

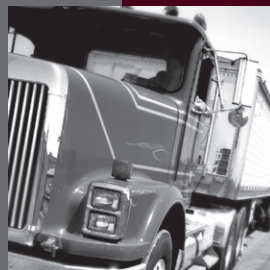
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# Connecting Canada's Pacific Gateway

## Enhancing Planning Capacity in the Metro Vancouver Region



**ASIA PACIFIC GATEWAY**  
SKILLS TABLE





The Asia Pacific Gateway Skills Table wishes to acknowledge the funding support from the Sector Council Program, Human Resources and Skills Development Canada and the Asia-Pacific Gateway and Corridor Initiative led by Transport Canada.

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[www.apgst.ca](http://www.apgst.ca)  
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**March 30, 2012**

**PREPARED FOR: Asia Pacific Gateway Skills Table**  
15 Gore Avenue, Vancouver BC V6A 2Y8

**SUBMITTED BY: Context Research Ltd.**  
202—1260 Hamilton Street, Vancouver, BC V6B 2S8

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MARCH 2012

This study was led by:

**John Forsdick, Principal**  
**Context Research Ltd.**  
202-1260 Hamilton St.  
Vancouver, BC V6B 2S8

with support from:

**Tom Fletcher**  
**Fletcher & Company**  
393 67A Street  
Delta, BC V4L 2B8

## PROJECT COMMITTEE MEMBERS

The following individuals participated in one or more Project Committee meetings to provide guidance to the study:

Bob Wilds, Managing Director, Greater Vancouver Gateway Council  
Bruce Burrows, Vice President, Railway Association of Canada  
Christina DeMarco, Regional Development Division Manager, Metro Vancouver  
Raymond Kan, Senior Regional Planner, Metro Vancouver  
Dave Byng, Chief Operating Officer, BC Ministry of Transportation and Infrastructure  
David Gillen, Director, Centre for Transportation Studies, UBC  
Eric Aderneck, Regional Planner, Metro Vancouver  
Gordon Price, Director, SFU City Program  
Helen Cook, Program Manager, Transportation Planning, TransLink  
Jessica Yen, Regional Economist, Coordination and Policy, Transport Canada  
Lisa Gow, Executive Director, Pacific Gateway Branch, BC Ministry of Transportation and Infrastructure  
Louise Yako, President & CEO, BC Trucking Association  
Michael Henderson, Regional Director General, Pacific Region, Transport Canada  
Michael Shiffer, Executive Vice President, Planning and Policy, TransLink  
Mike Brown, Senior Planner, Strategic Planning, Vancouver Airport Authority  
Mimi Sukhdeo, Regional Director, Coordination and Policy, Transport Canada  
Peter Xotta, Vice President, Planning and Operations, Port Metro Vancouver  
Jim Crandles, Director, Planning & Development, Port Metro Vancouver  
Sany Zein, Director of Roads, TransLink  
Shelagh Ryan-McNee, Executive Project Director, BC Ministry of Transportation and Infrastructure

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## GLOSSARY OF TERMS

### Asia-Pacific Gateway and Corridor Initiative (APGCI)

The APGCI is a Canadian federal government initiative designed to establish Canada's Asia-Pacific Gateway and Corridor as an internationally competitive transportation network, facilitating global supply chains between North America and Asia.

### Asia Pacific Gateway Skills Table (APGST)

The APGST is a non-profit, regional partnership between labour, business and education/training institutions. Its mission is to ensure that Canada's Pacific Gateway has enough people with the right skills and training to meet its needs.

### Canada's Pacific Gateway or "Gateway"

Canada's Pacific Gateway is an integrated, seamless supply chain that includes points of entry (airports, seaports), warehousing and distribution facilities, railways, roadways and border crossings. The Gateway connects Canada and the North American market to Asia and the world. Within this study, Canada's Pacific Gateway and Gateway are used interchangeably.

### Community

A community is a group of people living in a defined area that regularly interact with one-another and generally share common values.

### Gateway Coordination Group Roundtable

The Roundtable was created by the Gateway Coordination Group in Transport Canada. Gateway stakeholders were invited to address public policy and communications for the Gateway. The Roundtable met in November 2011 to address communications requirements.

### Gateway Network

The Gateway Network or 'network' refers to the integrated and dynamic supply chain system that comprises the Gateway. It includes seaports, airports, international freight transport by water, air, rail and road networks, industrial lands for warehousing and distribution facilities and border crossings. Collectively, these components make up a network within which goods move on a continual basis.

### Greater Vancouver Gateway Council

The Gateway Council is an industry-led organization of senior executives from the seaports, airport, carriers and other companies formed in 1994 to build and act on a vision for Greater Vancouver as a world transportation gateway.

### Major Road Network

The Major Road Network comprises the major Metro Vancouver regional arteries not owned by the provincial government.

### Major Roads & Transportation Advisory Committee (MRTAC)

MRTAC is an advisory committee to TransLink on transportation-related matters in the Region. Membership includes senior representatives of municipalities and agencies.

### Metro Vancouver

Metro Vancouver is the name of the administrative body that serves as the main political forum for discussion of significant community issues at the regional level. It's major areas of planning and regulatory responsibility are: regional growth, utilities, air quality, and parks. The Metro Vancouver Region includes 22 municipalities, one electoral area and one treaty First Nation.

### Municipality

A municipality is a self-governing urban area with corporate status.

### Official Community Plan (OCP)

An Official Community Plan or "OCP" provides a long term vision for a community, and includes objectives and policies to guide decisions on planning and land-use management.

### Pacific Gateway Alliance

The Pacific Gateway Alliance is a partnership of transportation organizations and federal and provincial governments who advise on the expansion of port, rail, road and airport facilities in the Gateway.

### Planning

Planning refers to the processes to plan for future land-use, transportation and economic development to achieve social, economic and environmental objectives.

### Planning Institute of BC (PIBC)

PIBC is the professional association of planners in British Columbia and the Yukon.

### Regional Planning Advisory Committee (RPAC)

RPAC provides a forum for senior representatives of municipal planning departments, treaty First Nations and agencies with an interest in regional development to discuss and advise on planning issues of regional or inter-municipal significance. RPAC is advisory to the Metro Vancouver Board, and reports through the Regional Planning and Agriculture Committee and the Regional Administrative Advisory Committee.

### Regional Growth Strategy (RGS)

The RGS looks out to 2040 and provides a framework on how to accommodate the over 1 million people and 600,000 new jobs that are expected to come to Metro Vancouver in the next 30 years. The five goals of the plan address how to manage this growth in a way that enhances the livability and sustainability of the region. It includes strategies for creating a compact urban area, economic sustainability, protecting the environment, sustainable transportation and developing complete communities. The RGS was adopted in 2011, and will be intact for at least the next five years.

### Simon Fraser University (SFU)

SFU is a public research university with its main campus in Burnaby, which is part of the Metro Vancouver Region.

### SCARP

SCARP is the University of British Columbia's School of Community and Regional Planning.

### Southern Corridor

The Southern Corridor is the southern portion of the Pacific Gateway. The southern corridor includes entry points, intermodal transport systems, and warehouse and distribution points through the Metro Vancouver Region. The northern corridor focuses on Prince Rupert and corridors through to eastern Canada and Chicago.

### TransLink

TransLink is the Metro Vancouver region's transportation authority responsible for the Major Road Network, as well as regional transit and cycling.

### The University of British Columbia (UBC)

UBC is a public research university with its main campus in Vancouver.

# EXECUTIVE SUMMARY

Canada's Pacific Gateway is a dynamic and integrated land use and transportation network. It includes entry points, such as the port terminals and airports, intermodal freight transport, road and rail networks and warehousing and distribution facilities. Within the Metro Vancouver Region (the Region<sup>1</sup>), the Gateway transportation system generates over 157,000 jobs contributing \$12.3 billion in annual GDP.<sup>2</sup> Goods come into the Region by ship, air, rail and road transport for travel and distribution to consumers in North America and other parts of the world.

For the Gateway to expand to meet future demand over the next ten years, over \$22 billion in new public and private sector infrastructure investment has been identified by the provincial and federal governments.<sup>3</sup> This expansion brings new opportunities for economic growth and investment. But at the same time, it presents potential challenges to the livability and sustainability of the Region. Recognizing the importance of the Gateway to the Region, the Asia Pacific Gateway Skills Table (APGST) initiated a study to explore the level of awareness and understanding of the Gateway, and the opportunities for integrating Gateway planning with regional and municipal planning.

The study was guided by a Project Committee (see inset cover), which provided valuable advice for recommendations that will contribute to more sustained and integrated planning among Gateway organizations, and regional and municipal governments in the Region.

The study focused on the Gateway's southern corridor<sup>4</sup> and specifically the Metro Vancouver Region. To inform the study, research and consultations were conducted with more than 30 planners and professionals

'Gateway partners' refers to the Pacific Gateway Alliance (PGA), which is a partnership of transportation industries and governments that work together to promote Canada's Pacific Gateway. PGA members include:

- Federal Government
- Province of British Columbia
- Province of Alberta
- CN Rail
- CP Rail
- Burlington Northern Santa Fe Rail
- Port Metro Vancouver
- Vancouver Airport Authority
- Prince Rupert Port Authority
- British Columbian Railway Company
- TransLink

representing Greater Vancouver municipalities, Gateway partners, professional and educational institutions, and the Tsawwassen First Nation and the Squamish Nation.

Consultations identified that the majority of planners and professionals do not have a clear understanding of who represents the Gateway, what the network includes or who to contact for more information. The Gateway is more commonly associated with specific construction projects or with the actions of individual partners. As a result, the network that comprises the Gateway is generally not well recognized, understood or integrated into regional and municipal planning processes.

Across the Region, there are notable examples of Gateway partners working with municipal governments and key stakeholders to develop and integrate plans on a smaller scale. The South Shore Trade Area Study<sup>5</sup>, completed in 2009, involved Port Metro Vancouver, Transport Canada, the Gateway Council and other Gateway partners working with the Cities of Vancouver, Burnaby, Port Moody, Port Coquitlam and Coquitlam to develop plans for transportation infrastructure in the study area. A similar process occurred for the North Shore Trade Area Study<sup>6</sup>, which included representatives from the north shore municipalities, First Nations, the

1 The Metro Vancouver Region includes 22 municipalities, one electoral area and one treaty First Nation.

2 Economic Development Research Group, 2008, Economic Role of the Gateway Transportation System in the Greater Vancouver Region, Greater Vancouver Gateway Council

3 <http://www.pacificgateway.gov.bc.ca>

4 The southern corridor includes entry points, intermodal transport systems, and warehouse and distribution points through the Metro Vancouver Region. Prince Rupert is the entry point to Canada's Pacific Gateway's northern corridor. It is the second largest international port on Canada's West Coast and a major gateway to the U.S. midwest.

5 Transport Canada, 2009, South Shore Trade Area Study, Report prepared by SNC Lavalin

6 Transport Canada, 2008, North Shore Trade Area Study, Report prepared by SNC Lavalin

Gateway Council and industry working with Gateway partners to assess the transportation and infrastructure improvements required to enhance trade development objectives. These studies took into account the social, community and environmental impacts of potential projects within each study area. The Roberts Bank Rail Corridor program has also been identified as a successful example of coordinated planning between Gateway partners and municipalities (See Appendix 2).

While these examples demonstrate the efforts made to integrate Gateway and municipal planning, the planners and professionals interviewed for this study emphasized the need to maintain awareness and understanding of the plans and potential projects. This is particularly important when there is an extended timeframe between the development of a plan and the implementation of projects. The responsibility for maintaining awareness and understanding of progress made in plan development is a shared one, with both Gateway and municipal planners and professionals being proactive to ensure that information is shared across departments, with elected officials, with new staff and as part of related community planning exercises.

To enhance the level of awareness and understanding of the Gateway, and to improve the integration of Gateway plans with regional and municipal planning, actions are recommended in five key areas:

**1. Establish the Greater Vancouver Gateway Council (the Gateway Council) as the entity responsible for providing leadership and guidance on behalf of the Gateway partners.** The Project Committee reviewed a number of options for providing stronger leadership on behalf of the Gateway partners. After careful review, it was recommended that the Gateway Council expand its mandate in order to provide the leadership and guidance necessary to improve the level of awareness and understanding of the Gateway, and to support partners in integrating Gateway plans and projects.

The Gateway Council, formed in 1994 to build and act on a vision for Greater Vancouver as a world transportation gateway, includes representatives of the majority of Gateway partner organizations. The Council is already actively engaged in communication and engagement processes for Gateway projects and plan development. Expanding the Gateway Council's mandate will require the support of partner organizations, as well as additional resources to achieve the role outlined in this report.

The leadership role includes:

- Facilitating the development of a common Gateway vision, and confirming a consistent set of provincial and federal plans and priorities for the southern corridor of Canada's Pacific Gateway.
- Coordinating the implementation of communications and engagement with regional and municipal governments, and planners and professionals (e.g., engineers, economic development planners, financial managers, administrators etc.) to improve understanding of the Gateway and to contribute to a two-way dialogue with regional and municipal governments on the future role of the Gateway in the Region.
- Supporting Gateway partners in implementing projects and plans.
- Providing a point of contact for regional and municipal governments, and professionals requiring information on the Gateway.
- Facilitating the integration of Gateway plans with regional and municipal planning through participation in planning committees and through workshops and forums.

**2. Develop and communicate Gateway plans and projects within the context of the Gateway network.**

The vision and plans for the future of the Gateway are a combination of provincial and federal plans that have been developed in recent years. These include the Province's Gateway 2.0, led by the Pacific Gateway Branch at the BC Ministry of Transportation and Infrastructure, and the federal government's Asia Pacific Gateway Corridor





Initiative (APGCI). Together these plans can provide the basis for communicating and integrating Gateway policies and infrastructure priorities with regional and municipal planning processes.

The fact that there are different provincial and federal plans for the Gateway will require that the Gateway Council work with the partners to confirm one set of network plans and priorities for the southern corridor. This is necessary to support clear communications, and to provide a consistent basis for integrating plans in the Region. It will also support Gateway partners in providing consistent information about the Gateway network and what it means for municipalities.

**3. Establish a role for the Gateway partners in the development and management of regional plans and policies, with priority emphasis on engagement in a regional goods movement strategy, a regional economic framework and TransLink's Regional Transportation Strategy.**

The integration of Gateway plans takes place within the context of Metro Vancouver Regional District's Regional Growth Strategy (RGS), which was approved in 2011. The RGS looks out to 2040, and sets goals and strategies to accommodate expected growth in a way that enhances the livability and sustainability of the Region. TransLink, the regional authority responsible for planning and delivering a sustainable transportation network, is currently developing a Regional Transportation Strategy within the RGS framework, which includes a goods movement strategy.

