



PORT of  
**vancouver**

Vancouver Fraser  
Port Authority

## Holdom Overpass

# Discussion guide and questionnaire

Phase one public engagement: April 14 to May 15, 2020



# We want to hear from you



## We want to hear from you

Between April 14 and May 15, 2020, the Vancouver Fraser Port Authority is inviting those who live, work and play in Burnaby to share their ideas with us about Holdom Overpass. This is the first of a three-phase engagement process to ensure that, as the project progresses, the community of Burnaby is involved and has opportunities to provide feedback to the project team.

Our approach to public engagement is based on two-way communication, open dialogue, and working together to ensure the community, the environment and the economy are all considered during project planning. This is an opportunity for us to learn from you. We will make sure that your priorities and feedback are reflected and top of mind during planning, design and construction.

## How your input will be used

While we are very early in the design process, we want your feedback to:

1. Refine the guiding principles to guide the project as it progresses
2. Understand your priorities to improve and enhance the public space around Holdom Avenue, including walking and cycling connections
3. Inform the transportation network and how to integrate Holdom Overpass into the existing road network

## When you will hear from us next

We will summarize the feedback received during this phase of engagement and share it with the community in summer 2020. We will bring design options back to the community as part of the second phase of engagement later in fall 2020.

To be notified of project updates and upcoming engagements, sign up for the project newsletter at [portvancouver.com/holdomoverpass](https://portvancouver.com/holdomoverpass)

# We want to hear from you



**Between April 14 and May 15, 2020, you can learn more and provide feedback by:**

## Completing the questionnaire

Read this discussion guide and complete the questionnaire.

## Going online

**Watch the video and share your input online at**

 [portvancouver.com/holdomengagement](http://portvancouver.com/holdomengagement)

## Providing written submission

**Email your submission to**

 [holdomoverpass@portvancouver.com](mailto:holdomoverpass@portvancouver.com)

**Mail your submission to**

Vancouver Fraser Port Authority  
Attention: Project communications

 100 The Pointe, 999 Canada Place,  
Vancouver, B.C., V6C 3T4

## Phoning

 778.957.9444

## The Port of Vancouver and engagement during COVID-19

The Port of Vancouver remains open for business, with the continued flow of Canada's goods through the ports and terminals made possible through the dedicated efforts of the many groups that make up the supply chain, including railway workers and railways, trucking companies and drivers, and the thousands of other workers in Canada's supply chain.

As a federal authority, the port authority must continue to ensure the safe movement of goods and support Canada's economy. Projects like Holdom Overpass support the flow of goods via road and rail. When this extraordinary time ends and the country turns their minds to what happens after COVID-19, the port authority will aim to begin construction on projects such as this that will help keep Canadians working and secure our ability to trade with the world.

We know in-person engagement opportunities are important to any engagement process. In support of the federal government's guidance to practice social distancing to reduce the spread of COVID-19, this phase of engagement will be done entirely remotely. We are happy to speak with anyone who has questions about the project or wants to learn more. We encourage you to call us at 778.957.9444 or email us at [holdomoverpass@portvancouver.com](mailto:holdomoverpass@portvancouver.com). We are planning to offer in-person engagement opportunities in the second phase of public engagement this fall.

## About the Vancouver Fraser Port Authority

The Vancouver Fraser Port Authority is the federal agency, which, on behalf of all Canadians, is responsible for the stewardship of the lands and waters that make up the Port of Vancouver.

Our mandate is to enable Canada's trade objectives, ensuring goods are moved safely through the Port of Vancouver while protecting the environment and considering local communities. We are accountable to the federal minister of transport.

## Infrastructure projects

As the port authority, we are undertaking a number of projects to help enhance movement of trade-related cargo through the Lower Mainland while improving mobility and safety, protecting the environment and alleviating the community impacts of growing trade.

Since 2014, we have been working collaboratively with others in the Gateway Transportation Collaboration Forum—a group of representatives from different levels of government and the goods movement industry—to identify projects that will improve our trade and transportation network to meet growth anticipated by 2030.

The Gateway Transportation Collaboration Forum created the Greater Vancouver Gateway 2030 Strategy to identify smart infrastructure investments to ensure we have an efficient and competitive network to support Canadian trade while also addressing the community impacts of anticipated trade and population growth.

Projects such as Holdom Overpass and the larger Burnaby Rail Corridor Improvements Project will ensure that the region can manage the growth in trade forecasted to 2030.



