

**Greater Vancouver Gateway Council**

---

*mcts*

**Major Commercial  
Transportation System**

**Water Routes for Cargo and Passengers  
Overview of Issues and Opportunities**

---

January 2003

## Table of Contents

<b>About the Greater Vancouver Gateway Council .....</b>	<b>1</b>
<b>1 Introduction .....</b>	<b>2</b>
Review of the MCTS Project – Purpose and Progress	
<b>2 Factors Causing Underutilization of Water Routes .....</b>	<b>4</b>
<b>3 Identification of Waterborne Priority Nodes .....</b>	<b>5</b>
MCTS Waterborne Priority Nodes Map	
Potentials for Development	
<b>4 Issues to be addressed .....</b>	<b>9</b>
Appendix A: MCTS Waterborne Technical Committee Members.....	11
B: MCTS Current & Planned Infrastructure Road Map.....	12
C: MCTS Current & Planned Infrastructure Rail Map .....	13
D: MCTS Current & Planned Infrastructure (Road, Rail & Waterborne) Map .....	14
E: FRPA Report.....	15

## About the Greater Vancouver Gateway Council

The Gateway Council comprises senior executives from industry and governments who subscribe to a common vision that Greater Vancouver become the Gateway of Choice for North America. The Gateway Council and its members work together to ensure the Gateway efficiently provides the highest level of customer satisfaction.

### HONOURARY CHAIR

*Minister of Transport, Government of Canada*  
Hon. David Collenette

### EXECUTIVE

*Vancouver Port Authority*  
Captain Gordon Houston - President & CEO

*Chair, GVGC*

*BC Wharf Operators Association*  
Mr. Brad Eshleman - President  
*Vice Chair, GVGC*

*Canadian Pacific Railway*  
Mr. Ken Dingwall - Assistant Vice-President  
*Treasurer, GVGC*

*Vancouver International Airport Authority*  
Mr. Larry Berg - President & CEO  
*Past Chair, GVGC*

### VOTING MEMBERS

*Air Canada*  
Mr. John Ring - General Manager,  
*Customer Services*

*British Columbia Ferry Corporation*  
Mr. Doug Allen - Interim President & CEO

*B.C. Maritime Employers Association*  
Mr. Frank Pasacreta - President & CEO

*BC Rail*  
Mr. Dante Marining - Director, Interline  
*Management*

*Burlington Northern & Santa Fe Railway Co.*  
Mr. Peter J. Rickershauser - Vice  
President, Network Development

*Canadian National Railways*  
Mr. D.P. (Dave) Edison - Vice-President

*Fraser River Port Authority*  
Mr. Allen Domaas - President and CEO

*Greater Vancouver Transportation Authority*  
Ms. Pat Jacobsen - CEO

*North Fraser Port Authority*  
Mr. Glen MacRae - CEO and GM

*Railway Association of Canada*  
Mr. Bill Rowat - President and CEO

*Southern Railway of British Columbia*  
Mr. John van der Burch - President

### RESOURCE MEMBERS

*Asia Pacific Foundation of Canada*  
Dr. John Wiebe - President and CEO

*Business Council of British Columbia*  
Mr. Jerry Lampert - President

*Greater Vancouver Chambers of Commerce*  
Mr. Robert Milbourne

*Greater Vancouver Regional District*  
Mr. Ken Cameron - Manager, Policy &  
Planning

*Province of Alberta*  
Mr. Rod Thompson - Executive Director

*Province of British Columbia*  
Mr. Dan Doyle - Deputy Minister

*Province of Manitoba*  
Mr. Don Norquay - Assistant Deputy  
Minister

*Province of Saskatchewan*  
Mr. Harvey Brooks - Deputy Minister

*Transport Canada*  
Mr. John Mills - Regional Director,  
Coordination

*University of British Columbia*  
Dr. Daniel Muzyka - Dean, Faculty of  
Commerce & Business Administration

*Vancouver Board of Trade*  
Mr. Darcy Rezac - Managing Director

*Western Economic Diversification Canada*  
Ms. Ardath Paxton-Mann - Assistant  
Deputy Minister

*WESTAC*  
Mr. David Gardiner - President

## Water Routes for Cargo and Passengers

### 1 Introduction

#### Review of MCTS Project Purpose and Progress

Inadequate investment in the Greater Vancouver region's transportation system has led to a large and increasing deficit in transportation infrastructure. The local, Western Canadian and national economies and the local environment are negatively impacted by the increasing congestion and potential gridlock on the major arterial roads in Greater Vancouver. This inhibits international trade and tourism, stifles economic development and discourages business and industry investment not only for the local economy but also for Western Canada as a whole.

