

Ministry of Transportation and Infrastructure George Massey Crossing Project

Principles, Goals and Objectives
Engagement Summary Report
January to April 2019



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1 Executive Summary

In December 2018, the Ministry of Transportation and Infrastructure released the Independent Technical Review (ITR) on the former George Massey Tunnel Replacement Project and indicated that the Province would engage with Indigenous groups and the region to identify a crossing solution that better aligns with regional interests.

The Province established a comprehensive process to achieve this commitment:

- **Project, Principles, Goals and Objectives (Jan – Apr 2019)** – Develop and achieve regional consensus on Project principles, goals and objectives.
- **Options Analysis (May 2019 – Spring 2020)** – Consult with the region to identify and shortlist potential crossing options, and conduct a multiple accounts evaluation assessment of the shortlisted options to select a preferred option.
- **Business Case (Fall 2020)** – Complete the business case on the leading preferred option.

From January to April 2019, the ministry collaborated with key Metro Vancouver and participating First Nations to develop shared principles, goals and objectives. Through this process, it was determined that the crossing must be consistent with existing regional plans, provide improved safety, reliability and connectivity, and support the following Project goals:

- Support sustainability of Fraser River communities
- Facilitate increased share of sustainable modes of transport
- Enhance regional goods movement and commerce
- Support a healthy environment

On April 26, 2019 the Metro Vancouver Board endorsed the shared principles, goals and objectives developed by the ministry through consultation with the region. The following report summarizes feedback collected during engagement for the Project principles, goals and objectives.

Participation

- 35 formal stakeholder and Indigenous groups meetings conducted, including:
 - 15 presentations to municipal staff and councils
 - 8 meetings with regional authorities, including TransLink, Metro Vancouver and the Vancouver Airport Authority
 - 12 meetings with participating First Nations
- Three written submissions received through the Project email
- More than 60 enquiries received through the Project email

Summary of Feedback

- Strong support for the Project with a desire to see it move forward as soon as possible
- Strong desire for immediate traffic congestion measures while Project planning is underway
- Desire to see a Project that is aligned with the regional growth strategy
- Strong desire for the Project planning to consider the entire Highway 99 corridor
- Unanimous support for improved transit, including immediate improvements and ensuring future rail rapid transit can be accommodated
- Unanimous support to protect the Agricultural Land Reserve and the health of the Fraser River
- Desire for more information on funding sources for the Project
- General consensus that potential trade-offs may be required to ensure that the preferred option best serves the needs of the region

2 Overview

2.1 About the Project

In September 2017, the Province cancelled the procurement process for the George Massey Tunnel Replacement Project and launched an Independent Technical Review (ITR).

The ITR scope of work focused on what level of improvement is needed at the crossing in the context of regional and provincial planning, growth and vision. The report concluded that there are other options that would reduce the scale, complexity and cost of a new crossing, and better align with regional objectives.

In December 2018, the Ministry of Transportation and Infrastructure (the ministry) released the ITR and indicated that the Province would engage with First Nations and the region to identify a crossing solution that better aligns with regional interests.

The Province established a comprehensive process to achieve this commitment:

- Develop and achieve regional consensus on the Project ***principles, goals and objectives*** (target completion April 2019).
- Consult with the region to ***identify and shortlist potential crossing options***, and conduct a multiple accounts evaluation assessment of the shortlisted options to ***select a preferred option*** (target completion December 2019).
- Complete the ***business case*** on the leading preferred option by fall 2020.

In January 2019, the ministry launched engagement for the Project principles, goals and objectives. This engagement focused on collaboration with 10 municipalities, 12 participating First Nations, TransLink and Metro Vancouver to develop a set of shared principles, goals and objectives to guide the George Massey Crossing (GMC) Project.

On April 26, 2019 the Metro Vancouver Board endorsed the shared principles, goals and objectives developed by the ministry through consultation with the region.

Engagement to select a preferred option is underway. A separate engagement summary report will be prepared at the conclusion of each stage of engagement.

2.2 About this Report

This report of findings was prepared by Lucent Quay Consulting Inc. (Lucent Quay) for the Ministry of Transportation and Infrastructure's GMC Project.

This report provides a summary of input received during engagement on principles, goals and objectives that took place from January to April 2019.

Sections 1 and 2 of this report provide the overview and background information for the Project and the engagement process, including audiences and participation levels. Section 3 summarizes the feedback received and how input was considered, and Section 4 outlines next steps.

