

December 3, 2018

Honourable Marc Garneau
Minister of Transport
House of Commons
Ottawa, Ontario
Canada K1S 0A6

RE: Ports Modernization Review Submission from the City of Vancouver

Dear Minister Garneau,

The City of Vancouver (“City”) welcomes the opportunity to provide our feedback to the specific questions raised as part of the stakeholder and public consultation process for the Ports Modernization Review.

We are fortunate to share a strong relationship with the Vancouver Fraser Port Authority (“VFPA”), with our leadership counterparts meeting quarterly to discuss strategic issues and initiatives of common interest. We have addressed Transport Canada’s questions from the perspective that all levels of government, including First Nations governments, and Port Authorities would benefit from working collaboratively. Key thematic recommendations that would enable this objective include:

1. **Information sharing and transparency:** formalizing and enhancing information-sharing with both public and private partners to enable better regional planning, integration, safety and security
2. **Working collaboratively to define community value:** co-defining community expectations for partnerships, consultation, environmental stewardship, and resilience to demonstrate commitment and responsive leadership to the community
3. **Integrating planning for shared assets and operations:** enhancing collaborative strategic planning to support effective and efficient use of shared resources that provide all stakeholders with the best possible value-for-money

These themes that underpin our submission are also critical to your mandate as Minister to invest in a growing economy and spur broad-based prosperity. Our detailed submission can be found in the remainder of this document, with questions numbered in accordance with Transport Canada’s *Ports Modernization Review Discussion Paper*.

Thank-you for the opportunity to contribute to Transport Canada's consideration of our national port system and its readiness for the challenges and opportunities we face now and into the future.

Yours truly,

A handwritten signature in black ink, appearing to read 'Paul Mochrie', enclosed within a hand-drawn circle.

Paul Mochrie
Deputy City Manager

604.873.7666 | paul.mochrie@vancouver.ca

Transport Canada *Ports Modernization Review*

City of Vancouver Stakeholder Submission

Review Stream 1: Innovation and Trade Logistics

TC-1. What trends will affect port operations and supply chains, and who are the port partners that are key to adapting to these trends?

Key Messages

- I. Successful economic growth and urban development inherently result in more congestion in the transportation network and key corridors due to increased throughput and operations.
- II. In parallel with increased congestion, more communities are increasingly focused on reducing emissions that negatively impact our environment in order to improve both short-term livability and long-term sustainability.
- III. The reality of limited transportation growth opportunities in packed urban centres combined with increasing stakeholder expectations to move to low emission and electric vehicles means that Port Authorities should consider fundamentally reviewing how goods are transported, working with partners to understand the mixed needs of shared infrastructure.

Recommendations

Port Authorities should work with all levels of government, including First Nations governments, and railways, industry partners and transportation agencies to support:

1. **An Integrated Transportation Strategy:** Develop transportation strategies that prioritize travel reliability for goods movement and efficient use of existing infrastructure
2. **Information-sharing to Increase Supply Chain Efficiency:** Share disparate transportation information held by all levels of government, including First Nations governments, and private partners to increase insight into transportation patterns, trends and pain points in a way that protects both industry competitiveness and community livability
3. **A Holistic Approach to Sustainability:** Embed sustainability measures in transportation plans and strategies to enable a smooth transition into the future of zero emissions, increased livability in proximity to the Port, and demonstrate global leadership

TC-2. Do ports have the appropriate infrastructure and supply chain integration in place to support future demand for transportation services?

Key Messages

- IV. Like the City, Port Authorities need to create transportation and supply chain systems that meet both current and future needs. The City of Vancouver has adopted its *Transportation 2040 Plan* that outlines not only how it will meet the city's transportation needs within the Lower Mainland working with regional partners such as Translink, but also how the City will achieve transportation goals within the context of greening infrastructure to reduce and ultimately eliminate carbon emissions.

- V. Port Authorities in urban centres face additional challenges due to both the limited ability to increase road infrastructure and capacity, and requirements to maintain service levels on transportation corridors that deteriorate more rapidly with increased volume and usage.
- VI. While Port Authorities have control of use and maintenance on federal infrastructure and supply chain assets that create the main trade gateways into Canada, Port Authorities also rely on regional infrastructure to transfer goods in a safe and reliable manner, and need to responsibly balance Port supply chain needs with those of all community user groups.