The development of the goods movement strategy and the Regional Transportation Strategy present immediate opportunities to integrate planning for the Gateway with regional planning. Recommendations from this study include establishing a senior level "Regional Goods Movement Council" to provide a forum whereby the Gateway Council and partners, and regional and municipal senior staff can plan for goods movement within the Region. While the goods movement strategy is transportation oriented, the land-use component would be provided through the RGS framework, and the participation of regional and municipal officials who have land-use and growth management responsibilities.



The Gateway Council should also be represented at Metro Vancouver Regional District's Regional Planning Advisory Committee (RPAC). RPAC is an important forum for senior representatives of municipal planning departments and agencies with an interest in regional development to discuss and advise on planning issues of regional or inter-municipal significance. Port Metro Vancouver, Transport Canada and the Provincial Ministry of Community, Sport and Cultural Development currently have associate memberships and attend meetings on a quarterly basis. This study recommends that the Gateway Council become an associate member of RPAC to help build understanding and improve integration of the Gateway network in regional and municipal planning.

Within Metro Vancouver, the Gateway is recognized as a vital part of the regional, provincial and national economies. Planners and professionals stated that the Gateway should be an integral part of a regional economic strategy. While some municipalities have economic policies and plans, there is an interest in having a framework for economic sustainability in the Region. The Gateway Council should partner with Metro Vancouver Regional District to establish a forum for discussions on a regional economic sustainability framework. The forum would bring municipalities and stakeholders together in a discussion about regional economic goals and opportunities. The Gateway would be an integral part of this discussion, helping to build awareness about its role and contribution to the regional economy.

**4. Implement processes at the municipal level to work with local governments and communities to identify how the network and specific initiatives fit with municipal Official Community Plans<sup>7</sup>, transportation plans and community development opportunities.**

Engagement at the municipal level is required to address the integration of the Gateway network with municipal plans and priorities. Work sessions with municipalities either on a sub-regional basis or individually are recommended to integrate the network with Official Community Plans and transportation strategies, and to explore community development and economic opportunities. The work of the Gateway partners in bringing stakeholders together for the North and South Shore Trade Area Studies and the Roberts Bank Rail Corridor Program are examples of integrating projects at the municipal level.

**5. Build awareness and understanding of the Gateway among planners, professionals and elected officials, and establish opportunities for knowledge and skill development.**

Research and consultations also identified that more and better information is required by planners and professionals in order to build understanding, awareness and support for the Asia Pacific Gateway and specific projects. Recommendations from this study support current efforts to improve communications and establish a stronger brand for the Gateway. Transport Canada along with partners including the Greater Vancouver Gateway Council, Port Metro Vancouver, TransLink, Vancouver Airport Authority, CN, CP, WESTAC and the B.C. Trucking Association are working to develop and implement an Asia Pacific Gateway communication and public engagement strategy for B.C.'s Lower Mainland. The strategy aims to improve the awareness of the APGCI and its local benefits, to improve understanding of the opportunities presented by Gateway investments and to promote engagement that will help address the quality of life, environmental concerns, economic benefits and long-term competitiveness of the Gateway.

Research and consultations also identified the need for new skills and knowledge among planners and professionals. Gateway planners identified that

they need a better understanding of municipal planning and decision-making processes. Municipal planners and professionals identified the need for a better understanding of the Gateway network and the impact of specific initiatives to their community. The consultants have recommended that a comprehensive set of learning outcomes be developed for planners and professionals involved with planning for the Gateway, and that learning modules be developed to build knowledge about the Gateway, municipal planning processes and governance, and community engagement.

Recommendations are summarized in Figure 1 and outlined in detail in the charts that follow Figure 1. The recommendations are based on input from planners and professionals representing both Gateway organizations as well as regional and municipal governments.

Consultations with planners and professionals identified a strong interest to work with Gateway partners to improve the level of awareness, understanding and integration among those responsible for planning as it affects the Gateway. At the same time, however, there is skepticism about the willingness of organizations to share information and to engage in open and constructive discussions about how Gateway plans fit with regional and municipal goals and priorities.

Integrating plans and priorities across multiple organizations and stakeholders will always be challenging simply because the mandates, jurisdictions and priorities can vary dramatically. However, the potential for improving the integration of planning can be greatly enhanced by taking steps to improve coordination and leadership, and providing forums whereby ideas and information can be exchanged, and solutions to problems openly discussed. Among the many interviews with both Gateway and regional and municipal planners, the Roberts Bank Rail Corridor program (Appendix 2) was identified as a successful approach, built on leadership and the integration of plans and priorities across different levels of government and with Gateway partners. The recommendations outlined in this study build on the success of this and other projects in the Region, and will contribute to stronger relationships and more effective integration of Gateway plans and projects.

<sup>7</sup> An Official Community Plan or "OCP" provides a long term vision for the community, and includes objectives and policies to guide decisions on planning and land-use management.

Figure 1: Enhancing Planning Capacity Summary Recommendations

<b>Goals</b>	<p><b>Improve awareness and understanding of Canada’s Pacific Gateway among regional and municipal governments</b></p> <p><b>Improve the integration of planning for Canada’s Pacific Gateway with regional and municipal planning</b></p>				
<b>Focus</b>	<p>Canada’s Pacific Gateway Southern Corridor</p> <p>Metro Vancouver Regional District</p> <p>Urban and regional planners, and professionals including:</p> <ul style="list-style-type: none"> <li>• Administrators, financial planners, engineering staff, economic development planners, social planners</li> <li>• Regional and municipal elected officials</li> </ul>				
<b>Strategic Areas</b>	<b>ESTABLISH LEADERSHIP TO SUPPORT GATEWAY PARTNERS</b>	<b>ESTABLISH A SHARED VISION AND PLAN FOR THE GATEWAY</b>	<b>INTEGRATE GATEWAY PLANNING WITH REGIONAL PLANNING AND THE ECONOMY</b>	<b>INTEGRATE GATEWAY PLANNING WITH MUNICIPAL PLANNING</b>	<b>INCREASE AWARENESS, KNOWLEDGE AND SKILLS OF PLANNERS AND PROFESSIONALS</b>
<b>Outcomes</b>	<p>Established, proactive Gateway leadership.</p> <p>Regional and municipal governments will know who leads and is involved with the Gateway.</p>	<p>Regional and municipal governments will be informed and understand the Gateway network, vision and plans.</p>	<p>The Gateway Council and partners will have established processes to engage with regional planning.</p>	<p>The Gateway Council and partners will have established processes to engage with municipal planning.</p>	<p>Planners and professionals will have the knowledge, skills and abilities to integrate Gateway planning with regional and municipal planning.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Designate the Greater Vancouver Gateway Council to provide leadership on behalf of the Gateway partners in the southern corridor.</li> <li><input type="checkbox"/> Endorse the leadership role, which includes: <ul style="list-style-type: none"> <li>• Developing a common vision and set of plans for the southern corridor.</li> <li>• Implementing a communications program to support engagement processes.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Establish a clear vision and plan for the Gateway in the southern corridor, in consultation with Gateway partners.</li> <li><input type="checkbox"/> Coordinate presentations on the Gateway network plans and priorities to regional Boards and committees.</li> <li><input type="checkbox"/> Plan and facilitate a forum for planners and professionals on the Gateway network and planning integration.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Jointly sponsor a dialogue on regional economic sustainability with Metro Vancouver.</li> <li><input type="checkbox"/> Establish a Regional Goods Movement Council with TransLink.</li> <li><input type="checkbox"/> Establish associate membership on the Regional Planning Advisory Committee.</li> <li><input type="checkbox"/> Participate in development of TransLink’s Regional Transportation Strategy.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Conduct work sessions with municipalities to integrate new Gateway plans with municipal plans.</li> <li><input type="checkbox"/> Conduct annual presentations to elected officials in municipalities.</li> <li><input type="checkbox"/> Support Gateway partners in early engagement with municipalities for Gateway projects.</li> <li><input type="checkbox"/> Consider options for partnering with municipal governments on public engagement processes for Gateway projects.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Update the 2008 Study on the Economic Role of the Gateway Transportation System in the Metro Vancouver Region</li> <li><input type="checkbox"/> Implement a strategic communications program to support engagement activities.</li> <li><input type="checkbox"/> Host an annual workshop for planners and professionals on the Gateway vision and plans.</li> <li><input type="checkbox"/> Develop an education program for planners and professionals on the Gateway and municipal planning processes.</li> </ul>

## GOALS

**Improve awareness and understanding of Canada's Pacific Gateway among regional and municipal governments**

**Improve the integration of planning for Canada's Pacific Gateway with regional and municipal planning**

## FOCUS

- **Metro Vancouver Region in Canada's Pacific Gateway southern corridor**
- **Planners and professionals in Gateway organizations, and regional and municipal governments**

STRATEGIC AREAS & DESIRED OUTCOMES	RECOMMENDED ACTIONS
<p><b>Establish Leadership to Support Gateway Partners</b></p> <p>The Greater Vancouver Gateway Council, on behalf of the Gateway partners, provide an organized, consistent, sustained and proactive approach to engaging regional and municipal governments on plans and projects within the network of entry ports, intermodal freight transport, warehousing and distribution systems that comprise the Gateway.</p> <p>Regional and municipal planners and professionals, and elected representatives will know the organizations involved with the Gateway network, who to contact and how to access information and resources.</p>	<p>That the Greater Vancouver Gateway Council provide leadership on behalf of the Gateway partners to improve awareness and understanding of Canada's Pacific Gateway within the southern corridor, and to facilitate improvements to the integration of Gateway plans with regional and municipal planning.</p> <p>That the Gateway partners endorse the leadership role of the Greater Vancouver Gateway Council in the southern corridor, which includes:</p> <ul style="list-style-type: none"> <li>• Facilitating the development of a common Gateway vision, and a consistent set of plans and priorities for the southern corridor of Canada's Pacific Gateway.</li> <li>• Managing the implementation of communications and engagement with regional and municipal governments, and planners and professionals (e.g., engineers, economic development planners, financial managers, administrators etc.) to (1) improve awareness of the Gateway and its local benefits, (2) improve understanding of the economic opportunities from Gateway investments and (3) to contribute to enhanced two-way dialogue with regional and municipal governments on the future and role of the Gateway in the Region.</li> <li>• Supporting Gateway partners in implementing projects and plans.</li> <li>• Providing a point of contact for regional and municipal governments, and professionals requiring information on the Gateway.</li> <li>• Facilitating the integration of Gateway plans with regional and municipal planning through participation in planning committees and through workshops and forums.</li> </ul>
<p><b>Establish a Shared Vision and Plan for the Gateway</b></p> <p>Regional and municipal planners and professionals, and elected representatives will be informed and understand the Gateway network, the future vision and plans and how Gateway partners propose to work to integrate planning.</p>	<p>That the Greater Vancouver Gateway Council work with the provincial and federal governments, and the Gateway partners to establish a consistent and complimentary set of plans and priorities for Canada's Pacific Gateway in the southern corridor that can serve as a basis for engagement and integration of plans. This requires that the new plans such as the Gateway 2.0, the Port Strategy and the Asia Pacific Gateway Corridor Initiative are complimentary and can be easily presented from an integrated network perspective.</p> <p>That the Greater Vancouver Gateway Council, working with Gateway partners, coordinate presentations on the Gateway network plans and priorities on an annual basis to:</p> <ul style="list-style-type: none"> <li>• Metro Vancouver's Regional Planning Advisory Committee</li> <li>• Metro Vancouver's Regional Engineers Advisory Committee</li> <li>• Port Cities Committee of the Metro Vancouver Board</li> <li>• Regional Planning and Agriculture Committee of the Metro Vancouver Board</li> <li>• TransLink's Major Roads and Transportation Advisory Committee</li> <li>• TransLink's Executive and Mayor's Council</li> </ul> <p>That the Greater Vancouver Gateway Council facilitate a discussion forum for Gateway partners, and planners and professionals in the southern corridor to inform them about the outcome of this study and future plans for the Gateway.</p>

**STRATEGIC AREAS & DESIRED OUTCOMES**

**RECOMMENDED ACTIONS**

**Integrate Planning for the Gateway Network with Regional Planning and the Economy**

The Gateway Council and partners will have established processes to engage with regional governments to integrate the Gateway network into current and future plans for the Region.

That the Gateway Council approach Metro Vancouver Regional District to jointly sponsor a dialogue with municipalities and stakeholders in the Region on a framework for economic sustainability.

That the Gateway Council request that TransLink establish a "Regional Goods Movement Council (RGMC)" to bring a network perspective to the development and implementation of the regional Goods Movement Strategy being developed by TransLink as part of the Regional Transportation Strategy. The RGMC should have senior level participation from Gateway partners, municipalities and the Metro Vancouver Regional District. The Council would meet quarterly over the next 18 months to provide input to the Goods Movement Strategy and the Regional Transportation Strategy. Once these strategies are completed, the RGMC would remain in place to provide a forum for discussion on transportation policies, plans, strategic issues and process requirements related to the Gateway network in the Region.

That the Gateway Council ensure that a Gateway network perspective is included in the development of the Regional Transportation Strategy through TransLink's Regional Stakeholder Roundtable and through active participation in the forthcoming engagement process.

That the Gateway Council meet with the Metro Vancouver Regional District to become an associate member of RPAC, in addition to the ongoing participation by Gateway partners who are associate members.

That the Gateway Council ensure that Gateway partners who are associate members on RPAC have the required information to inform RPAC of Gateway network interests in regional planning discussions.

**Integrate Planning for the Gateway Network with Municipal Planning**

The Gateway Council and partners will have established processes to engage with municipal governments to integrate the Gateway network into current and future plans.

The Gateway Council and partners will communicate proactively with municipal staff and elected officials.

That the Gateway Council work with Gateway partners to implement work sessions with municipalities in the Region to integrate new plans for the Gateway network with municipal land use and transportation plans and policies. As a starting point, work sessions could be held on a sub-regional basis including:

- South of the Fraser
- North Shore
- Tri-Cities
- Vancouver/Richmond/Burnaby

That the Gateway Council work with Gateway partners to conduct annual presentations to municipal councils on the Gateway network to identify future plans and opportunities to work together to achieve mutual gains.

That Gateway Council take a proactive role in supporting Gateway partners to engage municipal staff and Councils at the early stages of project definition and within the context of the Gateway network to:

- Identify community interests and issues
- Shape project plans to address community policies and priorities
- Identify synergies/opportunities for the project to benefit the community
- Identify the role of local government in the community engagement process
- Design engagement processes that provide multiple opportunities for input and in-depth discussions to address community issues and opportunities.

That Gateway partners consider options for partnering with municipalities on community engagement for Gateway projects, such as consideration of funding a municipal staff position and/or project storefronts in communities where major projects are planned to support communication and planning integration. Adopting best practices guidelines for consultation with communities on projects should also be considered as part of the effort to improve overall engagement.