3 Engagement Process

3.1 Purpose

The purpose of this engagement was to achieve consensus on a set of Project principles, goals and objectives that align with regional interests.

While engagement effort focused on other levels of government which had been less involved in the previous project, the ministry also meets with other interested groups on request, provided updates on the Project website and received and considered written submissions from the public.

3.2 Participants

The following groups participated:

Other levels of government/authorities:

- Metro Vancouver Board (and through the board, all Metro Vancouver municipalities)
- Ministry of Indigenous Relations and Reconciliation (MIRR) identified First Nations (total of 12)
- Staff and Council of City of Delta
- Staff and Council of City of Richmond
- Staff and/or Councils of the following adjacent municipalities:
 - City of Burnaby
 - City of Coquitlam
 - City of New Westminster
 - City of Surrey
 - City of Vancouver
 - City of White Rock
 - Langley City
 - Langley Township
- Regional/federal authorities:
 - TransLink
 - Metro Vancouver staff
 - Vancouver Airport Authority (YVR)
 - Gateway Transportation Collaboration Forum (Vancouver Fraser Port Authority, Greater Vancouver Gateway Council, Transport Canada, TransLink)
- Metro Vancouver Mayors' Council

Other groups:

- Richmond Chamber of Commerce
- Garden City Conservation Society Massey Crossing Task Force
- Members of the public

3.3 Engagement Methods and Participation

3.3.1 Stakeholder and Participating First Nations Meetings

A series of meetings were held with stakeholder groups and participating First Nations to introduce the new Project, present the engagement process and seek input to develop the Project principles, goals and objectives and Multiple Account Evaluation framework.

The ministry conducted 35 formal meetings, including:

- 15 presentations to staff/councils from City of Delta, City of Richmond, and adjacent municipalities
- 8 meetings with regional authorities, including TransLink, Metro Vancouver and YVR
- 12 meetings with participating First Nations

Participants were notified by phone and through email invitations. The meeting format included a presentation by the Project Director, followed by a discussion session. Where appropriate, materials from these meetings were posted to the Project website.

The following table summarizes stakeholder group participation. A separate report will be prepared for First Nations participation, which will include all engagement within the project period.

Group	Dates
City of Delta	<ul style="list-style-type: none">• January 22, 2019• March 11, 2019• April 12, 2019
City of Richmond	<ul style="list-style-type: none">• January 31, 2019• March 18, 2019• April 9, 2019
City of Burnaby	<ul style="list-style-type: none">• February 25, 2019
City of Coquitlam	<ul style="list-style-type: none">• January 30, 2019
City of New Westminster	<ul style="list-style-type: none">• January 31, 2019
City of Surrey	<ul style="list-style-type: none">• February 14, 2019• April 1, 2019
City of Vancouver	<ul style="list-style-type: none">• January 31, 2019
City of White Rock	<ul style="list-style-type: none">• February 26, 2019• March 12, 2019
Langley City	<ul style="list-style-type: none">• March 25, 2019
Langley Township	<ul style="list-style-type: none">• February 5, 2019
Metro Vancouver	<ul style="list-style-type: none">• February 15, 2019
Metro Vancouver Finance and Intergovernmental Committee	<ul style="list-style-type: none">• March 13, 2019• April 10, 2019
Metro Vancouver Board	<ul style="list-style-type: none">• April 26, 2019
TransLink	<ul style="list-style-type: none">• February 6, 2019

Group	Dates
	<ul style="list-style-type: none"> April 18, 2019
Vancouver Airport Authority	<ul style="list-style-type: none"> April 23, 2019
Vancouver Fraser Port Authority (Gateway Transportation Collaboration Forum)	<ul style="list-style-type: none"> April 4, 2019

3.3.2 Written Submissions

The ministry received three written submissions from stakeholders during the engagement period, including the City of Delta, Richmond Chamber of Commerce and the Garden City Conservation Society Massey Crossing Taskforce.

3.3.3 Online Engagement

Project information was made available on the website at <https://engage.gov.bc.ca/masseytunnel/>, including electronic versions of the presentations and engagement materials. Visitors were invited to sign up for Project updates by emailing georgemasseycrossingSCR@gov.bc.ca.

3.3.4 Public and Stakeholder Enquiry Response Program

Over 60 enquiries were received from January to April 2019. Key themes included questions about the ITR, timing for the public information sessions, and general requests for Project information.