Recommendations

To support effective transportation and supply chain integration, Port Authorities should work with partners to:

- 4. **Make Strategic and Collaborative Investments:** Identify and focus efforts and investments on transportation corridors that are key to efficient operations with regional partners, working together to prioritize shared interests across jurisdictional lines
- 5. **Focus on Reliability and Efficiency:** As part of a regional transportation strategy, proactively take steps to both (i) increase transportation reliability and capacity that meets the needs of all co-existing users and (ii) reduce the number of times that goods must be handled and transferred within the transportation and supply chain system to enhance efficiency

Review Stream 3: Sustainability and Port Communities

TC-7. How can ports ensure their operations and future development remain environmentally sustainable and adapted to climate risks?

Key Messages

- VII. Port Authorities must embrace a leadership role in creating sustainable communities: as a positive example, the VFPA has demonstrated commitment to greening their operations through actions that benefit the wider region, such as implementing the Shore Power emission reduction initiative and the Enhancing Cetacean Habitat and Observation (ECHO) Program.
- VIII. All Port Authorities will need to address climate change risks and adaptation, such as rising sea levels, in a way that sufficiently addresses the accelerated pace in which climate change is occurring.
- IX. While climate change adaptation will be critical to sustainability of port operations, impactful environmental sustainability cannot be achieved through incremental action or in isolation from operations, but must be holistically at the forefront of Port Authorities' mandate and resulting strategies. Local plans, such as the City's *Greenest City Action Plan*, will also impact the operations of Port Authorities through restrictions of GHG emissions on municipal roads and infrastructure.

Recommendations

Commitment to sustainability means that sustainability is not a separate department, but is embedded in all areas of business. Port Authorities will be best enabled to make this commitment through:

6. **Sustainability as a Priority:** Updating the Canada Marine Act and Port Authority mandate to embed sustainability in its strategic objectives and purpose
7. **Long-Term Operational Performance:** Integrating climate change and adaptation data, such as projected sea level rise, into all infrastructure and operational plans to ensure effective adaptation and continued focus on sustainability
8. **Leading the Region:** Taking a proactive approach and sharing accountability with partners, participating in and contributing to regional initiatives to enhance safety and environmental performance

TC-8. How can Canada Port Authorities contribute to building healthier communities?

Key Messages

- X. As a result of economic development and strong growth, Port Authorities produce significant emissions and contribute to air pollution through goods movement, transportation, and operations. Local communities often end up shouldering the impact of emissions, traffic and air pollution, and bearing the responsibility for maintaining the municipal infrastructure that is critical for transportation of goods and access to Port Authorities.
- XI. While Port Authorities follow federal environmental regulations and standards, national standards may not reflect the impact of Port operations on the local communities' unique priorities and challenges.

Recommendations

The definition and standards for a healthy community have evolved over time to reflect high standards of care. In order to achieve these, it is recommended that Port Authorities:

9. **Collaborate and Consult with Partners:** Actively work with partners, including local governments and Indigenous communities, to fully understand Port Authorities' impact on community, environmental, and social health
10. **Invest in Community Needs:** Take action to directly mitigate and offset direct and indirect impacts of Port activities through co-investment in public amenities and services, prioritizing investments based on feedback from communities and stakeholders
11. **Co-Develop Expectations and Strategies:** Work with community partners to define and create a meaningful role for communities in mitigating, preventing, preparing, responding and recovering to natural resource risks and incidents, such as oil spills.

TC-9. What mechanisms could be put in place to increase Canada Port Authority transparency relating to their environmental performance?

Key Messages

- XII. While some Canadian Port Authorities have historically reported on GHG emissions in their operations and efforts taken to reduce its carbon footprint, the historic methods of reporting have neither been consistent across organizations nor year-over-year.

Recommendations

Continuing with the theme that environmental sustainability and climate change adaptation needs should be embedded in the mandate of Port Authorities, it is recommended that Port Authorities:

12. **Establish Sustainability as a Pillar of Performance:** Adopt standardized sustainability targets and organizational performance metrics, including measures of:
 - A. Positive impacts resulting from Port Authorities' existing good practices and programs, such as reduction of emissions in operations and specific sustainability initiatives, such as VFPA's Shore Power emission reduction initiative and Enhancing Cetacean Habitat and Observation (ECHO) Program
 - B. Port Authorities' contributions to achieving national and international commitments to emission reduction and elimination, such as those articulated in the Pan-Canadian Framework on Clean Growth and Climate Change and Paris Agreement commitments
13. **Consistently Share Information with the Public:** Continue consistent, public reporting on defined environmental sustainability performance metrics

Review Stream 4: Port Safety and Security

TC-10. What are the current and emerging safety and security challenges facing Canadian ports?