---

This Gateway is one of the largest transportation complexes on the West Coast of North America for the movement of international cargo and passengers. It is Canada's western trade and tourism gateway to the world.

---

The Greater Vancouver Gateway handles the vast majority of Canada's export / import trade and tourism from the Pacific Rim. Some 100 million tonnes of cargo, 15 million air passengers and 1 million cruise ship passengers move through the Gateway each year. We are also experiencing increasing movements of domestic goods and services.

A multi-modal Major Commercial Transportation System (MCTS) is being proposed for the Greater Vancouver region. It is intended to be an efficient, environmentally sustainable system of road, rail and waterborne routes linking Gateway facilities and industrial areas to the nation's major trade routes: by sea, air, road and rail.

The MCTS will make the best use of existing infrastructure, facilities and natural advantages of the Region, and define important new infrastructure and facilities necessary for future growth in the Gateway.

Although the MCTS is for commercial transportation, we believe commuters will also benefit from the system, since the MCTS, when implemented, is intended to remove bottlenecks on key commuter routes and provide expanded capacity for passenger movements across the Region. In addition, road safety will be significantly improved by focusing heavy commercial movements on designated routes, and air quality will improve by reducing greenhouse gas emissions from idling traffic.

The potential for marine movements to play a greater role in commercial and passenger movements and thereby help alleviate road congestion is considered to be an important component of the MCTS program. A process was initiated through a Technical Committee of key Stakeholders to address these potentials.

This report represents a preliminary and high level view of the potential for the expansion of goods and passenger movements by water within this region.

To determine the viability of the sites identified, significant additional investigation and study is required. The Gateway Council intends to meet with all appropriate parties to explore the best course of action to complete the necessary studies to determine the viability for the marine movement of goods and passengers at the eleven identified sites or at any other location identified at a later date.

## 2 Factors Causing Underutilization of Water Routes

Five major causes have been identified for the underutilization of water routes for the efficient and cost effective movement of goods and passengers in the Gateway region.

Economics, Governance and Lack of Defined Opportunities are considered to have the biggest impact on underutilization. Market and competitive factors combined with local policies have discouraged potential development opportunities. If local land use /tax policies are changed, the current situation could be improved to the point that it may be feasible to create demand at certain waterfront locations with intermodal access (water/rail, water/rail/road), provided that such locations remain available.

### **Economics**

- Cost Competitiveness
- Time Sensitive Movements
- Lack of defined Investment
- Diffused marketing (goods and passengers)
- Lack of regional economic strategy

### **Governance**

- Availability of industrial land
- Municipal levies on waterfront property
- Zoning restrictions and land use planning
- Municipalities acting locally rather than regionally
- Governance Electoral Cycle

### **Lack of defined Opportunities**

- Lack of will and vision to utilize water routes
- Lack of application of marine routes for specific congestion points and types of traffic
- Lack of definition of demand (goods)

### **Navigational Restrictions**

- Hazards to navigation (e.g. dismantling debris trap)
- Swing and lift bridges
- Limits to passenger vehicles
- Barge traffic/cross river traffic (e.g. Albion Ferry)
- Dredging

### **Environment**

- Inconsistent use of environmental policy
- Geographical constraints
- Weather dependency

### 3 Identification of Priority Waterborne Nodes

Available waterfront lands in the Greater Vancouver area were examined. The criteria used to identify those locations with the best potential to become waterborne node routes for cargo and passengers included:

- development potential for goods movement
- development potential for passenger movement
- Linkages to road and rail

Based on these three main criteria, the following eleven locations were prioritized.

#### **Priority Waterborne Nodes:**

1. Fraser/Richmond Properties – Coast 2000 Terminal
2. Tilbury Island
3. Fraser Surrey Area
4. Brunette Creek
5. Port Kells Area
6. Pitt Meadows Airport
7. Burnaby Big Bend
8. Mitchell Island
9. Eburne Site
10. Fraser / Delta Area
11. Mission Industrial Foreshore

The following overview description of these nodes identifies development potentials for cargo and passengers, how they could be serviced (road/rail), environmental considerations and the stakeholders, that could be involved in development.