4 Engagement Results

4.1 What We Heard

Feedback from participating groups on the proposed Project goals and objectives was collected through discussions, meetings and written submissions. The following table provides a summary of comments received from all sources.

Goal	What We Heard
Support sustainability of Fraser River communities	<ul style="list-style-type: none"> • Protect agricultural land • Ensure safe and efficient goods movement • Leverage the work that was done for the previous Project to expedite the timeline as much as possible • Desire for the Project to move forward as soon as possible • Consider climate change and regional land use planning • Ensure fiscal responsibility and explore cost sharing opportunities • Consider entire Highway 99 corridor and connecting infrastructure (e.g. Oak Street Bridge) in planning process • Need to manage congestion • Desire to “right size” the crossing • Value for taxpayer money
Facilitate increased share of sustainable modes of transport	<ul style="list-style-type: none"> • Transit is a priority; include specific reference to future rapid transit • Focus on transit accessibility and frequency • Ensure pedestrian and cyclist access, separated and dedicated paths • Consider adopting a regional rail strategy for both freight and passengers • Lanes dedicated for rapid transit bus
Enhance regional goods movement and commerce	<ul style="list-style-type: none"> • Consider mobility pricing • Ensure small businesses and social costs are considered • Immediate improvements and interim solutions to improve goods movements in the short-term
Support a healthy environment	<ul style="list-style-type: none"> • Protect the Fraser River • Continue engagement with participating First Nations • Ensure fishing windows are protected • Consider upstream impacts • Ensure effective environmental mitigation throughout the Project lifecycle • Identify opportunities for enhancement • High importance of marine life • Consider in-river works and potential fisheries effects during construction and operations

4.2 How Feedback Was Incorporated

The ministry is committed to working closely with Indigenous groups and with regional and local governments as Project planning progresses. The following table demonstrates how feedback collected was incorporated to finalize the Project goals and objectives.

4.2.1 Project Goals

There was general support for the draft Project goals, with only one edit to Goal #1 as noted in the table below.

Draft Goals	Revised Goals
Support sustainability of south of Fraser River communities	Support sustainability of Fraser River communities
Facilitate increased share of sustainable modes of transport	No change
Enhance regional goods movement and commerce	No change
Support a healthy environment	No change

4.2.2 Project Objectives

There was general support for the draft Project objectives. Revisions are noted in the table below. Following is a summary of changes to the objectives by goal:

Goal 1 objectives: Revisions were made to include which plans would be referred to when selecting the geographic areas to improve access. There was a global change from “minimize” to “avoid”. A new objective to maintain agricultural productivity was added, which expanded the goal around agriculture beyond simply Agricultural Land Reserve (ALR) protection. Finally, the ministry strengthened the language around sense of urgency to “move forward quickly”.

Goal 2 objectives: Added reference to ensure that future rapid transit expansion could be accommodated.

Goal 3 objectives: Changed “enhance” tourism to “support” tourism to better reflect the scope of this project. Added “reduce congestion-related delays for priority trips”.

Goal 4 objectives: Changed “minimize” to “avoid”.

Draft Objectives	Revised Objectives
<ul style="list-style-type: none">• Improve safety for all modes of travel• Improve access to residential, commercial, educational and employment centres	<ul style="list-style-type: none">• No change• Improve access to designated development centres in the Regional Growth Strategy, Official Community Plans and First Nations Land Use Plans
<ul style="list-style-type: none">• Manage congestion on the corridor• Respect the cultural values of communities• Enhance connections between communities• Maintain agricultural productivity	<ul style="list-style-type: none">• No change• No change• No change• No change