STRATEGIC AREAS & DESIRED OUTCOMES	RECOMMENDED ACTIONS
<p><b>Increase Awareness and Understanding of the Gateway Among Planners and Professionals</b></p> <p>Planners and professionals will have access to current information about the Gateway network, including plans and projects, statistics and economic benefits to communities and the Region.</p>	<p>That the Gateway Council update the 2008 Study on the Economic Role of the Gateway Transportation System in the Greater Vancouver Region to reflect new priorities and initiatives identified in Gateway 2.0, and that this information be accessible to regional and municipal planners and professionals, and elected officials.</p> <p>That the Gateway Council implement a strategic communications program to support engagement with regional and municipal governments and to complement communications with the public. This should include branding, website development, supporting information, and technical information required by municipalities. It should address roles and responsibilities for issues management, media relations, government relations and linkages to public communications.</p> <p>That the Gateway Council host an annual one-day workshop for planners and professionals in the region to review the Gateway vision and plan, and to promote discussion on important planning issues in the region.</p> <p>That the Gateway Council and partners have a visible presence at the Union of BC Municipalities convention held annually in the fall and at the Planning Institute of BC annual conference. The Gateway can attend in a variety of capacities, but at a minimum should be an exhibitor with information and outreach to participants.</p>
<p><b>Increase Knowledge, Skills and Abilities of Planners and Professionals</b></p> <p>Planners and professionals in the southern corridor will have the knowledge, skills and abilities to integrate planning processes and plans.</p>	<p>That the Gateway Council, on behalf of the Gateway partners, develop and commit to an ongoing educational outreach program for planners and professionals that includes:</p> <ul style="list-style-type: none"> <li>• Confirming a comprehensive set of learning outcomes for planners and professionals involved with planning for the Gateway.</li> <li>• Developing and implementing educational/learning modules that include: <ul style="list-style-type: none"> <li>- Introduction to the Gateway</li> <li>- Understanding Municipal Planning and Governance</li> <li>- Design and Implementation of Community Engagement</li> </ul> </li> <li>• Forging relationships with UBC, SFU, the Planning Institute of BC (PIBC) and the Association of Professional Engineers and Geoscientists of BC (APEGBC) to deliver learning outcomes through student education courses, professional development courses, guest lectures and co-operative education/job opportunities.</li> <li>• Organizing learning exchanges for planners and professionals involved with the Gateway to learn about the network, and its role and implications for the region. Learning exchanges could be developed in partnership with other organizations and include field trips and tours of Gateway infrastructure (e.g., Port terminals).</li> <li>• Participating in the PIBC and Union of BC Municipalities annual conferences to promote information-sharing and relationship-building among planners and professional involved with planning for the Gateway in the region.</li> </ul>

# 1. INTRODUCTION

## 1.1 Study Objectives

In 2011, the Asia Pacific Gateway Skills Table (APGST) initiated a study to identify the resources and information required to improve the level of awareness, understanding and integration among those responsible for planning as it affects the Asia Pacific Gateway (Gateway). Context Research Ltd. (Context) was commissioned by the APGST to conduct research and to provide recommendations on:

1. Processes required to improve coordination and integration of planning activities
2. Resources required to build a greater understanding of the Gateway among municipal and regional governments, and key stakeholder organizations, and
3. Requirements for training and education for those responsible for planning that may impact on the Gateway.

Within the context of this study, 'planning' refers to the processes to plan for future land use, transportation and economic development to achieve social, economic and environmental objectives. The focus is on planning done by regional and municipal governments, and organizations involved with the Gateway.

The study was guided by a Project Committee with participation from the APGST, the Gateway Council, the provincial and federal governments, UBC, Metro Vancouver Regional District, TransLink, Port Metro Vancouver, Vancouver Airport Authority, Simon Fraser University's City Program, Railway Association of Canada, and the BC Trucking Association. The Committee provided valuable advice to the consultants in developing recommendations that will contribute to more sustained and integrated planning among Gateway organizations, and regional and municipal governments in the study area.

## 1.2 Study Perspective

The study focused on the Gateway's southern corridor and specifically the Metro Vancouver region (Figure 2). The study area was selected because of the particular challenges associated with the location of the Gateway network within a rapidly growing region that has 22 municipalities, and regional governance (i.e., Metro Vancouver Regional District and TransLink) responsible for regional growth management and transportation.

Within the Metro Vancouver region, input was received from planners, engineers and professionals involved with Gateway organizations, and regional and municipal governments. The interests of the public and key stakeholders, while briefly touched upon, is the subject of further research and planning by the Gateway Coordination Group Roundtable<sup>8</sup>. It is anticipated, however, that a proactive and sustained approach to engagement among planners and professionals, and elected officials will contribute to more effective public processes associated with Gateway plans and projects in the Region.

Figure 2: Gateway Study Area



<sup>8</sup> The Gateway Coordination Group Roundtable is the name given to partner organizations meeting to address public policy and communications for the Gateway. The Roundtable met in November 2011 to address communications requirements.

## 1.3 Methodology

Research and consultations occurred over a ten month period from May 2011 to February 2012. More than 30 planners and professionals representing 10 Greater Vancouver municipalities and the Gateway partners participated in interviews and work sessions to identify issues and opportunities to improve the integration of planning for the Gateway. Input was also received from professionals and educational institutions including the Planning Institute of BC (PIBC), the Association of Professional Engineers and Geoscientists (APEGBC), the School of Community and Regional Planning at UBC, and the urban studies program at SFU. The Tsawwassen First Nation and the Squamish Nation also participated in the consultation process.

Midway through the study process, Context presented interim findings to Metro Vancouver's Regional Planning Advisory Committee (RPAC), comprised of senior planners from throughout the Region. RPAC members were asked to complete a brief questionnaire, the results of which are presented and discussed later in this report.

Officials from the Ports of Rotterdam and Savannah were interviewed to explore how other large port cities handle regional planning. Input was also received on the effectiveness of engagement processes for a number of Gateway projects including the Roberts Bank Rail Corridor, the South Fraser Perimeter Road, the United Boulevard Extension and the Low Level Road project.

The Project Committee met four times with the consultants over the ten month study period. Meeting discussion topics are summarized in the following chart:

Project Committee Meeting #1	May 2011	Problem definition and research program development
Project Committee Meeting #2	August 2011	Issues and opportunities from interviews and research
Project Committee Meeting #3	September 2011	Gateway leadership for integrated planning - ideas and options
Project Committee Meeting #4	December 2011	Draft recommendations and strategies



The results of the consultations and research are presented in Sections 2–4. Section 2 provides a summary of the key issues and opportunities for planning integration. Section 3 provides recommendations for action to improve planning integration, and to increase awareness and understanding of the Gateway among planners and professionals. Section 4 identifies priority actions that should be addressed in 2012.

A complete list of organizations consulted throughout the process is presented in Appendix 1. Appendices 2, 3 and 4 include summaries of research and consultations.

The recommendations identify important changes that need to occur in order for Gateway planning and engagement to be effectively integrated with regional and community planning. In considering the recommendations, it is worth noting that many of the concepts have already been tried, albeit on a smaller scale, and proven successful in the Roberts Bank Rail Corridor Program (RBRC). Effective program leadership and governance, cooperative project planning between municipalities and Gateway partners, shared project responsibilities, and coordinated communications and engagement with stakeholders and the public have proven to be successful for RBRC. The experiences gained on this and other projects reviewed for this study have been considered in the development of recommendations to improve coordination and integration of planning activities.

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**Throughout Section 2, quotes from interviews with planners and professionals who participated in this study are highlighted.**

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## 2. PLANNING INTEGRATION ISSUES AND OPPORTUNITIES

### 2.1 Background

Canada's Pacific Gateway (Figure 3) is an integrated, seamless supply chain that includes points of entry (airports, seaports), warehousing and distribution facilities, railways, roadways and border crossings. The Gateway connects Canada and the North American market to Asia and the world. Within this study, the terms Canada's Pacific Gateway and Gateway are used interchangeably.

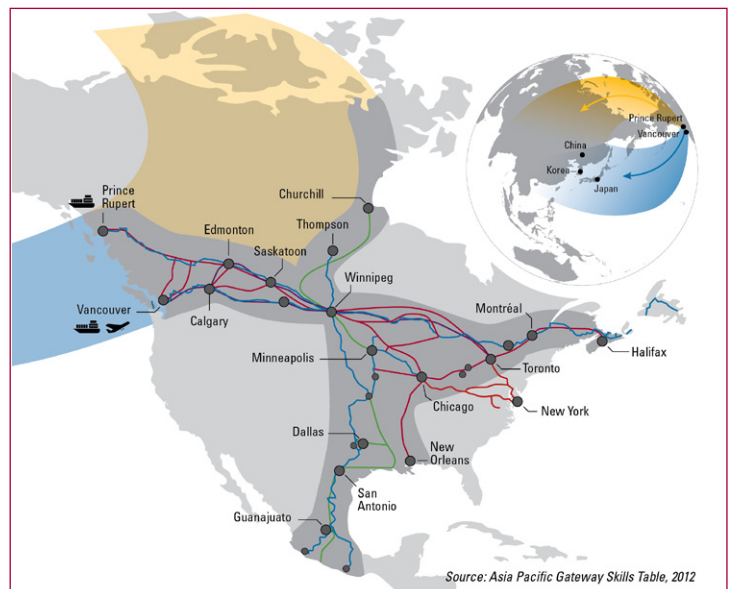
The responsibility for planning the future of the Gateway in British Columbia rests largely with the provincial and the federal governments. The governments of B.C. and Canada launched their respective versions of Canada's Pacific Gateway in the mid-2000s. The British Columbia Ports Strategy<sup>9</sup> and the Pacific Gateway Strategy Action Plan<sup>10</sup> together with Canada's Asia Pacific Gateway and Corridor Initiative (APGCI) identified a series of transportation infrastructure and policy initiatives to facilitate trade through the Gateway and to capture associated economic benefits. Both levels of governments have engaged Gateway partners (e.g., ports, railways, municipalities) on relevant projects such as the Roberts Bank Rail Corridor program, and the North Shore Trade Area and the South Shore Trade Area studies.

Both the provincial and federal governments are currently in the process of reviewing and developing plans for the next phase of the Gateway expansion. The BC Ministry of Transportation and Infrastructure began consulting government agencies, including Transport Canada, and industry stakeholders to update the Pacific Gateway Strategy Action Plan in 2011. This has resulted in Gateway 2.0, a new provincial plan for the Gateway. On the federal side, Transport Canada is examining the second phase of APGCI from a national perspective. The APGCI will continue to be implemented and will include strong international and domestic components, in addition to investments in infrastructure

projects. In terms of engagement, Transport Canada along with partners including the Greater Vancouver Gateway Council, Port Metro Vancouver, TransLink, Vancouver Airport Authority, CN, CP, WESTAC and the B.C. Trucking Association are working to develop and implement an Asia Pacific Gateway communication and public engagement strategy targeted at BC's Lower Mainland. This strategy has yet to be fully developed and implemented, but could be a significant step toward improving understanding of the Gateway and the opportunities it presents for economic and community development.

The Metro Vancouver Region is at the nexus of the southern corridor. Within the Region, the Gateway is defined both by its geography and by its economic significance. The Gateway transportation system generates more than 157,000 jobs and contributes over \$12.3 billion in annual GDP to the Region's economy. Gateway activity is responsible for over \$200 million in annual property taxes in the Greater Vancouver area.<sup>11</sup> Goods come into the Region by ship, air, rail and road transport for travel and distribution to consumers in North America and other parts of the world. Tourism, travel and trade in many commodities and serving trade partners in more than 160 countries takes place every day.

Figure 3: The Asia-Pacific Gateway



9 Province of British Columbia, 2005, *British Columbia Ports Strategy 2005*, Co-published by the Ministry of Small Business and Economic Development and the Ministry of Transportation, March 2005, ISBN 0-7726-5

10 Province of British Columbia, 2006, *Pacific Gateway Strategy Action Plan 2006*, Province of BC with support from InterVISTAS Consulting and Colledge Transportation Consulting Inc.

11 Economic Development Research Group, 2008, *Economic Role of the Gateway Transportation System in the Greater Vancouver Region*, Greater Vancouver Gateway Council

For the Gateway to grow and expand over the next 10 years, over \$22 billion in new infrastructure and investment has been identified by provincial and federal governments<sup>12</sup>. The potential impact of this expansion is not well understood by regional and municipal governments. Yet it is likely to have significant implications to the economy, infrastructure and livability of the Region. Industrial land requirements, road and rail expansion to accommodate increasing volumes of truck traffic and freight moving through cities, and the social, economic and environmental impacts associated with Gateway expansion need to be considered. The following sections outline the challenges and opportunities identified by planners and professionals to improve how plans for the future of the Gateway can be better integrated within the Region.

## 2.2 Challenges and Opportunities for Improving the Integration of Planning for the Gateway

The challenge of integrating planning and projects for Gateways with their surrounding jurisdictions is not new. At the 2010 Conference on Gateways and Corridors, held in Vancouver, Professor Clarence Woudsma<sup>13</sup> noted that Gateways and their associated corridors consume valuable land within cities and have impacts on metropolitan regions. While the impacts may be felt locally, the advantages are often dispersed through a much larger geography and society at large. Professor Peter Hall<sup>14</sup>, in his research on global logistics, notes that the ability of local planners and administrators to secure support for gateway and corridor developments is undermined by the fact that the economic benefits have shifted from port communities to widely dispersed carriers, shippers and final customers. This has occurred at precisely the same time that the infrastructure requirements of gateway seaports are growing in cost, complexity and spatial extent. The challenges posed by this juxtaposition

were clearly identified by planners and professionals interviewed for this study who commented that the benefits of the Gateway to the national economy are a 'tough sell' at the municipal level when communities are directly impacted.

Research and consultations with planners and professionals in the Metro Vancouver region revealed gaps in five key areas that need to be addressed to improve the integration of planning for the Gateway with regional and municipal planning. These include:

1. Establishing a shared vision and plan to better define the Gateway 'network'
2. Establishing leadership to coordinate and facilitate the integration of Gateway initiatives
3. Incorporating Gateway priorities into regional and municipal planning for land-use, transportation and the economy
4. Improving engagement and communications with regional and municipal governments to build awareness, understanding and support
5. Creating opportunities to build the knowledge, skills and abilities of those involved with planning for the Gateway.

### 2.2.1 A SHARED VISION AND PLAN FOR THE GATEWAY IS REQUIRED

A shared vision and plan is a starting point for defining the network that needs to be integrated with regional and municipal planning. While the concept of the Gateway is generally acknowledged, over 90% of planners and professionals interviewed identified a low level of knowledge and understanding of the Gateway.