MCTS Waterborne Priority Nodes Map

### MCTS – Waterborne Nodes – Potentials for Development

Nodes	Description Ownership Environmental & Social considerations	Development Potential – Goods/Cargo	Development Potential - Passenger Terminal	Node serviced by Road? Rail? Combination	Other Considerations	Stakeholders Organizations involved in development
1. Fraser /Richmond Properties – Coast 2000 Terminal	680 acre former landfill site. Land administered by the Fraser River Port Authority for marine and Industrial uses. Environmental Issues in hand.	Development underway. Plans include a coastal and deep-sea terminal as well as serviced backup land for distribution related industry	No passenger capability	Road link to East – West Richmond Connector. CN Rail is on site now.	Land is available for lease from FRPA but no land sales available.	Fraser River Port Authority, CN Rail City of Richmond.
2. Tilbury Island	65 acre waterfront site. Owned by Stuart Belkin (Chatterton) Washington Group (Seaspan) Smit International (Riv Tow site) Environmental considerations on Chatterton site only.	Seaspan & Riv Tow sites are presently used for waterborne distribution. Expansion potential is at Chatterton.	Passenger service potential.	River Road connection is poor. Rail Service via CNR & BNSF	Old deepsea bulk loading facility exists at Chatterton site.	Land owners Railways Corporation of Delta.
3. Fraser Surrey Area	Fraser River Port Authority. Zoned Industrial, Environmental Issues in hand	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.	No passenger capability	Reasonable road access and on the future South Fraser Perimeter Road. Served by CNR, CPR, BNSF & SRY	Adjacent lands owned by the Province of BC 150 acres zoned industrial .	FRPA, City of Surrey Province of BC Southern Railway of BC CN Rail BNSF
4. Brunette Creek	The majority of the site is privately owned, with some GVRD ownership. Environmentally sensitive areas need to be considered.	Development potential requires further investigation	Passenger capability requires further investigation	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)	Soil contamination at Domtar site	Landowners Environmental groups, including Stream keeper groups City of Coquitlam GVRD FREMP CP Rail
5. Port Kells Area	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"	Eroded foreshore and excavated log pocket could provide "end on" moorage (i.e. ferry style) for limited impact on navigation.	Potential water based passenger service fed by #1 Freeway or future rail passengers from a CN like "West Coast Express"	Close access to 176 <sup>th</sup> Street that leads to #1 Freeway. Close access to CN mainline. Very close to the proposed South Fraser Perimeter Road	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.	Land owners City of Surrey CN Railway

Nodes	Description Ownership Environmental & Social considerations	Development Potential – Goods/Cargo	Development Potential - Passenger Terminal	Node serviced by Road? Rail? Combination	Other Considerations	Stakeholders Organizations involved in development
6. Pitt Meadows Airport	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.	Airport Society motivated toward industrial development. Good deep water site.	Existing air passenger terminal. Potential links to rail and water passenger service.	Limited road access at present but proposed Fraser River Crossing will be nearby. CP Railway is close by as is CPR Intermodal Yard.	Difficult to rezone from current ALR designation. Limited availability of inexpensive fill material.	Pitt Meadows Airport Society Cities of Pitt Meadows and Maple Ridge. CP Rail
7. Burnaby Big Bend	City of Burnaby Severe environmental remediation on going		None	Serviced by road and CN Rail	Movie Studio enquiries	
8. Mitchell Island		Available space to develop	None	Serviced by road and water	None	
9. Eburne Site	Owned by NFPA No environmental considerations	Potential for Container Terminal	Potential for Passenger Terminal	Serviced by road and CP Rail	None	
10. Fraser/Delta Area	Several small parcels owned by a number of owners. Fraser River Port Authority owns 15 non-contiguous parcels equal to approx. 50 acres.	Potential Industrial site, CFS/CY yard No direct access to water as River Road runs between river and property.	Possible passenger terminal but not if River Road continues in its present location.	Serviced by CN/BNSF	Site needs to be consolidated. This was a Fraser River Port Authority goal prior to the enactment of the Canada Marine Act.	Fraser River Port Authority The Corporation of Delta Various small lot owners
11. Mission Industrial Foreshore	Mission Raceway and adjacent industrial lands. Ownership not yet determined Flat, developable land on river-front. Land is in the floodplain and floodproofing requirements unknown. Race track may have to be relocated River in area of productive fish habitat.	Good access to river for all types of cargo.	Currently adjacent to the eastern terminus of the West Coast Express. Could this be an alternative passenger mode?	CPR mainline adjacent, CNR can cross from south shore via CP Bridge. Lougheed Highway near by, good access to the Mission Bridge, # 1 Freeway and US Border.	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.	City of Mission CP Rail

## 4 Issues to be addressed

There are challenges in advancing the potential for marine routes playing a greater role in commercial and passenger movements. There are also opportunities to advance this agenda, in our attempt to develop a multi-modal major commercial transportation system (MCTS).