### Our vision

For the Port of Vancouver to be the world's most sustainable port



### Our mission

To enable Canada's trade objectives, ensuring safety, environmental protection and consideration for local communities

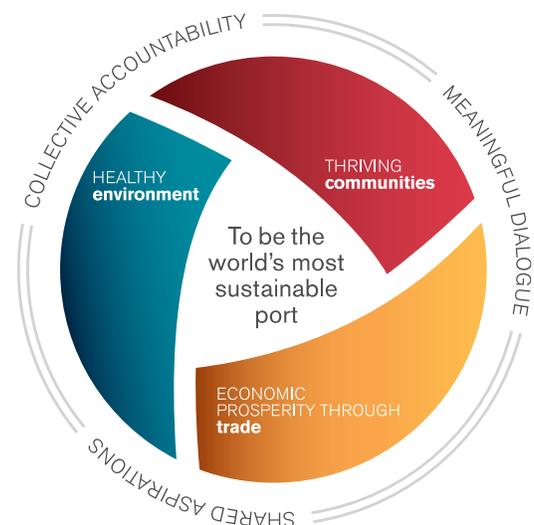


### Our values

- Accountability
- Collaboration
- Continuous improvement
- Customer responsiveness

## Our definition of a sustainable port

We believe a sustainable port delivers economic prosperity through trade, maintains a healthy environment, and enables thriving communities through meaningful dialogue, shared aspirations and collective accountability.



# Project partners

## Canadian National (CN)

CN is a transcontinental railway in Canada and the United States with direct links to major ports on the west and east coasts. CN provides North American customers a competitive rail service with access to key markets in every part of the world.

Safety is a top priority for CN, and it supports objectives and projects that aim to improve safety for all road users near railways.

### How is CN supporting this project?

CN operates trains on the rail line in Burnaby's central valley (known as the Westminster Subdivision). They are the long-term leaseholder of this rail line from Burlington Northern Santa Fe (BNSF). As a funding partner, CN will lead the design and construction of ventilation upgrades for Thornton Tunnel and a new rail siding track in Burnaby to improve the flow of trains between Burnaby and the port terminals in North Vancouver.

## City of Burnaby

Burnaby is a vibrant city at the geographic centre of Metro Vancouver. It has an amazing natural environment, a strong cultural mosaic and thriving town centres.

The City of Burnaby provides facilities and services that support a safe, connected, inclusive, healthy and dynamic community. The City works collaboratively with residents, businesses, organizations and other governments to enhance and protect the quality of life of the people who live, work and play in Burnaby.

### How is the City of Burnaby supporting this project?

The City is working closely with the port authority to ensure Holdom Overpass meets the needs of the community—including improved safety, enhanced access and connections, reduced travel times, and better emergency response. The overpass will also support local goods movements. The City is also working with project partners to explore the long-term effects on traffic, changes to the character of the community, and quality of life for all who live and work in Burnaby. When Holdom Overpass is complete, the City of Burnaby will take ownership of it.



# About the project

## Holdom Overpass

The proposed Holdom Overpass is part of the Burnaby Rail Corridor Improvements Project—a series of road and rail improvements that will improve the flow of trains between Burnaby and port terminals in North Vancouver, and will improve safety and community access by creating more reliable travel times and better emergency response options.

The new overpass will support national trade growth and aligns with the City of Burnaby's transportation plans. In partnership with the City of Burnaby, the port authority is leading the following **transportation improvements**:

- A four-lane overpass extending Holdom Avenue south over the rail corridor and Still Creek and connecting with Douglas Road
- Closure of the existing Douglas Road rail crossing to vehicles

In parallel, Canadian National (CN) is leading the following nearby **rail improvements**:

- Upgrades to the ventilation system for the Thornton Tunnel
- A new rail siding track running from Willingdon Avenue to Piper Avenue, parallel to the two existing tracks, to accommodate trains accessing the Thornton Tunnel

## Questions or concerns

For any questions or concerns about the rail improvements or rail operations, please email CN at

✉ [contact@CN.ca](mailto:contact@CN.ca)