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**“There has to be a transparent long-term plan for the Gateway so municipalities aren't constantly reacting to new, time-sensitive initiatives. This type of planning leads to mitigation strategies rather than real involvement.”**

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At the most basic level, there is limited understanding of what organizations or agencies are involved, and the benefits to the Region and municipalities. More important however, is the lack of understanding of the

12 <http://www.pacificgateway.gov.bc.ca/index.htm>

13 Woudsma, C., 2010, Comparative Analysis of Urban Planning and Gateway Development, Paper presented at the 2nd International Conference on Gateways and Corridors, Vancouver BC, November 2010

14 Hall, P., 2007, Global Logistics and Local Dilemmas, Urban Studies Program, Simon Fraser University, Vancouver, Canada, 2007

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**“There are two important considerations – a physical plan describing which projects need to happen, and an overall economic growth strategy.”**

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integrated network of entry points, intermodal freight transport, and warehouse and distribution facilities that comprise the Gateway. For most planners and professionals, the Gateway is associated with specific construction projects or the actions of individual partners.

Until just recently, The Pacific Gateway Strategy Action Plan- 2006, developed by the Pacific Gateway Alliance, was the only document that provided an overview of potential projects and plans. While this Plan was designed to support “future action to begin greater coordination of industry stakeholders and government in assessing, planning and implementing critical transportation infrastructure and policy initiatives required to meet Pacific Gateway Strategy objectives,”<sup>15</sup> most planners and professionals were unaware of its existence and had no input to the strategy. Research revealed that the plan has not been widely used to inform municipal infrastructure, supply chain or land use decisions in the region.

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**“Planning is about coordinating interests. It's about discovering respective and mutual interests, and taking advantage of synergies. Done properly, it benefits all parties, including the public, and saves time and money in the implementation.”**

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The Province's recent update of the 2006 strategy, Gateway 2.0, identifies policy and infrastructure priorities through to 2020. Combined with the federal government's Asia-Pacific Gateway and Corridor Initiative (APGCI), these plans provide a starting point for engaging regional and municipal governments on the integration of plans and projects.

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15 Gateway Industry Advisory Group (IAG) with support from InterVISTAS Consulting and Colledge Transportation Consulting Inc, 2006, Pacific Gateway Strategy Action Plan, 2006

Planners and professionals expressed a strong interest in understanding the vision, the long-range plan and the rationale for the Gateway, as well as the benefits to the Region and municipalities. They also emphasized that the Gateway should be a major component of a regional economic strategy, and that the vision and plan should include mechanisms to facilitate engagement and coordinated planning with regional and local governments.

## **2.2.2 LEADERSHIP IS REQUIRED TO FACILITATE INTEGRATION OF GATEWAY INITIATIVES**

Leadership is required both within the Gateway, but also within the regional planning functions.

With respect to the Gateway, planners and professionals identified that the integration of Gateway plans would benefit significantly if the Gateway had more clearly defined leadership. While both the provincial and federal governments provide the policy and legislative framework, and other organizations (e.g., Greater Vancouver Gateway Council, Pacific Gateway Alliance partners) play key roles in specific projects, there is no established leadership or single point of contact responsible for providing a network perspective and the context for Gateway initiatives. As a result, the Gateway is not easily recognized or understood by planners, professionals and decision makers, and the concept is generally lost within the context of individual projects.

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**“The Asia Pacific Gateway needs to take charge. They need to sort out who they are, and then they need to make information available. They need a contact person that planners can talk to if they have any questions.”**

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A leadership entity and stronger profile would facilitate a more consistent, sustained and recognizable approach to integrating and communicating the Gateway vision and plans. Planners and professionals suggested that this function could provide:

- A system-wide or network perspective and understanding of the intermodal freight transport and logistics system

- Improved coordination of Gateway partners to help facilitate the integration of the Gateway network into regional and municipal planning
- An entity that works closely with regional and municipal governments to provide information on behalf of the Gateway partners, including the contribution of the Gateway to the regional and local economies, and the impact on the livability of communities
- Guidance to Gateway partners on a consistent and sustained approach to engagement and communications
- Coordination to develop programs and activities for increasing knowledge and understanding among planners and professionals about the network and how it functions within the region.

### 2.2.3 INCORPORATING GATEWAY PRIORITIES INTO REGIONAL AND MUNICIPAL PLANNING AND THE ECONOMY

Regional and municipal planning in the Metro Vancouver Region is guided by relatively well-defined processes. Under the B.C. Local Government Act, regional and municipal governments establish strategies and plans to guide development within their jurisdictions. At the regional level, Metro Vancouver has responsibility for regional growth as well as waste management and air quality. This includes development of a Regional Growth Strategy (RGS) - the most recent

**“In coming up with their plans, TransLink and Metro go through an enormous amount of effort to engage municipalities. There is no APG body that goes through anywhere near this level of effort.”**

RGS was approved in July 2011 - in consultation with member municipalities and the public. Regional Context Statements identify how each municipality's Official Community Plan works toward achieving the goals and strategies set out in the Regional Growth Strategy.

Within the Metro Vancouver Region, TransLink is responsible for providing a sustainable transportation network to connect the region. Transportation plans are developed in consultation with provincial and federal agencies, Metro Vancouver and the municipalities. A new regional transportation strategy is currently being developed within the context of land use policies adopted in the RGS and includes a goods movement strategy. The Gateway network needs to be integrated with the development of the Regional Transportation Strategy.

**“It would be great if the (Gateway) plan could be drilled down to the Official Community Plan level to help the Gateway strategy transcend local politics.”**



Metro Vancouver's Regional Planners Advisory Committee (RPAC, formerly the Technical Advisory Committee) and TransLink's Major Roads & Transportation Advisory Committee (MRTAC) offer significant opportunities for building awareness and understanding of the Gateway among regional and municipal governments. However, at the current time, there is no organization tasked with responsibility for bringing the Gateway network perspective to RPAC and MRTAC meetings.

In interviews, planners and professionals emphasized the need for the Gateway to be included in planning forums at the regional level. Similarly, at the municipal level, Gateway plans and projects need to be part of the development of official community and local area plans and transportation strategies to ensure efficient land-use, and livable, sustainable communities.

There are a number of examples of planning processes where Gateway partners have worked closely with municipal governments and key stakeholders to develop plans to improve goods movement. The South Shore Trade Area Study (SSTA) involved the Port, Transport Canada, the Gateway Council and other Gateway partners working with the Cities of Vancouver, Burnaby, Port Moody, Port Coquitlam and Coquitlam to develop plans for the study area. The study focused on a review of the transportation infrastructure needs to ensure continued and competitive operation of the port terminals and rail corridors south of the Burrard Inlet (South Shore Trade Area). A similar process occurred for the North Shore Trade Area Study (NSTA), which included representatives from the north shore municipalities, and First Nations.

The Roberts Bank Rail Corridor (RBRC) Program<sup>16</sup> has been identified as an example of how national, provincial, and local interests can be concurrently respected and addressed. In the RBRC Program, national and provincial objectives of increasing trade through the Pacific Gateway and of achieving economic growth are met at the same time that local community livability objectives of improved mobility, noise reduction, and public safety are addressed. Other factors that contributed to the integration of plans and project delivery included establishing early constructive working relationships with municipal partners, creating a Partners Committee to guide the project,

a collaborative approach to project definition, and fostering multi-partner Project Steering Committees to coordinate project delivery.

While these examples demonstrate the efforts made to integrate Gateway and municipal planning, the planners and professionals interviewed for this study emphasized the need to maintain awareness and understanding of plans and potential projects. This is particularly important when there is an extended timeframe between the development of a plan and the implementation of projects. The responsibility for this is a shared one, with both Gateway and municipal planners and professionals responsible for ensuring that information is shared across departments, with elected officials, with new staff and as part of related community planning exercises.

## 2.2.4 ENGAGEMENT AND COMMUNICATIONS TO SUPPORT GATEWAY PLANS AND PROJECTS

In 2011, there were a number of high profile Gateway projects in the Region that posed challenges for communications and engagement. These included controversy over the number and speed of container trucks using Nanaimo Street to access south shore Vancouver Port terminals, delays to the Low Level Road project in North Vancouver, and controversy over the United Boulevard Extension in New Westminster.

### Information identified by planners and professionals to better integrate Gateway priorities into regional and municipal planning:

- The vision for and significance of the Gateway
- Policy and land use requirements
- Proposed capital projects including their rationale and context
- Gateway contribution to regional and municipal goals and priorities
- Local economic benefits (e.g., taxes, jobs, business development) and contribution to community amenities
- Defined mechanisms to work with the Region and municipalities.

**“There is no process of bringing people along. There is just too much public relations communications and not enough engagement. Discussions go from ‘we aren’t ready to talk about that yet,’ to ‘okay, here’s what we are doing.’”**

Research and interviews identified that engagement and communications need to be addressed in order to maintain awareness about Gateway projects and operations, and to resolve issues.

Three main areas for improving engagement and communications with planners, professionals and elected officials were identified:

- Engage municipalities earlier in the planning process

16 <http://www.robertsbankrailcorridor.ca/home>

- Improve understanding about the benefits of the Gateway
- Improve the approach to working with the public in municipalities

Additional comments were received about how consultation processes with the public can be improved. These comments are captured in Appendix 4.

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### Engage municipalities earlier in planning for projects

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Planners and professionals identified the need for Gateway planners to engage and work with municipal governments on integrating land use and transportation plans well in advance of projects going forward. This level of planning needs to occur outside of formal committee meetings such as RPAC and MRTAC. A sustained and proactive level of engagement is required to identify how plans and policies should be integrated, and to resolve issues and explore economic and infrastructure opportunities. The examples previously cited (SSTA, NSTA, RBRC) are appropriate models, with ongoing engagement between plan development and project implementation.

Traditional approaches to planning focus on the vision and the plan as the key outcome of the process. While this is a valid starting point, there needs to be a shift

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**“Gateway organizations typically come from outside the community and need to approach projects in partnership with local Councils and staff who know the community.”**

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from the outcome as a product (i.e., vision statement and plan) to recognizing planning as an interactive process of engagement, building mutual understanding and collaborative problem solving. It also requires keeping the public informed, building working relationships and addressing community issues and concerns. Engagement at this level will help to build understanding about the Gateway network among municipal staff, elected officials and with the public.

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### Build and improve the understanding about the benefits of the Gateway network

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The social and economic benefits of the Gateway are generally well known among higher levels of government and industry. However, this perspective is not shared by regional and municipal planners and professionals in the Metro Vancouver region. During

the interviews, many questions were raised about the legitimacy of Gateway initiatives. These questions arise, in part, because plans and supporting information are not readily available or proactively communicated.

At the 2011 Annual Conference of the Transportation Association of Canada, held in Edmonton, Donald Cleghorn<sup>17</sup> identified that understanding freight demand, what is being moved and why is a major gap in knowledge and understanding of the goods movement system. Benefits are achieved from sharing data among industry partners and with governments to aid in planning.

Balancing the national significance of the Gateway network with the regional and municipal interests requires better information and a sustained dialogue among those responsible for the Gateway and regional and municipal governments. This dialogue needs to occur both as part of the development of regional and municipal growth and transportation strategies, and in forums and settings where perspectives can be shared among those who have a stake in the future of the Gateway within the Region.

The Greater Vancouver Gateway Council has taken an initial step to address this gap in the report on the economic impact of the Gateway Transportation

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**“Saying the Gateway is good for the (national or provincial) economy doesn’t make it clear how it is good for the local economy. It wouldn’t take a lot for planners to get on board with Gateway priorities. However, if planners were asked by Council ‘what’s in it for them,’ it would be difficult to answer.”**

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System in the Greater Vancouver Region<sup>18</sup>. However, the findings in this report are not well known, and the information needs to be updated. Once the study is updated, it needs to be used in communications and planning integration processes.

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17 Cleghorn, D., Spencer, D., Wolff, R., Kriger, D., 2011, Best Practices in Urban Goods Movement. Paper prepared for the 2011 Annual Conference of the Transportation Association of Canada, Edmonton Alberta.

18 Economic Development Research Group, 2008, The Economic Role of the Gateway Transportation System in the Greater Vancouver Region, Greater Vancouver Gateway Council, 2008

Regional and municipal planners and professionals identified information requirements to assist staff and Councils with understanding the context for projects and the implications for communities. This information includes:

- The short-term and long-term Gateway vision and priorities
- The goals and plans of Gateway partners
- The scope and importance of goods movements including container traffic statistics, goods movement trends, and environmental, employment and economic benefits
- How Gateway projects link to Metro Vancouver's Regional Growth Strategy, the industrial lands strategy and TransLink's regional transportation strategy
- Gateway projects' contribution to regional and community goals of sustainability, economic development, and livability, on a community by community basis
- Gateway's contribution to encouraging or facilitating other modes of transportation in the region, such as cycling and transit use
- Impacts and benefits to communities in which Gateway projects are planned

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### **Improve the approach to working with communities**

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Public response to recent Gateway projects and the input received through interviews identified that alternative approaches are required to engaging the public. Achieving public support, acceptance and social license requires a comprehensive and strategic approach to communications and citizen engagement. Cleghorn et al. found that public awareness of the importance of urban freight is widely insufficient leading to situations where public support for improvements to the system are non-existent. It was suggested that if the public had better information and a better understanding of the importance of freight movement to the economy, a more rational discussion of the issues may be possible.

Kurlander<sup>19</sup> described the elements of social license as working with communities to build trust, strong relationships and agreement on what constitutes a

successful project. Proponents of projects must be able to interact and truly engage the community in order to move forward in a stable environment.

Municipal governments noted that they have established relationships with community organizations and a strong understanding of the context in which projects are proposed. Working more closely with municipal staff to integrate plans and to identify how projects should be implemented in the community can help to improve the public engagement process. Appendix 4 includes a list of suggestions for improving engagement with the public. These include:

- Avoid presenting completed plans and requirements to Council without prior engagement
- Recognize that municipal government is often the face of the project to the community (regardless of who is actually leading it) and ensure staff and elected officials have the information they need, and are sufficiently engaged in the project to answer questions and assist in building community support
- Consider partnering with municipalities to design public engagement processes. Municipal staff have a better understanding of community issues and concerns, often have established relationships with stakeholders and organizations, and may have earned public trust
- Recognize the public and key stakeholders are not one homogenous group, and design approaches to engagement that provide multiple opportunities for input and in-depth discussion of community issues and opportunities
- Consider establishing a local project office or providing funding for communications and engagement resources within municipalities where projects are proposed to assist with the engagement process

The Roberts Bank Rail Corridor was identified by many participants as an example of a more effective process for engaging project partners with municipalities. Appendix 2 provides a description of the approach to planning and engagement for this project.

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19 Newmont Mining: The social license to operate, Lawrence T. Kurlander.

