on the regional road network. To support the Fraser River Port Authority's initiative to encourage increased water-based transportation, staff recommend that the City send a letter to the GVRD requesting that this travel mode for both passengers and goods be explicitly recognized in the new Livable Region Strategic Plan.



Joan Caravan
Transportation Planner
(4035)

JC:jc

MCTS Waterborne Nodes – Potentials for Development

Node	Description	Development Potential for:		Node Serviced by: Road? Rail? Combo?	Other Considerations	Stakeholders
		Goods / Cargo	Passenger Movement			
Fraser-Richmond Properties – Coast 2000 Terminals	<ul style="list-style-type: none"> 680 acre former landfill site. Land administered by the FRPA for marine and industrial uses. Environmental issues in hand. 	<ul style="list-style-type: none"> Development underway. Plans include a coastal and deep-sea terminal as well as serviced backup land for distribution related industry. 	<ul style="list-style-type: none"> No passenger capability. 	<ul style="list-style-type: none"> Road link to East – West Richmond Connector. CN Rail is on site now. 	<ul style="list-style-type: none"> Land is available for lease from FRPA but no land sales available. 	<ul style="list-style-type: none"> FRPA CN Rail City of Richmond
Tilbury Island	<ul style="list-style-type: none"> 65 acre waterfront site. Owned by Stuart Belkin (Chatterton), Washington Group (Seaspan), Smit International (Riv Tow site) Environmental considerations on Chatterton site only 	<ul style="list-style-type: none"> Seaspan & Riv Tow sites presently used for waterborne distribution. Expansion potential at Chatterton. 	<ul style="list-style-type: none"> Passenger service potential. 	<ul style="list-style-type: none"> River Road connection is poor. Rail Service via CNR & BNSF 	<ul style="list-style-type: none"> Old deep-sea bulk loading facility exists at Chatterton site. 	<ul style="list-style-type: none"> Land owners Railways Corporation of Delta
Fraser-Surrey Area	<ul style="list-style-type: none"> Fraser River Port Authority. Zoned Industrial. Environmental issues in hand. 	<ul style="list-style-type: none"> Deep sea Terminal (Fraser-Surrey Docks) in place as well as 80 acres of distribution facilities. 20 acres waterfront optioned for water – dependant cargo distribution. 	<ul style="list-style-type: none"> No passenger capability. 	<ul style="list-style-type: none"> Reasonable road access and on the future South Fraser Perimeter Road. Served by CNR, CPR, BNSF & SRY. 	<ul style="list-style-type: none"> Adjacent lands owned by the Province of BC. 150 acres zoned industrial. 	<ul style="list-style-type: none"> FRPA, City of Surrey Province of BC Southern Railway of BC CN Rail BNSF
Brunette Creek	<ul style="list-style-type: none"> The majority of the site is privately owned, with some GVRD ownership. Environmentally sensitive areas need to be considered. 	<ul style="list-style-type: none"> Development potential requires further investigation. 	<ul style="list-style-type: none"> Passenger capability requires further investigation. 	<ul style="list-style-type: none"> Road access has network bottlenecks, which create significant access constraints in some areas. Some properties are only accessible via North Road that presently has very low traffic. Further information would be required on port throughput and traffic generation from cargo. Partial rail access; may not be active (would need to be confirmed). 	<ul style="list-style-type: none"> Soil contamination at Domtar site. 	<ul style="list-style-type: none"> Landowners Environmental groups, including streamkeeper groups City of Coquitlam GVRD FREMP CP Rail
Port Kells Area	<ul style="list-style-type: none"> Approx. 20 acres on triangular site bordered by Fraser River, Triggs Road and 104 Ave. Properties owned by Teal Cedar Products and Columbia Shake & Shingle. Site is mostly coded "Green". 	<ul style="list-style-type: none"> Eroded foreshore and excavated log pocket could provide "end on" moorage (i.e. ferry style) for limited impact on navigation. 	<ul style="list-style-type: none"> Potential water-based passenger service fed by Hwy #1 or future rail passengers from a CN-like "West Coast Express" 	<ul style="list-style-type: none"> Close access to 176th St that leads to Hwy #1. Close access to CN mainline. Very close to the proposed South Fraser Perimeter Road. 	<ul style="list-style-type: none"> Adjacent lands are mill and/or wood fiber oriented. Could be available if pressure on BC forest industry continues. Currently processing high value cedar products. 	<ul style="list-style-type: none"> Land owners City of Surrey CN Railway