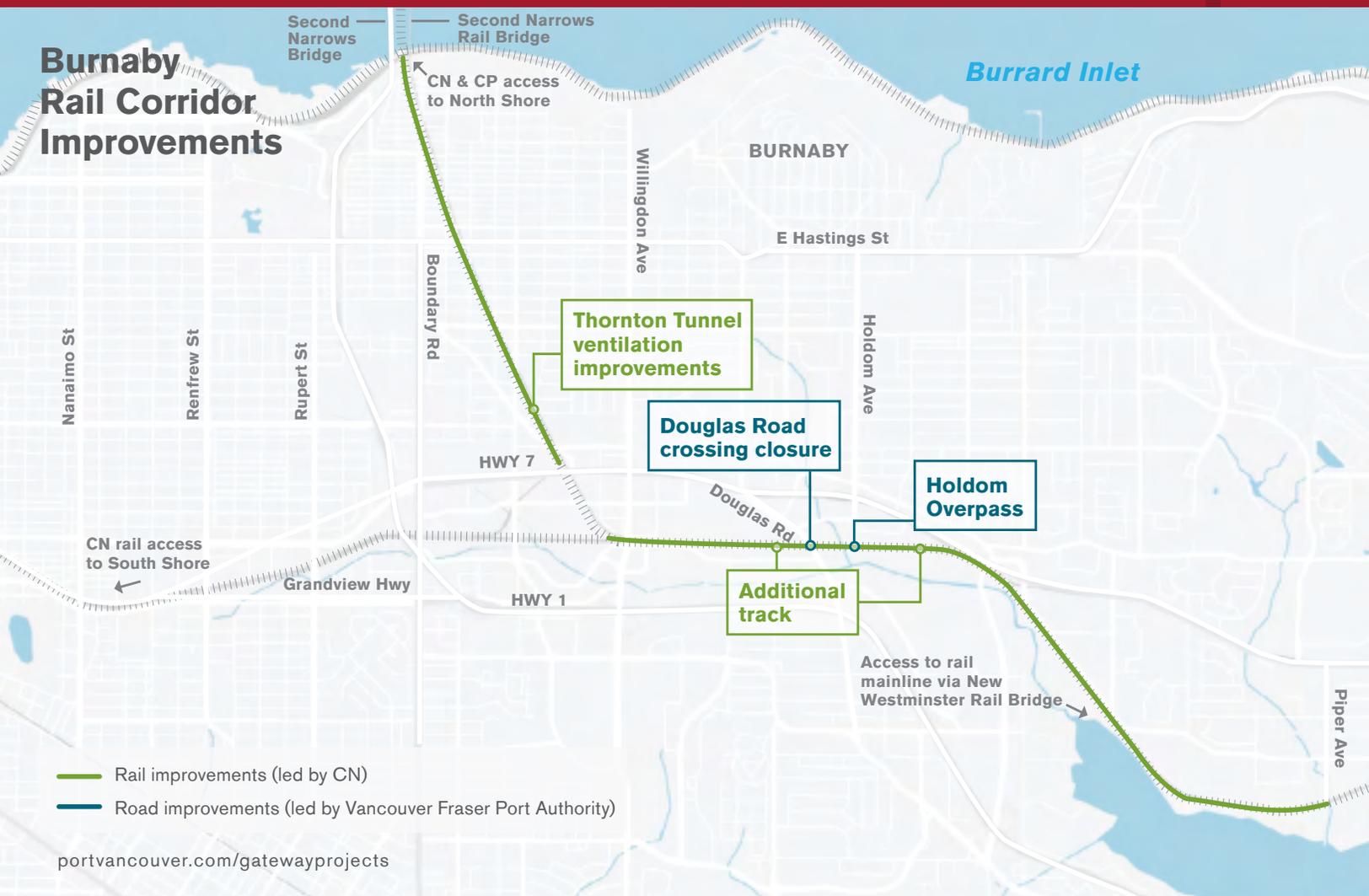
## Fast facts

 Project lead	<ul style="list-style-type: none"><li>● Vancouver Fraser Port Authority</li></ul>
 Project cost	<ul style="list-style-type: none"><li>● \$145 million*</li></ul>
 Funding provided by	<ul style="list-style-type: none"><li>● Government of Canada</li><li>● Vancouver Fraser Port Authority</li><li>● Canadian National (CN)</li></ul>
 Project partners	<ul style="list-style-type: none"><li>● Vancouver Fraser Port Authority</li><li>● Canadian National (CN)</li><li>● City of Burnaby</li></ul>

\*This is for the transportation improvements.



# About the project



In 2018, the port authority received funding from Transport Canada's National Trade Corridors Fund to complete design and construction of the Burnaby Rail Corridor Improvements Project.