## 2.2.5 KNOWLEDGE, SKILLS AND ABILITIES TO SUPPORT INTEGRATION OF PLANNING

During the interviews, municipal planners and professionals expressed an interest in learning more about the Gateway and recognized the importance of working towards an integrated planning process. Similarly, Gateway planners recognized the need to build a greater understanding of regional and municipal planning processes. Both municipal and Gateway planners indicated a willingness to participate in interactive conferences, meetings or events designed to promote information sharing and knowledge and skill transfer.

Planners and engineers require new skills and attitudes that enable them to address urban freight movement, including understanding how intermodal freight transport networks are organized and operate, logistics, the economic implications and the ability to communicate effectively with diverse groups<sup>20</sup>.

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**“There needs to be more education at all levels, including for current senior planners and current planners in training.”**

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Improved knowledge in three main areas was identified:

1. Gateway-specific information, such as the vision and significance of the Gateway, how the intermodal freight transport network functions, specific infrastructure projects, and the implications for transportation, land use and the livability of the Region
2. Community-focused information, such as planned projects, local benefits and synergies with municipal plans
3. Contextual information, including the Gateway's link to regional plans such as the Regional Growth Strategy and Transport 2040.

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**“The APG needs to know more about how the policy system operates. They need to be more involved at this level.”**

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Gateway planners identified the need for improved knowledge of regional and municipal processes, including:

1. How regional and municipal planning processes work
2. What drives municipal decision-making (direct local benefits, for example, rather than broader economic benefits)
3. How regional and municipal governments work, including how the political process works and decisions are made, and what role municipal governments can play in sharing information with communities
4. What municipal plans, projects and priorities that need to be linked to Gateway planning.

With this information planners and professionals will be able to build the necessary skills and capabilities to effectively integrate planning and improve engagement processes. These include skills and capabilities to:

- Assess plans and planning decisions from a Gateway, regional and municipal perspective
- Predict positive regional and community outcomes from Gateway projects
- Build mutually beneficial scenarios
- Predict and plan for Gateway, regional and municipal consequences of planning activities
- Produce plans and strategies that reflect regional and local values, priorities and sensitivities
- Design regional, municipal and citizen engagement as part of APG project planning.

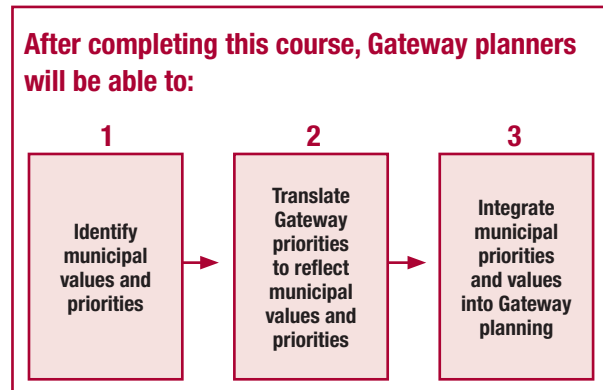
New skills and abilities are also required in the areas of collaboration, engagement and shared problem-solving. These are identified as learning outcomes – the new behaviours learners are expected to have after a learning experience. Learning outcomes form the basis for developing a curriculum and learning plan. They represent discrete units of instruction in a course and may contain several sequenced sub-outcomes.

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<sup>20</sup> Czerniak, R.J., Lahsene, J.S., Chatterjee, A., 2009, Urban Freight Movement, What Form will it Take. Committee on Urban Goods Movement, New Mexico State University, 2009.



For example, a set of learning outcomes for a Gateway planner could look this:



Interviews were conducted with representatives from the planning education community, including UBC School of Community and Regional Planning (SCARP), SFU's School of Urban Studies (SUS), the Planning Institute of BC (PIBC) and the Association of Professional Engineers and Geoscientists of B.C. (APEGBC). The interviews confirmed that the Gateway is not a consideration in their regular course material. However, the three educational institutions expressed a willingness to partner with the Gateway leadership to help expand the Gateway-related knowledge, skills and abilities of planners and professionals in the region. This could occur through development of course material for students, professional development for practicing planners and through events such as workshops and discussion forums. A representative of the SFU City Program participated on the Project Committee and provided additional input on program development for improving understanding of planning processes in the Region.



# 3.0 STRATEGIES TO ADDRESS PLANNING INTEGRATION, LEARNING OUTCOMES AND INCREASED AWARENESS

## 3.1 Introduction

Recommendations to address planning integration and to improve awareness and understanding of the Gateway begin with a clear vision and plan, and strong leadership. The development of Gateway 2.0 coupled with updated federal government plans for the Asia-Pacific Gateway and Corridor Initiative are a significant step towards this. However the concept of a 'shared' vision and plan requires processes to integrate the Gateway network plans with regional and municipal planning, and economic development.

A leadership function is required to act on behalf of the Gateway partners to facilitate the integration of planning for the Gateway and to support ongoing processes for engagement, awareness building and knowledge development. At the regional level Gateway representation at RPAC and MRTAC needs to be considered, along with participation in planning for goods movement, economic development and regional transportation. At the municipal level, new processes are required whereby the Gateway leadership engages in work sessions with one or more municipalities to identify how to integrate the network with municipal plans and priorities.

Engagement processes should focus first on regional and municipal levels of government, followed by opinion leaders and key stakeholder groups. Stakeholder relations, government relations and communications programs are required to support the planning integration and engagement processes and to build informed awareness and support for the Gateway.

Improving the integration of planning and increasing awareness and understanding will be challenging. While there is a stated willingness among planners and professionals to work with the Gateway partners, there is also skepticism about the willingness of partner organizations to share information and to engage in

### **Benefits to be achieved by improving the integration of planning include:**

#### **Improved efficiency in plan development**

Municipal planners commented that they are forced to react and adjust plans to accommodate Gateway plans and projects. A cooperative approach will help to reduce the potential for conflicts between Gateway and municipal land use and transportation plans, zoning and policies.

#### **Increased potential for mutual gains**

An understanding of Gateway plans enables municipalities to identify and plan for economic development opportunities, job creation and compatible land use. Synergies with municipalities will improve the support for Gateway projects.

#### **Reduced potential for opposition to projects**

Improving the integration of plans can help to build a better understanding of the project and the benefits to affected communities. Gateway planners will also have a better understanding of municipal processes and priorities.

open discussions about how Gateway plans fit with regional and municipal goals and priorities. However, the template for an improved approach has already been developed with, for example, the Roberts Bank Rail Corridor program. The governance and program delivery model used in this project provides an example of an approach to successful plan and project integration.

The recommendations outlined in the following sections build on the planning and engagement activities being implemented on an individual basis by many of the Gateway partners. While a number of the Gateway partners have strong communication and consultation processes, the challenge is to implement an integrated, network approach to planning for the Gateway within the Region. This will contribute to stronger relations with regional and municipal governments, and improved opportunities for the successful implementation of projects that will contribute to the future of the Region and the Gateway.

## 3.2 Recommendations to Improve Coordination and Integration of Planning

One of the first steps to improve the coordination and integration of planning is to have a clear vision and plan for the Gateway network. A network plan with identified priorities provides the information required to inform regional planning processes (e.g., goods movement strategy), and for integrating plans at the municipal level. It is also required as a basis for communications and building awareness among regional and municipal governments, elected officials, stakeholders and the public. To complement the Gateway vision and plan, a leadership function is required to coordinate integration, communications and knowledge development.

### 3.2.1 ESTABLISH A SHARED VISION AND PLAN FOR THE GATEWAY

#### Outcome to be achieved:

- Regional and municipal planners and professionals, and elected representatives will be informed and understand the Gateway network, the future vision and plans and how Gateway partners propose to work to integrate planning.

#### Recommended Actions:

- That the Greater Vancouver Gateway Council work with the provincial and federal governments, and the Gateway partners to establish a consistent

and complimentary set of plans and priorities for Canada's Pacific Gateway in the southern corridor that can serve as a basis for engagement and integration of plans. This requires that the new plans — Gateway 2.0, the Port Strategy and the Asia Pacific Gateway Corridor Initiative — are complimentary and can be easily presented from an integrated network perspective.

- That the Greater Vancouver Gateway Council, working with Gateway partners, coordinate presentations on the Gateway network plans and priorities on an annual basis to:
  - Metro Vancouver's Regional Planning Advisory Committee
  - Metro Vancouver's Regional Engineers Advisory Committee
  - Port Cities Committee of the Metro Vancouver Board
  - Regional Planning and Agriculture Committee of the Metro Vancouver Board
  - TransLink's Major Roads and Transportation Advisory Committee
  - TransLink's Executive and Mayor's Council
- That the Greater Vancouver Gateway Council facilitate a discussion forum for Gateway Partners, and planners and professionals in the southern corridor to inform them about the outcome of this study and future plans for the Gateway.

#### Discussion

A shared vision and plan for the Gateway is important for a number of reasons. First, it serves to align the Gateway partners such that they have a common focus and a basis on which to move forward. Secondly, it establishes a common set of Gateway network priorities that provide the foundation for working with regional and municipal governments, stakeholder groups and the public. Finally, a clear vision and plan provides a basis for communication about the network, both written and verbal, and for marketing and promotion of the Gateway.

The vision and plans for the future of the Gateway are a combination of provincial and federal plans that have been developed in recent years. These include the Province's Gateway 2.0, led by the Pacific Gateway Branch at the BC Ministry of Transportation and Infrastructure, and the federal government's BC Port Strategy/Pacific Gateway Strategy Action Plan and

Canada's Asia Pacific Gateway Corridor Initiative (APGCI). Together these plans can provide the basis for communicating and integrating Gateway policies and infrastructure priorities with regional and municipal planning processes..

### 3.2.2 ESTABLISH LEADERSHIP TO SUPPORT GATEWAY PARTNERS

#### Outcomes to be Achieved:

- The Greater Vancouver Gateway Council, on behalf of the Gateway partners, provide an organized, consistent, sustained and proactive approach to engaging regional and municipal governments on plans and projects within the network of entry ports, intermodal freight transport, warehousing and distribution systems that comprise the Gateway.
- Regional and municipal planners and professionals, and elected representatives will know the organizations involved with the Gateway network, who to contact and how to access information and resources.

#### Recommended Actions:

- That the Greater Vancouver Gateway Council provide leadership on behalf of the Gateway partners to improve awareness and understanding of Canada's Pacific Gateway within the southern corridor, and to facilitate improvements to the integration of Gateway plans with regional and municipal planning.
- That the Gateway partners endorse the leadership role of the Greater Vancouver Gateway Council in the southern corridor, which includes:
  - Facilitating the development of a common Gateway vision, and a consistent set of plans and priorities for the southern corridor of Canada's Pacific Gateway.
  - Managing the implementation of communications and engagement with regional and municipal governments, and planners and professionals (e.g., engineers, economic development planners, financial managers, administrators etc.) to (1) improve awareness of the Gateway and its local benefits, (2) improve understanding of the economic opportunities from Gateway investments and

#### Gateway leadership functions include:

- Facilitating and supporting development of the Gateway vision, goals and plans
- Facilitating integration of plans at the regional and municipal government levels
- Supporting Gateway partners in implementing projects and plans
- Establishing best practices for community engagement
- Facilitating learning opportunities and knowledge of the Gateway through proactive communications and education
- Providing a point of contact for stakeholders requiring information
- Building awareness and understanding among key stakeholders, opinion leaders and decision makers about the role of the Gateway and its contribution to municipalities, the region and the province.

(3) to contribute to enhanced two-way dialogue with regional and municipal governments on the future and role of the Gateway in the Region.

- Supporting Gateway partners in implementing projects and plans.
- Providing a point of contact for regional and municipal governments, and professionals requiring information on the Gateway.
- Facilitating the integration of Gateway plans with regional and municipal planning through participation in planning committees and through workshops and forums.

#### Discussion:

The Project Committee reviewed a number of options for providing stronger leadership on behalf of the Gateway partners. After careful review, it was recommended that the Gateway Council should be the organization to provide leadership on behalf of the Gateway partners. Each Gateway partner will maintain accountability and control of their own projects and plans.

The Gateway Council, formed in 1994 to build and act on a vision for Greater Vancouver as a world transportation gateway, includes representatives of the majority of Gateway partner organizations. The Council is already actively engaged in communication and engagement processes for projects and plan development. Expanding the Gateway Council's mandate will require the support of partner organizations, as well as additional resources to achieve the role outlined in this report.

The leadership role will require that the Gateway Council develop a business plan within the first six months of operation. The business plan will identify the governance and organizational structure, a work program for the first one to three years of operation, and resource requirements (financial, infrastructure, IT and personnel resources). Until the business plan is developed and approved for funding by the Gateway partners, start-up funding will be required to enable the Gateway Council to participate in regional planning processes, and to implement communication priorities with regional and municipal governments.

### 3.2.3 INTEGRATE PLANNING FOR THE GATEWAY NETWORK WITH REGIONAL PLANNING AND THE ECONOMY

#### Outcomes to be Achieved:

- The Gateway Council and partners will have established processes to engage with regional governments to integrate the Gateway network into current and future plans.

#### Recommendations:

- That the Gateway Council approach Metro Vancouver Regional District to jointly sponsor a dialogue with municipalities and stakeholders in the Region on a framework for economic sustainability.
- That the Gateway Council request that TransLink establish a "Regional Goods Movement Council (RGMC)" to bring a network perspective to the development and implementation of the regional Goods Movement Strategy being developed by TransLink as part of the Regional Transportation Strategy. The RGMC should have senior level participation from Gateway partners,

municipalities and the Metro Vancouver Regional District. The Council would meet quarterly over the next 18 months to provide input to the Goods Movement Strategy and the Regional Transportation Strategy. Once these strategies are completed, the RGMC would remain in place to provide a forum for discussion on transportation policies, plans, strategic issues and process requirements related to the Gateway network in the Region.

- That the Gateway Council ensure that a Gateway network perspective is included in the development of the Regional Transportation Strategy through TransLink's Regional Stakeholder Roundtable and through active participation in the forthcoming engagement process.
- That the Gateway Council meet with the Metro Vancouver Regional District to become an associate member of RPAC, in addition to the ongoing participation by Gateway partners who are associate members.
- That the Gateway Council ensure that Gateway partners who are associate members on RPAC have the required information to inform RPAC of Gateway network interests in regional planning discussions.

#### Discussion:

Within the Metro Vancouver Region, planning processes and mechanisms to integrate plans are well established at both the regional and municipal levels. The recently approved RGS provides the framework for growth management in the Region, including the current process for developing the Regional Transportation Strategy.

In preparing the new Regional Transportation Strategy, TransLink is conducting technical studies to develop a goods movement strategy. This strategy will include the Gateway network within the context of land use goals and strategies approved in the RGS. The Gateway Council and partners need to be engaged in the development and implementation of the goods movement strategy.