MCTS Waterborne Nodes – Potentials for Development

Node	Description	Development Potential for:		Node Serviced by Road? Rail? Combo?	Other Considerations	Stakeholders
		Goods / Cargo	Passenger Movement			
Pitt Meadows Airport	<ul style="list-style-type: none"> Owned by the Pitt Meadows Airport Society, Municipality of Pitt Meadows and Maple Ridge. Much of the land is contained within the ALR. Land is located within the flood plain so development costs could be high. City of Burnaby Severe environmental remediation on going. 	<ul style="list-style-type: none"> Airport Society motivated toward industrial development. Good deep water site. 	<ul style="list-style-type: none"> Existing air passenger terminal. Potential links to rail and water passenger service. 	<ul style="list-style-type: none"> Limited road access at present but proposed Fraser River Crossing will be nearby. CP Railway is close by as is CPR Intermodal Yard. 	<ul style="list-style-type: none"> Difficult to rezone from current ALR designation. Limited availability of inexpensive fill material. 	<ul style="list-style-type: none"> Pitt Meadows Airport Society City of Pitt Meadows City of Maple Ridge CP Rail
Burnaby – Big Bend	<ul style="list-style-type: none"> City of Burnaby Severe environmental remediation on going. 		<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Serviced by road and CN Rail. 	<ul style="list-style-type: none"> Movie studio enquiries 	
Mitchell Island		<ul style="list-style-type: none"> Available space to develop 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Serviced by road and water. 	<ul style="list-style-type: none"> None 	
Eburne Site	<ul style="list-style-type: none"> Owned by NFPA No environmental considerations. 	<ul style="list-style-type: none"> Potential for container terminal 	<ul style="list-style-type: none"> Potential for passenger terminal. 	<ul style="list-style-type: none"> Serviced by road and CP Rail. 	<ul style="list-style-type: none"> None 	
Fraser-Delta Area	<ul style="list-style-type: none"> Several small parcels owned by a number of owners. FRPA owns 15 non-contiguous parcels equal to approx. 50 acres. 	<ul style="list-style-type: none"> Potential industrial site, CFS/CY yard. No direct access to water as River Road runs between river and property. 	<ul style="list-style-type: none"> Possible passenger terminal but not if River Road continues in its present location. 	<ul style="list-style-type: none"> Serviced by CN/BNSF. 	<ul style="list-style-type: none"> Site needs to be consolidated. This was a FRPA goal prior to the enactment of the Canada Marine Act. 	<ul style="list-style-type: none"> FRPA Corporation of Delta Various small lot owners
Mission Industrial Foreshore	<ul style="list-style-type: none"> Mission Raceway and adjacent industrial lands. Ownership not yet determined. Flat, developable land on riverfront. Land is in the floodplain and floodproofing requirements unknown. Racetrack may have to be relocated. River in area of productive fish habitat. 	<ul style="list-style-type: none"> Good access to river for all types of cargo. 	<ul style="list-style-type: none"> Currently adjacent to the eastern terminus of the West Coast Express. Could this be an alternative passenger mode? 	<ul style="list-style-type: none"> CPR mainline adjacent, CNR can cross from south shore via Cp Bridge. Lougheed Highway near by, good access to the Mission Bridge, Hwy #1 and US Border. 	<ul style="list-style-type: none"> Much of the site is Mission Raceway. This is a positive in that it holds the lands but by the time conversion takes place there may be little opportunity to relocate the raceway. 	<ul style="list-style-type: none"> City of Mission CP Rail

Source: Major Commercial Transportation System: Water Routes for Cargo and Passengers – Overview of Issues and Opportunities, Greater Vancouver Gateway Council (January 2003).