# About the project

## Why is this project needed?

One of the purposes of this project is to reduce existing impacts of trade on Burnaby and increase capacity to accommodate trade growth. The rail corridor through Burnaby is the only rail connection to the port terminals in North Vancouver, and is therefore an important link in our supply chain. Trade in Canada is growing, which means increased transportation by both road and rail. The upgrades to the Douglas Road rail crossing will ease the impacts of this growth on the community of Burnaby.

## How long will this project take to build?

The project is in the planning and design phase.

Based on the current project schedule, and subject to city council approval, construction of the project will start sometime in 2022 and will be completed by 2024.

## When will you close the Douglas Road rail crossing to vehicles?

Once Holdom Overpass is built and functional, we will close Douglas Road at the rail crossing to all vehicles. Holdom Overpass will connect to Douglas Road at Norland Avenue, creating continuous access and making the crossing at Douglas Road unnecessary. Also, by closing Douglas Road at the rail crossing, we are reducing the risk of collision between vehicles and trains, and making it safer for road users.



## Current scenario

The existing rail crossings cause delays for commuters and emergency response crews. The table below reflects current train volumes and the delays experienced by road users waiting to cross, including first responders.

	Current train activity		Future train activity
	Daily train crossings	Average daily traffic delays	Daily train crossings
Douglas Road	30	2 hours approximately	As trade increases over the next ten years, train volumes will also increase in order to meet this demand. However, separating the road from the rail crossing will eliminate vehicle or transit delays due to train activity.

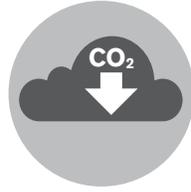
# Project benefits

## Project benefits

Holdom Overpass has many benefits, including better safety and community access through the creation of more reliable travel times and better emergency response options.



**Improved public safety:**  
reduced risk of collisions between trains, pedestrians, cyclists and drivers



**Reduced emissions:**  
reduced emissions and energy use by eliminating vehicle wait times at train crossings



**Better emergency response:**  
faster, easier access to incidents for first responders



**Increased job opportunities:**  
growth in local jobs via growth in trade



**More reliable commutes:**  
improved reliability of roads by eliminating blockages caused by rail traffic



**Public space improvements:**  
creation of public space improvements such as Indigenous cultural recognition, public art, seating, integration of native species in landscaping plans, etc.