The Gateway network perspective also needs to be represented at Metro Vancouver's Regional Planning Advisory Committee (RPAC) will bring a network

perspective to a forum where senior representatives of municipal planning departments, treaty First Nations and agencies discuss and advise on planning issues of regional or inter-municipal significance. This would also be an opportunity to integrate Gateway plans with land-use planning for the region and to identify where additional work is required with individual municipalities. It would also be an important opportunity for building awareness and understanding about the Gateway, and for Gateway representatives to gain an understanding of regional and municipal planning issues and processes.

A key area for leadership identified by planners and professionals in the interviews is the role of the Gateway in the regional economy. The Gateway network is recognized as a major economic driver, however there is no framework or strategy that addresses the Region's economic values and goals, its competitiveness and sustainability, industrial land management, infrastructure investments and workforce requirements. Many of those interviewed suggested that the Gateway could be instrumental in bringing key stakeholders in the Region together to explore the goals, objectives and priorities for the regional economy. The role of the Gateway network and its vision and plans would be a significant component of this discussion.

### **3.2.4 INTEGRATE PLANNING FOR THE GATEWAY NETWORK WITH MUNICIPAL PLANNING**

#### **Outcomes to be Achieved:**

- The Gateway Council and partners will have established processes to engage with municipal governments to integrate the Gateway network into current and future plans.
- The Gateway Council and partners will communicate proactively with municipal staff and elected officials.

#### **Recommendations:**

- That the Gateway Council work with Gateway partners to implement work sessions with municipalities in the Region to integrate new plans for the Gateway network with municipal

land use and transportation plans and policies. As a starting point, work sessions could be held on a sub-regional basis including:

- South of the Fraser
- North Shore
- Tri-Cities
- Vancouver/Richmond/Burnaby
- That the Gateway Council work with Gateway partners to conduct annual presentations to municipal councils on the Gateway network to identify future plans and opportunities to work together to achieve mutual gains.
- That Gateway Council take a proactive role in supporting Gateway partners to engage municipal staff and Councils at the early stages of project definition and within the context of the Gateway network to:
  - Identify community interests and issues
  - Shape project plans to address community policies and priorities
  - Identify synergies/opportunities for the project to benefit the community
  - Identify the role of local government in the community engagement process
  - Design engagement processes that provide multiple opportunities for input and in-depth discussions to address community issues and opportunities.
- That Gateway partners consider options for partnering with municipalities on community engagement for Gateway projects, such as consideration of funding a municipal staff position and/or project storefronts in communities where major projects are planned to support communication and planning integration. Adopting best practices guidelines for consultation with communities on projects should also be considered as part of the effort to improve overall engagement.

#### **Discussion:**

Gateway plans and projects directly impact the livability of communities. Planners and professionals stated a strong interest in working with Gateway partners to identify how projects may affect their community, including identifying potential benefits and improvements to engagement processes.

Local governments often have responsibility for approving Gateway projects in their community. However, they have been challenged with supporting projects due to a perceived lack of engagement in plan or project development and community consultations. The opportunity exists to work more closely with municipalities to identify how the Gateway network functions, how it integrates and relates to municipal plans and priorities, how network expansion can benefit communities, and the opportunities for working cooperatively to advance projects. This will contribute to plans and decisions that are more durable, and have a higher probability of support from municipal staff and elected officials.

Each community is unique and the approach to engagement will need to be addressed on an individual and possibly a sub-regional basis. The approach also needs to be proactive and sustained in order to build trust and credibility with local governments. This may require multiple workshops or meetings, along with processes for ongoing communications.

At the same time it is important that municipalities ensure that internal departments and elected officials are informed about Gateway initiatives following engagement activities with Gateway partners. During this study, research indicated that information was not always shared across departments or with other planning teams in the municipality.

### 3.3 Increase Awareness and Understanding of the Gateway Among Planners and Professionals

#### Outcome to be Achieved:

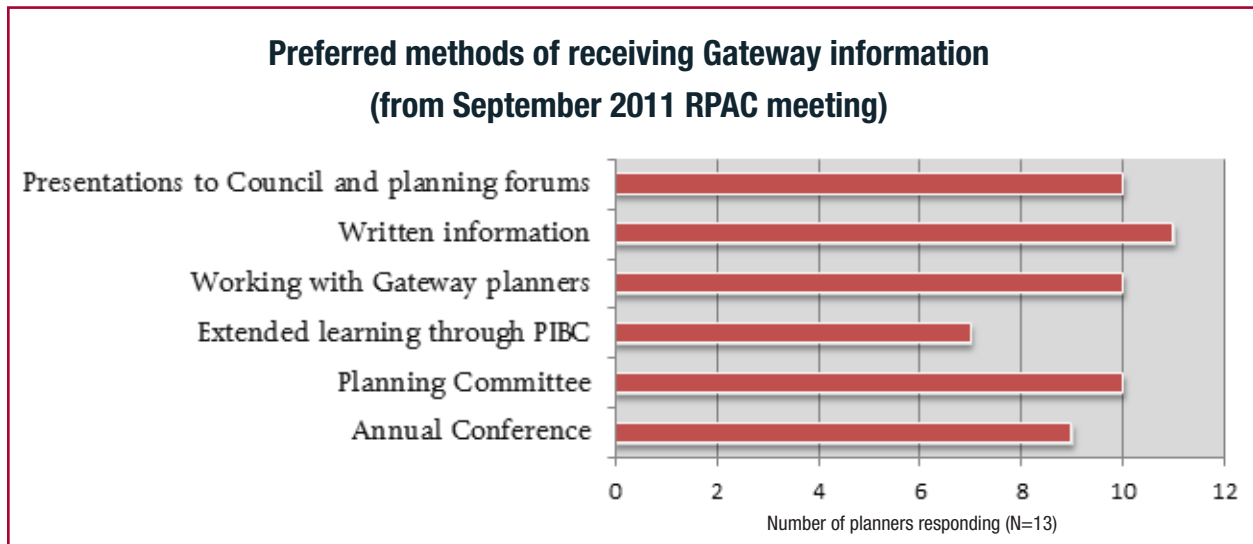
- Planners and professionals will have access to current information about the Gateway network, including plans and projects, statistics and economic benefits to communities and the Region.

#### Recommended Actions

- That the Gateway Council update the 2008 Study on the Economic Role of the Gateway Transportation System in the Greater Vancouver Region to reflect new priorities and initiatives identified in Gateway 2.0, and that this information be accessible to regional and municipal planners and professionals, and elected officials.
- That the Gateway Council implement a strategic communications program to support engagement with regional and municipal governments and to complement communications with the public. This should include branding, website development, supporting information, and technical information required by municipalities. It should address roles and responsibilities for issues management, media relations, government relations and linkages to public communications.
- That the Gateway Council host an annual one-day workshop for planners and professionals in the region to review the Gateway vision and plan, and to promote discussion on important planning issues in the region.
- That the Gateway Council and partners have a visible presence at the Union of BC Municipalities convention held annually in the fall and at the Planning Institute of BC annual conference. The Gateway can attend in a variety of capacities, but at a minimum should be an exhibitor with information and outreach to participants.



Figure 4: Preferred methods of Gateway information distribution

**Discussion:**

The approach and processes by which governments, stakeholders and the public are engaged is a priority identified in Gateway 2.0. To help improve the engagement of municipalities, RPAC planners recommended a number of methods for receiving information on the Gateway (Figure 3). These methods complement planning integration activities previously discussed including representation on RPAC and presentations to municipalities and elected officials.

Consultations identified a number of additional requirements to support communications and engagement, including:

- Establishing a Gateway brand and identity
- Developing a website where promotional and technical information can be obtained
- Identifying a contact person or organization that can speak on behalf of the Gateway
- Providing a clear description of the Gateway, the vision, leadership and roles
- Providing factual information available through the website on the benefits of the Gateway to the Region and to each municipality
- Providing copies of plans and a list/map of projects and time frames
- Establishing mechanisms to work with regional and local governments

The November 2011 Gateway Coordination Group Roundtable discussions also identified an approach to strategic communications for the Gateway that included many complementary actions:

- Establishing clarity on the Gateway vision, including a storyline that elaborates what outcomes will be achieved
- Collaboration among Gateway partners on the vision and communications
- Research on public opinion
- Communication and marketing tools
- Guidelines for communications

Strategic communication requirements focused on the public and identified by the Roundtable, while complementary, go beyond the scope of this study which is focused on planners and professionals. Nevertheless, a strategic approach is required for engagement and communications, and there are common requirements for both audiences that need to be addressed.

## 3.4 Increase Knowledge, Skills and Abilities of Planners and Professionals

### Outcome to be Achieved:

- Planners and professionals in the southern corridor will have the knowledge, skills and abilities to integrate planning processes and plans.

### Recommended Actions:

That the Gateway Council, on behalf of the Gateway partners, develop and commit to an ongoing educational outreach program for planners and professionals that includes:

- Confirming a comprehensive set of learning outcomes for planners and professionals involved with planning for the Gateway.
- Developing and implementing educational/ learning modules that include:
  - Introduction to the Gateway
  - Understanding Municipal Planning and Governance
  - Design and Implementation of Community Engagement
- Forging relationships with UBC, SFU, the Planning Institute of BC (PIBC) and the Association of Professional Engineers and Geoscientists of BC (APEGBC) to deliver learning outcomes through student education courses, professional development courses, guest lectures and co-operative education/job opportunities.
- Organizing learning exchanges for planners and professionals involved with the Gateway to learn about the network, and its role and implications for the region. Learning exchanges could be developed in partnership with other organizations and include field trips and tours of Gateway infrastructure (e.g., Port terminals).
- Participating in the PIBC and UBCM annual conferences to promote information-sharing and relationship-building among planners and professional involved with planning for the Gateway in the region.

### Discussion:

#### *Confirming a comprehensive set of learning outcomes*

Interviews with planners and professionals revealed that many of them do not have knowledge of the vision and significance of the Gateway network, planned projects, links to regional plans and local benefits and how to access up-to-date Gateway information. Gateway planners identified that they need a better understanding of the municipal planning process, municipal and regional priorities and the role of municipal staff and elected officials in sharing information and building public support. These are 'knowledge-based' gaps that can be addressed by providing accurate information.

While addressing the knowledge gap will help make planners and professionals better informed, they also need to have new skills and abilities required to truly integrate municipal and Gateway planning. True integration requires higher level skills, such as the ability to produce plans and strategies that reflect Gateway and local values, priorities and sensitivities. Mastering new skills and abilities requires a complex, dynamic and experiential learning environment.

The tables on the following page identify some of the recommended new behaviours or learning outcomes planners should have to achieve planning integration. The learning outcomes are categorized as new knowledge, new skills or new abilities. Knowledge refers to new information a planner requires, while skill and ability refers to a learner's capability to apply the knowledge in a variety of situations. Learning outcomes form the basis for a course or series of courses and inform the course curriculum.

**A. Recommended new behaviours, or learning outcomes, for municipal and regional planners**

After education, regional and municipal planners and professionals will be able to:

<b>Knowledge</b>	<ol style="list-style-type: none"> <li>1. Identify the Asia Pacific Gateway, its organizations, key contacts, vision and projects</li> <li>2. Identify Gateway benefits to Canada, BC, the region, communities</li> <li>3. Recognize the Gateway’s contribution to sustainability and livability at a regional and community level</li> <li>4. Recognize the Gateway’s contribution to regional and/or municipal goals and priorities</li> </ol>
<b>Skill</b>	<ol style="list-style-type: none"> <li>5. Analyze what APG expansion means in terms of regional interests including jobs, infrastructure benefits, strategically important industrial land supply, transportation corridors and longer term municipal and regional economic benefits</li> <li>6. Predict consequences to the Gateway from regional and/or municipal planning activities</li> </ol>
<b>Ability</b>	<ol style="list-style-type: none"> <li>7. Build win-win scenarios with Gateway planners</li> <li>8. Construct plans that consider Gateway priorities</li> <li>9. Design Gateway-related community engagement programs in collaboration with Gateway planners</li> <li>10. Integrate Gateway priorities into regional and municipal planning</li> </ol>

**B. Recommended new behaviours, or learning outcomes, for Gateway planners**

After education, Gateway planners and professionals will be able to:

<b>Knowledge</b>	<ol style="list-style-type: none"> <li>1. Recognize the role of Official Community Plans, the Regional Growth Strategy and Transport 2040 in setting municipal and regional planning priorities</li> <li>2. Describe municipal and regional government decision-making and planning processes</li> </ol>
<b>Skill</b>	<ol style="list-style-type: none"> <li>3. Demonstrate the local and regional benefits of the Gateway and Gateway projects</li> <li>4. Predict, prepare for and address regional and municipal political impacts and sensitivities</li> <li>5. Assess the community’s potential response to Gateway initiatives</li> <li>6. Produce plans and strategies that reflect regional and local values, priorities and sensitivities</li> </ol>
<b>Ability</b>	<ol style="list-style-type: none"> <li>7. Construct mutually beneficial scenarios</li> <li>8. Integrate sustainability and livability, at a community and regional level, into Gateway planning</li> <li>9. Recommend strategies for engaging citizens, municipal and regional staff and elected officials around Gateway projects</li> <li>10. Integrate municipal and regional priorities into Gateway planning</li> </ol>

An ongoing educational outreach program is required to assist planners and professionals with achieving the knowledge, skills and ability to fully integrate the Gateway network with planning in the Region. Such a program may be developed and delivered by the Gateway leadership or through the Asia Pacific Gateway Skills Table, which is focused on ensuring the Asia Pacific Gateway has enough people with the right skills and training to meet its needs.<sup>21</sup>

#### *Designing and developing an 'Introduction to the Gateway' learning module*

Designing and developing an introductory learning module will help municipal planners better understand the Gateway planning process and priorities. The curriculum will incorporate the 'knowledge' learning outcomes identified above as well as a complete set of 'knowledge' outcomes confirmed by Gateway leadership.

Those who complete the introductory module will be able to identify the Gateway network, the participating organizations, key contacts, the long term vision and benefits, and the contribution of the Gateway to sustainability and livability in the region and in municipalities. Participants will be well-positioned to participate in additional learning opportunities that will enable them to integrate Gateway priorities into regional and municipal planning.

#### *Forging relationships with education institutions and professional associations*

UBC's School of Community and Regional Planning (SCARP), SFU's School of Urban Studies and City Program, and PIBC have expressed interest in working with the Gateway leadership to help develop planners' knowledge, skills and abilities related to Gateway integration with regional and municipal planning. These institutions provide important venues for delivering the introductory learning module and other information to new and existing planners. This should take the form of course work, guest lectures and co-operative education opportunities for students. The Gateway leadership should also work with PIBC and the APEGBC to provide information to planners and professionals through the annual convention and events, professional development opportunities and publications.