As freight transportation continues to grow rapidly in the region, further constraints are placed on road and rail networks. Shifts between modes of transportation can be anticipated to assist in dealing with current road congestion and for planning future requirements. Protection, acquisition and development of strategic lands as waterborne routes for freight and passenger movements is key and vital to establishing an integrated effective and efficient system that will help reduce increasing congestion. Strengthening Gateway transportation industries should be part of a strategy for increasing the competitiveness of Canada's economy.

An Advocacy Plan and Strategy to promote the importance of the Gateway to the National Economy needs to be developed and implemented.

Policies, programs and activities of governments and government organizations affecting Gateway transportation need to be continually monitored and necessary data/cases for positive change developed. Of particular note are:

### **The Community Charter Legislation:**

- Need for municipalities to realize the value of developing these sites as potential routes for freight & passengers
- Address municipal taxation, fees, and regulatory issues that are major barriers to transportation and economic growth

### **The Canada Marine Act Review:**

- Address excessive municipal tax payments on Port Authorities, in particular for lands held for future development
- Expand borrowing powers of Port Authorities
- Provide opportunities for investment in facilities and infrastructure

### **GVRD Sustainable Region Initiative:**

- Gateway Council to establish the issues that need to be developed and included in this stakeholder planning process for a sustainable region

### **GVTA Strategic Transportation Plan**

- Gateway Council to input MCTS process and identified priorities to raise importance of goods movements

**Increase support of Governments for MCTS concept**

- Meet with regional and provincial government representatives on a regular basis
- Seek opportunities to meet with/and make presentations to local governments on issues relating to competitiveness, infrastructure investments and the role of local governments to foster jobs and growth in the region in partnership with the Gateway industry

Governments at all levels must assume responsibility by taking a leadership role in the development of long term transportation planning consistent with the current and projected growth of the region; including sustainable funding to meet the economic, social and environmental objectives of the region.

## **APPENDIX A**

### **MCTS Waterborne Technical Committee**

#### **Committee Chair:**

Ed Kargl - Fraser River Port Authority

#### **Members:**

John Barker – Washington Marine Group  
Brenda Bertig – BC Trucking Association (City Transfer Inc.)  
Wayne Cammell – Council of Marine Carriers (Rivtow Marine Inc)  
Michael Cormier – Vancouver Port Authority  
Tom Corsie – Fraser River Port Authority  
Allen Domaas – Fraser River Port Authority  
Ken Doiron – Southern Railway  
Craig Elder – BC Ferry Corporation  
Mike Lai – TransLink  
John Lenahan – Vancouver International Airport Authority  
Glen MacRae – North Fraser Port Authority  
David Marshall – Fraser Basin Council  
Tony Nardi – BC Wharf Operators Association  
Bob Purdy – Fraser Basin Council  
Joe Sulmona – City of Coquitlam  
George Tyszewicz – Transport Canada  
Peter Woodward – Council of Marine Carriers

#### **Secretary/Facilitator:**

Mary Clappa – Greater Vancouver Gateway Council

**APPENDIX B**

MCTS Current & Planned Infrastructure Road Map

**APPENDIX C**

MCTS Current & Planned Infrastructure Rail Map

**APPENDIX D**

MCTS Current & Planned Infrastructure (Road, Rail & Waterborne) Map

**APPENDIX E**

## FRPA Report

<b>Summary Sheet - Available Land Data</b>		
<b>Location</b>	<b>Area (Ac.)</b>	<b>2002 Assessed Value</b>
Tilbury Island	215	\$ 7,890,900
Fraser Surrey	6	\$ 952,600
Brunette Creek/Braid St.	12	\$ 5,149,400
Northwest Langley	262	\$ 34,938,900
Pitt Meadows Airport	97	\$ 1,622,504
Mission	39	\$ 1,180,000
Fraser Delta Area	43	\$ 4,527,300
<b>Totals</b>	<b>675</b>	<b>\$ 56,261,604</b>

Source: Fraser River Port Authority