Key Messages

- XIII. The City's Vancouver Police Department (VPD), in consultation with the Canadian Association of Chiefs of Police, has authored a separate submission to Transport Canada regarding safety and security challenges that face Port Authorities.
- XIV. Echoing the VPD submission, Port Authorities in urban centres must work with local emergency service providers to manage safety and security in an environment represented by strict jurisdictional authorities but practically permeable access points that connect Port Authorities with surrounding communities across multiple jurisdictions. Port Authorities must balance property safety and security with personal safety and security of the community and its residents, businesses and visitors.
- XV. The transportation of hazardous materials and dangerous goods flowing to and from Ports also introduces public safety risks that are heightened in densely populated areas.

Regulations to control hazardous materials and dangerous goods provide a strong foundation to mitigate the associated risk to the extent possible: however when hazmat incidents do occur, Port Authorities must rely on local emergency services to respond.

Recommendations

Port Authorities need to continue to be a key partner in creating a safe and secure community environment, both on Port property and outside, by:

14. **Establishing Robust Information-Sharing Practices:** Formalizing operating and information-sharing relationships with local emergency services to share information regarding Port property, infrastructure, and Port and operator emergency response plans, and work together to create a clear structure of roles and accountability for both minor and major incidents

TC-11. What new actions and public-private collaborative efforts could be pursued to enhance safety and security at Canada's ports?

Key Messages

- XVI. There are many positive examples of Port Authorities working with local emergency services: for instance, the VFPA conducts an annual emergency response exercise with both the VPD and Vancouver Fire and Rescue Services to clarify and practice incident response protocols. These exercises provide a great foundation for the Port to enhance collaborative capability for safety and security with its partners.
- XVII. Safety and security risks are a shared responsibility of both government organizations intended to regulate and provide oversight, as well as the private sector partners that spur both economic growth and financial benefit from Port activities: private sector partners are many times also in the best position to inform a shared understanding of risks across the Port landscape.

Recommendations

Port Authorities can take information-sharing one step further to optimize safety and security through:

15. **Integrated Emergency Response:** Collaborative development and investment in emergency response capacity and capability with public and private partners, such as co-developing response procedures and co-locating Port and local emergency response team members in joint response units, in order to capitalize on available knowledge and pooling of financial and technical resources

Review Stream 5: Port Governance

TC-12. Does the current governance model enable Canada Port Authorities to effectively manage their assets, support economic development and deliver their regulatory duties?

Key Messages

- XVIII. Port Authorities are key economic drivers that provide tangible and measurable benefits to communities, their residents, and businesses through increased access to the world market and investment in jobs creation and infrastructure. While Federal governance ensures protection of national interests, it can also create tension with local and provincial jurisdictions when it comes to addressing the interests of local communities.
- XIX. As public entities, the mandate and success measures for Port Authorities must extend beyond economic growth to include specific direction with respect to human, social and ecological health.
- XX. Because Port Authority assets are one component of the national supply chain that fuel Ports as a gateway to the country, effective asset management requires a governance model that prioritizes a collaborative working relationship with local communities to deliver and maintain assets that are safe and reliable.

Recommendations

The Canada Port Authorities governance model would benefit from:

- 16. **Legislation and mandate that reflect current day Federal commitments to Canadians:** Redefining Port Authorities' mandate and enabling legislation to reflect national commitments to environmental sustainability, increased transparency and investment to build healthy environmental, community and social ecosystems

TC-13. What models or approaches could be pursued to ensure Canada Port Authorities are more responsive to user and local perspectives?

Key Messages

- XXI. Port Authorities must operate in today's public environment that is characterized by rapid information-sharing, heightened awareness, and increased expectations for transparency in organizational operations and performance. The ability of organizations to quickly and nimbly respond to community concerns is more critical than ever in building sustainable social acceptance within a community.
- XXII. Port Authorities are often seen as major economic drivers by partners, businesses and workers. Port Authorities are also seen as a neighbor by community members living in proximity to Port property or operations.
- XXIII. Municipal governments often work with partners to mitigate and reduce adverse impacts, which are a consequence of positive economic development, through community investments that address environmental and socioeconomic issues across both vulnerable populations and the general community. A formal mechanism to enable Port Authorities to

contribute to communities would offer a tangible way to be more responsible to user and local perspectives.

Recommendations

Given Port Authorities are located in across Canada in communities with unique needs and challenges, Port Authorities would benefit from:

17. **Increased Authority to Contribute to Communities:** Formalizing mechanisms for Port Authorities to provide environmental and social community contributions and investment to both further offset adverse impacts from increased economic development, infrastructure projects and operations and to enable communities to use resources where it is needed most