#### **Information to be included in the 'Introduction to the Gateway' learning module:**

- Pacific Gateway organizations, key contacts, vision and projects
- Gateway's benefits to Canada, BC, the region, and communities.
- Gateway's contribution to sustainability and livability at a regional and community level.
- Gateway's contribution to regional and/or municipal goals and priorities, including the job forecasts indicated in the Asia Pacific Gateway's BC Labour Market Requirements for the Asia Pacific Gateway 2011-2019 report.
- Links between the Gateway and Official Community Plans, the Regional Growth Strategy and Transport 2040.

21 <http://www.apgst.ca/>

### *Organizing Gateway forums for information-sharing and relationship-building*

Information-sharing and relationship-building help to deliver and reinforce the more complex skills and abilities required to truly integrate the Gateway network into planning for the region. As part of its commitment to ongoing educational outreach, the Gateway leadership should consider providing educational opportunities directly to the planners and professionals involved with the role of the Gateway in the Region, including developing new learning modules on 'Understanding the Municipal Planning and Governance Process' and 'Facilitating Municipal and Community Engagement' to support better practices in the initial phase of all Gateway-related projects. Additional learning exchanges are also recommended to increase knowledge and understanding of the Gateway within the region, and to build stronger working relationships among planners and professionals that have an interest or are involved with planning for the future of the Gateway in the region. These include:

- Organizing learning exchanges for planners and professionals that include guest speakers on the implications of gateways to metropolitan regions, and field trips to Gateway infrastructure (e.g., Port terminals)
- Contributing editorial content to Planning West, PIBC's quarterly magazine
- Participating in the PIBC and UBCM annual conferences to promote information-sharing and relationship-building among planners and professional involved with planning for the Gateway in the Region.

These opportunities will not only help to inform planners, it will also reinforce municipal and regional perceptions of the Gateway as committed to working together to benefit local communities and the Region.



## 4.0 ACTION PLAN

The action plan identifies priority recommendations that should be implemented during 2012 to improve awareness, and understanding of the Gateway, and the integration of planning for the Gateway in the Region. Within the next nine months, the most important priorities include:

**1. That the Gateway partners confirm the leadership role of the Greater Vancouver Gateway Council, and provide the resources to enable the Council to implement communication and engagement activities, and to participate in regional and municipal planning processes.**

- The Gateway Council will need to adopt the mandate to provide leadership on behalf of the Gateway partners for facilitating and supporting communications, engagement and planning activities.
- Once the mandate is approved, a business plan will be required to outline the work program and resources needed to fulfill the Council's leadership role. A funding mechanism will also be required.
- Establishing the Council's role will require a clear understanding on the part of the Gateway partners about the scope of the Council's activities, and roles and responsibilities.
- The Gateway Council's mandate will need to be clearly communicated to regional and municipal governments, including elected officials and senior planners and professionals.

**2. That the Gateway Council, in its leadership capacity, engage with TransLink to establish the 'Goods Movement Strategy Council' (GMSC) and participate in consultations on the Regional Transportation Strategy.**

- Once the Gateway Council's mandate is confirmed, the Council should approach TransLink to establish the Goods Movement Strategy Council. The work of the GMSC will inform the development of a new Regional

Transportation Strategy, and will provide a forum for ongoing planning with regional and municipal partners.

- The Gateway Council should make a presentation on the results of this study, and the proposed mechanisms to improve awareness and planning integration to MRTAC. Future plans for the Gateway in the Region may also be addressed at the same time.
  - Presentations will require the development of a consolidated picture of Gateway priorities for the region, taking into account the recently released provincial Gateway 2.0, future Port Metro Vancouver plans, and the update to the federal Asia Pacific Gateway and Corridor Initiative.
- 3. That the Gateway Council approach Metro Vancouver to establish its role on the Regional Planning Advisory Committee.**
- Once the mandate is established, the Gateway Council will need to contact the Chair of the Regional Planning Advisory Committee to request associate membership. The Council should also meet with the other associate members to review its role in representing the Gateway network in the southern corridor.
  - The Council should make a presentation to RPAC on the future of the Gateway, and the Council's role in supporting partners to improve awareness and the integration of planning activities.

**4. That the Gateway Council engage regional and municipal governments, and planners and professionals, in a discussion about the future of the Gateway in the Metro Vancouver region.**

- Conduct presentations on the future of the Gateway and the role of the Gateway Council to regional government committees including:
  - i. Metro Vancouver's Regional Engineers Advisory Committee
  - ii. Metro Vancouver Board Port Cities Committee
  - iii. Metro Vancouver Board Regional Planning and Agriculture Committee
  - iv. TransLink's Mayor's Council
- Consider a similar presentation for the Fraser Valley Regional District, which borders the Metro Vancouver Region and is part of the southern corridor.
- Approach Metro Vancouver to explore opportunities for engaging regional stakeholders and municipalities in a discussion on an economic sustainability framework for the Region.
- Host a forum for regional and municipal planners and professionals to update them on future plans for the Gateway, and to identify opportunities for working together to build awareness and understanding of the Gateway, and the regional and municipal context within which the Gateway operates. This type of forum should be held annually.
- Identify opportunities for sub-regional planning and engagement, where the Gateway Council can be proactive in bringing municipal planners and professionals together with Gateway planners to develop plans that address the future of the Gateway and the livability of communities in the Region.

**5. That the Gateway Council build and promote an accessible information base on Canada's Pacific Gateway in the southern corridor.**

- Update the 2008 Economic Development Research Group study on the Economic Role of the Gateway Transportation System in the Greater Vancouver Region. The results of this update need to be proactively communicated to regional and municipal governments.
- Develop and implement a proactive communications and engagement program targeted at regional and municipal governments, their senior staff, and community opinion leaders. The communications program will require the development of an overall strategy, information materials and tactics to facilitate awareness and understanding of the Gateway. The communications strategy should be an integral part of planning integration activities, and should be shared by all Gateway partners.

**6. That the Gateway Council develop the 'Introduction to the Gateway' course and foster partnerships for delivery.**

- Develop the course curriculum for the Introduction to the Gateway learning module for planners and professionals.
- Initiate discussions with the SFU City Program to deliver the course, and with the Planning Institute of BC for course credit for professional development programs.



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# **Connecting the Pacific Gateway**

Enhancing Planning Capacity  
in the Metro Vancouver Region

**APPENDICES**



# APPENDIX 1: CONSULTED INDIVIDUALS AND ORGANIZATIONS

## A) CONSULTED INDIVIDUALS

### PROJECT COMMITTEE:

Bob Wilds, Managing Director, Greater Vancouver Gateway Council  
Bruce Burrows, Vice President, Railway Association of Canada  
Christina DeMarco, Regional Development Division Manager, Metro Vancouver  
Raymond Kan, Senior Regional Planner, Metro Vancouver  
Dave Byng, Chief Operating Officer, BC Ministry of Transportation and Infrastructure  
David Gillen, Director, Centre for Transportation Studies, UBC  
Eric Aderneck, Regional Planner, Metro Vancouver  
Gordon Price, Director, SFU City Program  
Helen Cook, Program Manager, Transportation Planning, TransLink  
Jessica Yen, Regional Economist, Coordination and Policy, Transport Canada  
Lisa Gow, Executive Director, Pacific Gateway Branch, BC Ministry of Transportation and Infrastructure  
Louise Yako, President & CEO, BC Trucking Association  
Michael Henderson, Regional Director General, Pacific Region, Transport Canada  
Michael Shiffer, VP Planning, Strategy & Technology, TransLink  
Mike Brown, Senior Planner, Strategic Planning, Vancouver Airport Authority  
Mimi Sukhdeo, Regional Director, Coordination and Policy, Transport Canada  
Peter Xotta, Vice President, Planning and Operations, Port Metro Vancouver  
Jim Crandles, Director, Planning & Development, Port Metro Vancouver  
Sany Zein, Director of Roads, TransLink  
Shelagh Ryan-McNee, Executive Project Director, BC Ministry of Transportation and Infrastructure

### EDUCATION:

Dave Crossley, Executive Director, PIBC  
Dr Penny Gurstein, Director of SCARP, UBC  
Dr Peter Hall, Professor of Urban Studies, SFU

### GATEWAY PLANNERS:

Gordon Westlake, BC Rail Company  
Jim Wang, Project Manager, Transport Canada  
Ken Curry, Vice President, Delcan  
Mark Griggs, Port Metro Vancouver

## MUNICIPAL PROFESSIONALS:

Bev Grieve, Manager of Planning, City of New Westminster  
 Bill Susak, General Manager, Engineering and Public Works, City of Coquitlam  
 Chief Kim Baird, Tsawwassen First Nation  
 Chris Hartmann, CEO, Tsawwassen First Nation Economic Development Corporation  
 David Hawkins, Community Planner, District of North Vancouver  
 Ed Chanter, Director of Lands, Tsawwassen First Nation  
 Eric Aderneck, Metro Vancouver  
 Eugene Wat, Manager, Infrastructure Planning, City of New Westminster  
 Jerry Behl, Transportation Engineer, City of the New Westminister  
 Jim Lowrie, Director of Engineering, City of New Westminister  
 Kathleen Callow, Planner, Squamish Nation  
 Ken Zondervan, Design & Construction Manager, City of Surrey  
 Lisa Spitale, Director of Development Services, City of New Westminister  
 Marcy Sangret, Deputy Director of Community Planning and Development, Corporation of Delta  
 Paul Lee, Rapid Transit and Projects Manager, City of Surrey  
 Phillip Bellefontaine, Transportation Engineer, City of Surrey  
 Randy Pecarski, Acting Assistant Director of Planning, City of Vancouver  
 Richard White, Director, Community Development, City of North Vancouver  
 Steve Brown, Transportation Engineer, City of Vancouver  
 Stuart Ramsay, Manager, Transportation Planning, City of Burnaby  
 Terry Crowe, Manager, Planning Policy, City of Richmond  
 Thomas Leathem, Director of Community Planning and Development, Corporation of Delta  
 Tim Savoie, Director of Planning and Development Services, Port Moody  
 Victor Wei, Transportation Engineer, City of Richmond

## OTHER:

Jaap Jelle Feenstral, Public Affairs, Port of Rotterdam  
 John Wheeler, Senior Director of Trade Development, Georgia Ports Authority

## B) CONSULTED ORGANIZATIONS

Association of Professional Engineers and Geoscientists	Georgia Ports Authority
City of Burnaby	Pacific Gateway Branch, Provincial Government
City of Coquitlam	Planning Institute of BC
City of North Vancouver	Port Metro Vancouver
City of Port Moody	Port of Rotterdam
City of Richmond	SFU – School of Urban Studies
City of Surrey	Squamish First Nation
City of Vancouver	Technical Advisory Committee (TAC)
Corporation of Delta	Tsawwassen First Nation
Corporation of the City of New Westminister	UBC – School of Community and Regional Planning
District of North Vancouver	Vancouver International Airport
Gateway Planners	

# APPENDIX 2: ROBERTS BANK RAIL CORRIDOR CASE STUDY

## INTRODUCTION

The Roberts Bank Rail Corridor program (RBRC) was identified as an example of a better practice for integrating planning on a project specific basis, and for cooperative working relationships among different levels of government and with stakeholders. Interviews were conducted with people involved with the project to identify components of better practice.

## BACKGROUND

The Roberts Bank Rail Corridor program is a comprehensive package of road and rail improvements. It is funded and implemented by a collaboration of twelve partners representing local, regional, provincial, and federal governments, as well as private industry.

The RBRC program is an important 70-kilometre stretch of track connecting the North American rail network with Canada's largest container facility and a major coal terminal at Roberts Bank. The rail corridor carries increasing volumes of international freight, and is expected to carry many more trains and much longer trains in the years to come. The RBRC Program will improve the movement of goods to and from Port Metro Vancouver, and is also expected to enhance the quality of life in communities through which the rail traffic passes, by improving driver mobility, reliability, and safety on key road networks that cross the rail line, and by reducing train whistling in the corridor.

The \$307 million RBRC Program is comprised of nine road-rail projects in four municipalities: eight road overpasses across the rail corridor, and one project that is a set of local road improvements to accommodate a railway siding extension. The RBRC Program will also include a railway advanced warning system of electronic signage on selected roads to alert drivers to advancing trains (and associated closures of grade-level crossings of the tracks), redirecting drivers to alternative routes in a timely manner.

The strategic implementation of the RBRC Program is directed by the RBRC Program Partners Committee, which was established shortly after the partners signed an Agreement-in-Principle for the Program. The Partners Committee, which has equal representation from each partner organization, is chaired by a Program Manager on contract to TransLink (which delivers Program management functions for the Program partners).

The delivery (procurement, design, construction management, etc.) of each project within the RBRC Program is assigned to a designated Project Delivery Agency (in most cases, the municipality in which the project is located). Each project's delivery is overseen by a Project Steering Committee, comprised of representatives of that project's funding partners (which vary from project to project).

## RELEVANCE TO PACIFIC GATEWAY

The RBRC Program has been identified as an example of integrated planning through which national, provincial, and local interests are concurrently respected and addressed. In the RBRC Program, national and provincial objectives of increasing trade through the Asia Pacific Gateway (by facilitating more and longer trains through the corridor – which are also objectives of Port Metro Vancouver and the railway companies) and of achieving the economic growth that will accompany increased trade, are met at the same time that local community livability objectives of reliable community mobility, noise reduction, and public safety are addressed.

## PARTNERS

There are twelve partners in the RBRC Program:

- Transport Canada
- BC Ministry of Transportation & Infrastructure
- Port Metro Vancouver
- TransLink
- Corporation of Delta
- City of Surrey
- City of Langley
- Langley Township
- BC Rail
- BNSF Railway
- CN Rail
- CP Rail

## INTEGRATED PLANNING

**What steps were taken to ensure an integrated approach to planning?**

- The federal government has been the leading partner in the design and delivery of the RBRC Program since long before its inception. For the RBRC Program, the federal government's role is managed out of Transport Canada's regional office in Vancouver, not from Ottawa. This regional office involvement has been identified as a key strength of the program, in terms of fostering and sustaining the senior partner's constructive working relationship with its municipal partners, and for enabling an enhanced sensitivity to local priorities and concerns.
- The Partners Committee has been identified as an important feature of the RBRC Program's success, as it allows representatives of all Program partners (large and small; public and private) to meet face-to-face on a regular basis, and to sustain the multi-level, integrated planning approach through which the RBRC Program was initially created. The Partners Committee has substantive decision-making authority, and aims to achieve consensus-based decisions. The committee structure and regular meetings help ensure that each partner remains accountable to the other partners for its roles and responsibilities in program and project funding and delivery.
- Similarly, each of the multi-partner Project Steering Committees allows for face-to-face dialogue and integrated planning among the

partners involved in funding and delivering each project. This is also regarded as a strength of the Program's governance model.