Draft Objectives	Revised Objectives
<ul style="list-style-type: none"> Minimize impacts to agricultural land Acknowledge sense of urgency to move forward Adopt a shared decision-making approach with the [Metro Vancouver] Task Force and participating First Nations 	<ul style="list-style-type: none"> Avoid impacts to agricultural land Move forward quickly Adopt a shared decision-making approach with the [Metro Vancouver] Task Force and participating First Nations
<ul style="list-style-type: none"> Enhance transit convenience and facilitate future expansion Provide safe and convenient options for pedestrians and cyclists Encourage higher occupancy modes of travel [No stated rapid transit objective] 	<ul style="list-style-type: none"> Enhance transit service convenience and facilitate future expansion Provide safe, convenient and comfortable options for pedestrians and cyclists No change Ensure potential future rail rapid transit
<ul style="list-style-type: none"> Improve travel reliability for business and regional goods movements Enhance the B.C. tourism industry Protect the Fraser River for fishing and transportation Support industrial land productivity Reduce congestion-related delays for goods and services trips 	<ul style="list-style-type: none"> No change Support the B.C. tourism industry No change No change Reduce congestion-related delays for priority goods and services trips
<ul style="list-style-type: none"> Minimize loss of habitat for fish, wildlife, birds and marine mammals Improve habitat quality and protect water quality Enhance land- and marine-based recreation Reduce greenhouse gas emissions and other air contaminants 	<ul style="list-style-type: none"> Avoid loss of habitat for fish, wildlife, birds and marine mammals No change No change No change

5 Conclusion and Next Steps

The ministry considered the comments and input received during this engagement period in finalizing the Principles, Goals and Objectives. The complete list of agreed upon principles, goals and objectives can be found in Appendix A.

The options analysis that is currently underway focuses on options development, including the technical, financial, environmental, and regional considerations to identify, shortlist and evaluate the potential crossing options. Project deliverables include:

- Developing the long-list of options
- Finalizing the multiple accounts evaluation framework to shortlist potential options
- Developing the short-list of options
- Identifying the leading preferred option for business case development

During the options analysis process, engagement will continue with the stakeholder groups outlined in Section 3.2 of this report, but will also involve other key stakeholders, including:

- Other Metro Vancouver municipalities (staff and councils)
- Boards of Trade and Chambers of Commerce
- Agricultural Land Commission
- BC Trucking Association
- Delta and Richmond Farmers Institutes
- Transport Canada
- Cycling representative groups
- First Responders
- BC Ferries
- BC Hydro
- Interested community groups and associations
- Major businesses along Highway 99
- General public

Engagement with participating First Nations and the Metro Vancouver Mayors' Task Force will continue throughout the options analysis process to identify a preferred option. Public information sessions are planned for early 2020. Ongoing Project updates will be communicated through Project emails to subscribers and through the Project website.

Following the options analysis, the ministry will develop the business case on the preferred option, with target completion in fall 2020.

Concurrent with the engagement process to identify a crossing solution, immediate safety improvements for the tunnel are underway including new LED lighting, life-safety; and drainage and resurfacing between the Steveston and Highway 17A Interchanges.

For more information:

Website: <https://engage.gov.bc.ca/masseytunnel/>

Email: georgemasseycrossingSCR@gov.bc.ca

Appendix A



Ministry of
Transportation
and Infrastructure



George Massey Crossing Project

Principles, Goals and Objectives

Final

May 16, 2019

Project Principles

Align with
regional
plans and
respect
Aboriginal
Interests

Safety

Reliability

Connectivity



Project Goals

Support sustainability
of Fraser River
Communities

Facilitate increased
share of sustainable
modes of transport

Enhance regional
goods movement and
commerce

Support a healthy
environment

Objectives - Goal #1:

Support sustainability of Fraser River Communities

- Improve safety for all modes of travel
- Improve access to designated development centres in the Regional Growth Strategy, Official Community Plans and First Nations Land Use Plans (including for residential, commercial, education and employment)
- Manage congestion on the corridor
- Respect the cultural values of communities
- Enhance connections between communities
- Maintain agricultural productivity
- Avoid impacts to agricultural land
- Move forward quickly
- Adopt a shared decision-making approach with the Task Force and participating First Nations



Objectives - Goal #2:

Facilitate increased share of sustainable modes of transport

- Enhance transit service convenience and facilitate future expansion
- Provide safe, convenient and comfortable options for pedestrians and cyclists
- Encourage higher occupancy modes of travel
- Ensure potential for future rail rapid transit

Objectives - Goal #3:

Enhance regional goods movement and commerce

- Improve travel reliability for business and regional goods movements
- Support the B.C. tourism industry
- Protect the Fraser River for fishing and transportation
- Support industrial land productivity
- Reduce congestion-related delays for priority goods and services trips



Objectives - Goal #4:

Support a healthy environment

- Avoid loss of habitat for fish, wildlife, birds and marine mammals
- Improve habitat quality and protect water quality
- Enhance land- and marine-based recreation
- Reduce greenhouse gas emissions and other air contaminants