**How did the Partners work together to establish and implement a common direction?**

- The federal government led the creation of the RBRC Program, engaging the provincial government, TransLink and Port Metro Vancouver in identifying projects that could address the Program's objectives. Initially, TransLink may have served as something of a 'proxy' voice for its member municipalities in the early planning and project-prioritization process.
- After a draft project list had been identified, the four municipalities were subsequently engaged in the planning process. The municipalities then played a critical role, helping to refine the list of projects and to define the specific scope and objectives of the projects. The municipalities are considered to have served as important sounding boards for the project concepts, bringing local concerns, sensitivities and priorities to the program scope and its planning process. The timing of their involvement is considered a critical strength that has contributed to the success of the RBRC Program.
- Transport Canada, which historically has little direct involvement with municipal governments in BC, invested time to foster credibility with the municipalities. Transport Canada recognized that municipalities are not mandated to concern themselves with broad provincial or national economic benefits, so they could only fully buy into the RBRC Program when tangible local benefits were clearly incorporated into Program (not just as incidental benefits).
- The RBRC Program includes projects that are primarily intended to facilitate the movement of more and longer trains, as well as projects that are primarily intended to facilitate the movement of vehicles within and between communities. By incorporating projects that enhance community livability into a program that also includes projects that will achieve provincial and national economic objectives, it was easier to achieve local buy-in to the overall RBRC Program. The partnering municipalities would have been much less enthusiastic if the RBRC Program

was just about accommodating trains to foster broad economic growth. The bundling of diverse projects ensured broader endorsement of the RBRC Program by local politicians and their constituents

**What was considered effective in the relationship among the partners? What needed adjustment?**

- Municipal engineers represent municipalities on the Partners Committee and project steering committees. It is considered to have been important to have had very senior managers from the municipalities, who have the technical knowledge and authority to address issues directly, and the capacity to deal directly with representatives from senior levels of government.
- Having the Province at the negotiating table and in Partners Committee meetings may have helped the municipalities work more effectively with the sophisticated senior partners. By their very nature, the federal and municipal governments often have very divergent interests, so it was important for other partners to facilitate a bridging of interests. The Province, in particular, has long-standing legal, partnering and funding relationships with the municipalities.
- The bundling of ten projects into one Program has also reduced the financial risk associated with each individual project and its funding partners. Project budget allocations were defined early on, according to high-level estimates; subsequent procurement and delivery had revealed that some estimates were too high and some were too low. In some cases, the surpluses from one project can be re-allocated to another project that is over-budget (though that depends on the specifics of the project funding agreements and the participating partners' legal constraints). This pooling of some of the project-delivery risk, and the cooperation and flexibility of some of the partners, has been identified as a strength of the RBRC Program.

## AWARENESS AND UNDERSTANDING

**What steps/processes were implemented to help build awareness and understanding of the project and of respective interests?**

- The RBRC Program has implemented a low-key awareness-raising program that conveys the scope of the program and its component projects through a program website, and project-specific open houses and community relations. One of the challenges of having so many partners involved is that public events have to be scheduled to meet the needs of a wide range of partners. Consequently, the RBRC Program has less public profile than do its individual projects, which attract the attention of neighbouring residents, businesses and property-owners when they are announced and implemented.
- All project-specific communications materials and forums are required to incorporate messages about the RBRC Program's objectives, partners and scope, but inevitably the audience's interest is focused on the project in their community, not the Program and its national objectives. An RBRC Program template for construction site signage was approved by the partners at the same time as the Communications Protocol, but installation of the signs has been delayed by some partners' requirements. In June, 2011, it was finally agreed by the Partners Committee that the project signs (which emphasize the overall program and its partners) would be installed at project construction site.

**What processes were put in place to ensure ongoing awareness about what was going on?**

- The RBRC Partners Committee meetings have been extremely effective at ensuring that all partners are kept apprised of progress on all projects within the program.

**What processes were put in place to manage conflicts?**

- The quasi-independent role of the Program Manager (described as something of an "honest broker" function) has been deemed effective for helping to identify and resolve conflicts among the partners. The widely-respected Program Manager is often able to bring the partners'

focus back to the RBRC Program and its shared objectives, and away from the interests of the individual organizations.

- TransLink drafted an RBRC Program Communications Protocol that was signed by all partners. The communications protocol commits all partners to collaborating in the development and implementation of communications initiatives for the RBRC Program, and to respecting the roles and contributions of the other partners. By establishing and codifying these expectations, the communications protocol has proven to be a useful tool for keeping the partners aligned regarding RBRC Program-related communications.



## APPENDIX 3: BETTER PRACTICES REVIEW

The Project Committee recommended contacting the Georgia Ports Authority and the Port of Rotterdam to identify the processes they use to integrate planning, and to engage stakeholders and the public. Additional research was also completed on other ports on the West Coast, and input was obtained from planners and professionals on what worked well or could have been improved on recent Gateway projects.

By comparison, the Gateway through Metro Vancouver is unique to other jurisdictions mainly because of the diversity of agencies and organizations that are involved, and the role of senior levels of government who have jurisdiction over the Port and the Airport. In the United States many of the ports are state or municipally owned and controlled. The Port of Seattle, for example, includes both the marine port and the airport, and falls under the jurisdiction of the City. Ports of Los Angeles and Long Beach are similar models. The Port of Savannah is run by the Georgia Ports Authority and is a self-funded state agency governed by a Board of Directors. The Port of Rotterdam (PoR) is the largest port in Europe, moving about five times the volume of goods compared to Port Metro Vancouver. The municipality of Rotterdam holds two thirds of Port shares, and the Dutch state owns the remaining third. Strong municipal ownership results in a higher degree of planning integration and coordination with other jurisdictions and with communities. This, in turn, is thought to reduce conflicts in planning and controversy in citizen engagement.

Another interesting comparison is the connection or disconnection between the public's perceptions of the Gateway in British Columbia compared to other jurisdictions. Project Committee members have stated that Metro Vancouver does not see itself as a port city, and doesn't connect the benefits of the Gateway to jobs and the economy of the region. By comparison, the Port of Rotterdam dates back to the 14th century, and is inextricably linked to the local culture and economy. Residents know that jobs and economic prosperity are tied to the port and the gateway that extends into Europe. This is also the case with the Port of Savannah, and the importance of the port to the local economy

is accentuated by the current economic crises in the United States. Municipal and state ownership, coupled with a clear recognition of the role of the gateway in the local economy brings a higher degree of integration and coordination, along with public awareness and support compared to the Gateway in Metro Vancouver.

Both the Port of Rotterdam and the Georgia Port Authority complete long term plans on a cyclical basis. The Georgia Port Authority is just completing an update to their twenty-year plan. This is done in consultation with other state agencies such as the Georgia Department of Transportation to ensure there is capacity within the transportation system. The completed plan is presented in planning sessions to all levels of government and utility agencies. Once the plan is approved by government, the Port Authority holds public information sessions. However, it does not do public consultation on the long term plan, but relies on elected officials to represent their constituents on plan development and approval. When public controversy does occur on a specific project the Port works with local residents to address concerns.<sup>22</sup>

The Port of Rotterdam is well entrenched in the community and has a strong track record of engaging communities and stakeholders. When controversy does arise, the Port leads its own consultation process and is very proactive in trying to understand the concerns of opposition groups and making an effort to work towards solutions.<sup>23</sup> Consultation processes typically begin with information being sent to residents and stakeholders within the project area outlining the proposed project, the rationale for its implementation, and key facts. Regional and local meetings are then held, and input sought from stakeholders and neighbours. An important bridge in consultations with residents is that they know the economy of their community depends on the port, and they are eager to resolve issues to secure the economic future of the region.

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22 Georgia Ports Authority, 2011, Interview with John Wheeler, Director of Trade Development

23 Port of Rotterdam, 2011, Interview with Jaap Jelle Feenstall, Public Affairs

From the interviews, it would appear that community engagement processes by Gateway partners in BC are as, or more sophisticated than those implemented by the Port of Rotterdam and the Port of Savannah. However, at the same time, the standards and expectations for engagement are very high in British Columbia.

The “disconnect” between gateways and the communities in which they are located has been studied by Hall (2007)<sup>24</sup>. Gateways seek out urban locations because of the accessibility and the advantages they offer. Yet gateways have become increasingly divorced from the communities in which they are located due in part to how decisions are made about the Gateway and where the benefits accrue.

Hall goes on to state that the underlying cause of falling public support is a disconnection between the Gateway and the communities in which they operate. Gateways require a land base, transportation corridors, storage areas and activities that may not be entirely compatible with urban areas. Compounding the potential infrastructure impacts that local communities experience is the fact that the economic benefits of Gateways have shifted from port communities to carriers, shippers and final customers, many of whom are outside the region.

Another factor that creates tension between the Gateway and the ability to integrate plans is the decision making process for Gateway plans and infrastructure. Decisions about the Gateway are often made by higher levels of government in response to competitive pressures and policy direction. Gateway operators must respond quickly to address competitive forces. Projects need to be planned and quickly approved so that they can be implemented. This can leave little time for planning integration and consultation, thereby increasing the potential for political and public controversy at the municipal level. Early integration of plans, long before projects need to be implemented, can help to address this tension.

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24 Hall, P., 2007, *Global Logistics and Local Dilemmas*, Simon Fraser University, Vancouver, Canada

## APPENDIX 4: PROJECT EXAMPLES

In addition to investigating how other jurisdictions integrate planning, Context reviewed and received input on four other Gateway related projects: South Fraser Perimeter Road (SFPR), Roberts Bank Rail Corridor (RBRC), the Low Level Road (LLR) Project in North Vancouver and the United Boulevard Extension (UBE). In reviewing what worked well, it is important to acknowledge that planners and professionals want to be engaged in the development of long range plans for the Gateway, and not just in the implementation of specific projects. Recognizing this larger interest, participants engaged in this study identified a number of factors that contribute to successful integration and public/ stakeholder engagement.

The Roberts Bank Rail Corridor was highlighted as the best example of how different levels of government and organizations can work together to design and implement a series of related projects across jurisdictional boundaries. An important component to the success of this project was the appointment of an independent RBRC Program Manager to coordinate the various parties in planning and implementing projects in the corridor. This was a significant step for facilitating planning integration. However, a more significant challenge was the coordination and integration of communication activities for the overall program and for each project. Communication activities were typically implemented by each project manager and included project-specific descriptions and issues, as well as an overall framework describing the rationale and purpose of the RBRC program. TransLink was charged with coordinating communications. However, additional time was required to gain consensus among the program partners about Gateway messaging and how this would be integrated into each project. Once the messaging was finalized, there remained only limited information on the Gateway and what it involves.

Nevertheless, implementation of the RBRC program benefited from having a strong, centralized coordination function that was arms-length to the different levels of government and agencies responsible for delivering projects. Other successful attributes of this project included:

- Establishing a partners committee that involved all the organizations involved with implementation.
- Creating a collaborative approach to the design of the RBRC program at the beginning of the process. This includes having agreement on the program objectives and the projects that will need to be implemented.
- Establishing working and communication protocols at the outset of the program.
- Establishing a direct role for the municipalities in project planning and implementation.

Significant input was also received on the consultation process for the Low Level Road from planners, a representative of the business community and from feedback sessions. Suggestions to improve future processes included:

- Early consultations with municipal staff to integrate plans and to identify benefits to the community.
- Engagement of municipal Council to build support for the plan and to get advice on the consultation process.
- Earlier engagement of the business community to establish third-party support and legitimacy.
- Establishing a project storefront in the community where people could get information.
- Workshops with the community to allow people to work on issues and generate ideas, rather than open houses that typically don't allow for problem solving.
- Possible partnership with the municipality to design and implement the consultation process.
- Establishing a community liaison group to work on the plans for the project and to address issues.
- Addressing the perception of a 'decide-announce-defend' approach.

Across all projects, the following table summarizes the suggestions from planners and professionals to improve engagement:

Actions that Improved Integration and Engagement	Challenges with Project Engagement
<ul style="list-style-type: none"> <li>• RBRC - Federal role managed out of Transport Canada's regional office, not Ottawa.</li> <li>• RBRC - Partners Committee contributes to accountability, decision making and communications.</li> <li>• RBRC - Partners Committee facilitates integrated planning.</li> <li>• RBRC - Collaborative approach to program development at the beginning.</li> <li>• RBRC - Municipalities engaged in the planning process.</li> <li>• RBRC - Value to local communities was identified.</li> <li>• RBRC - Bundling of 10 projects into one program helped to manage financial risk.</li> <li>• RBRC - Quasi-independent project manager has been effective in integrating plans and partners.</li> <li>• RBRC communications protocol helped to align program related communications.</li> <li>• SFPR funding received for a project communications coordinator in Delta.</li> <li>• UBE - Second round of consultation for UBE improved engagement with the community, but it was too late.</li> <li>• Port Metro Vancouver has assigned senior managers with responsibilities for municipal liaison. This contributes at a high level to planning integration and issues management.</li> <li>• Port Metro Vancouver has committees that help to facilitate coordinated planning, including the Ports Municipal Liaison Committee comprised of Metro Vancouver (GVRD) and a number of municipalities as well as a number of community-based liaison committees such as the Delta Ports Committee and the East Vancouver Port lands Committee.</li> <li>• Both YVR and Port Metro Vancouver meet periodically to update municipal councils on the status of their operations. This contributes to good public relations, although other processes are required to facilitate planning integration.</li> </ul>	<ul style="list-style-type: none"> <li>• Having so many partners in RBRC delays launch events and brings challenges in terms of building a public profile and implementing communications.</li> <li>• Business community not engaged in LLR.</li> <li>• Value to community not well communicated in LLR.</li> <li>• Timeframe for community engagement was too short (LLR).</li> <li>• Council was not well engaged or informed about the project (LLR)</li> <li>• Town halls and open houses are not effective for generating ideas and resolving issues (LLR).</li> <li>• More full time management was required at the municipal level (LLR).</li> <li>• North Shore Area Trade Study, which gave rise to the LLR, did not speak to the overall concept of goods movement, therefore no real context provided.</li> <li>• No on-the-ground team to properly implement the engagement (LLR).</li> <li>• Tried to sell it through communications and not real consultation (LLR).</li> <li>• No engagement of First Nations (LLR).</li> <li>• Business community not well engaged (LLR).</li> <li>• SFPR Project terms negotiated separately with municipalities – not as project partners. This created suspicion that municipalities were not being treated equitably.</li> <li>• SFPR's value or benefits to each community were not clearly defined.</li> <li>• SFPR integration was attempted at the environmental assessment process stage. However, this was too late and did not allow sufficient time to address important issues.</li> <li>• UBE showed up with drawings that suggested the project was already defined; no opportunity for input.</li> </ul>





**ASIA PACIFIC GATEWAY**  
SKILLS TABLE