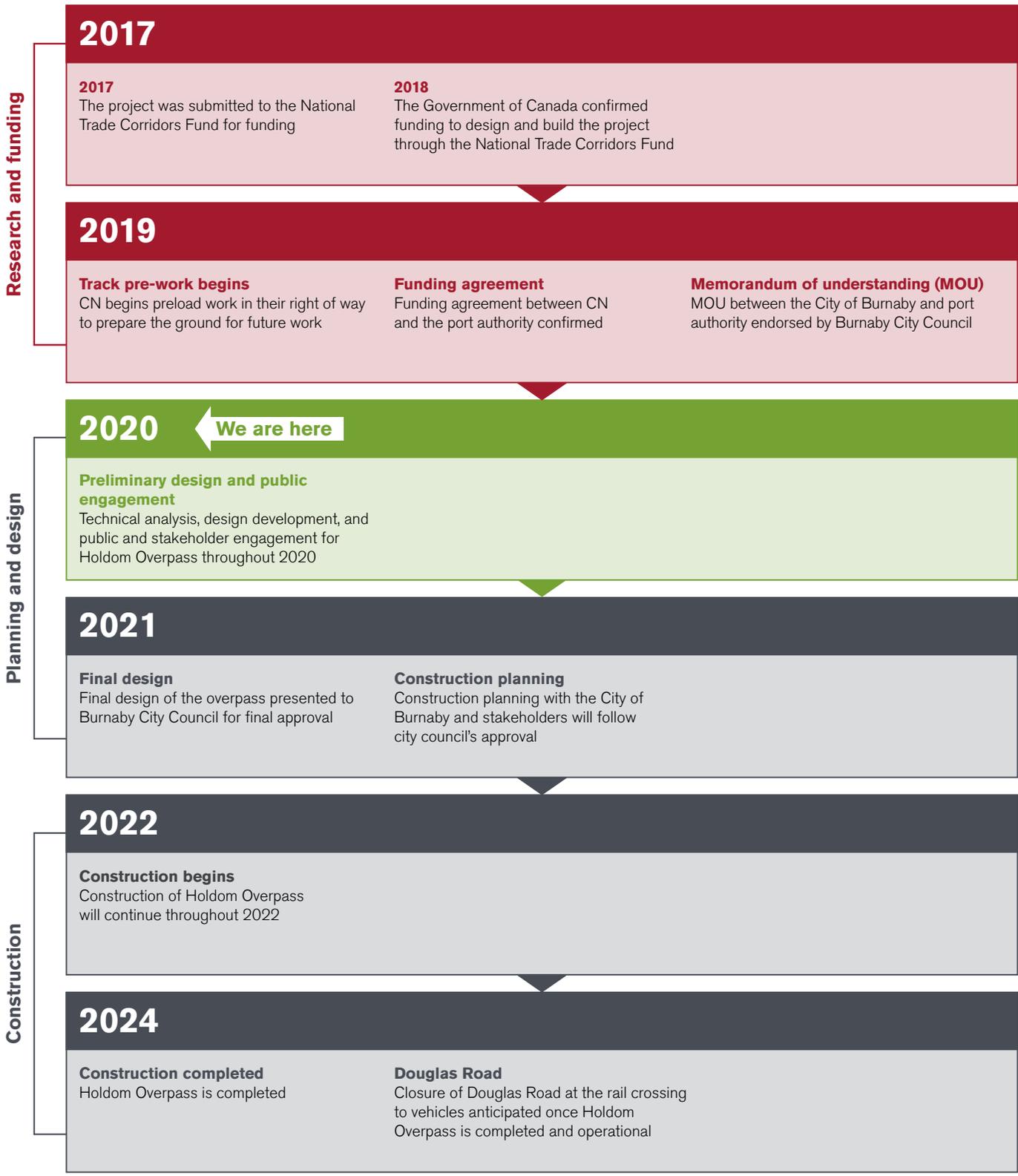


**Reduced congestion:**  
improved mobility for residents and more efficient movement of goods



**Improved connections for walking and cycling:**  
enhanced walking and cycling facilities associated with the crossings

# Project timeline



A separate consultation process with local Indigenous groups is happening in parallel throughout the project.

# Burnaby: local and national context

## Burnaby's role in Canada's trade

The rail corridor in Burnaby is CN's and Canadian Pacific's (CP) rail connection to the North Shore.

Currently, 65% of rail traffic through Burnaby goes to the North Shore. Each day, goods from across Canada and the United States arrive by rail and road to the terminals in North Vancouver for export.

Rail-based transportation is the safest, most cost-effective and environmentally friendly option available to ship goods across land. A single train carries approximately the same amount of cargo as 280 trucks, and eliminates the equivalent emissions produced by 1,100 automobiles.

**1x**  **= 280x** 

## Moving goods by rail

As a key mode of transportation, trains are critical to our region's economy. Trains travelling through Burnaby mostly move goods to and from the port terminals in North Vancouver, and carry goods such as:

- Western Canadian agriculture products, including grain, canola, pulses and others
- Canadian forest products, including pulp, lumber and wood pellets
- Saskatchewan potash
- B.C. metallurgical coal (used for creating steel)
- Vegetable seed oils
- Mineral ores and concentrates
- Fertilizers and sulphur
- Cargo imports and exports

Proud to be part of this community

## Port activities in Burnaby

 [www.portvancouver.com/burnaby](http://www.portvancouver.com/burnaby)

Local port activities annually generate:

  
**1,700**  
local jobs

  
**\$100 million**  
in wages

  
**\$340 million**  
in economic activity

Additional facts:

  
**\$925,698**  
municipal taxes paid by port tenants in 2019

  
**\$60,931**  
paid by the port authority to the municipality for vacant port land in 2019

## The Burnaby Transportation Plan

The City of Burnaby is in the process of updating its transportation plan to guide transportation policies and actions over the next 30 years. It aims to deliver a balanced and inclusive system that offers accessible and safe mobility in support of a healthy, green, prosperous and connected community.

Holdom Overpass was first identified in 1979 by the City of Burnaby as a solution to eventually separate the rail crossing on Douglas Road. On average, the rail crossing on Douglas Road is blocked for two hours throughout the day by moving trains, causing delays for local road users and cutting off access to emergency response vehicles.

To strengthen alignment of this project with the City's draft transportation plan, the port authority also plans to enhance walking and cycling connections and make improvements to the public realm within the project scope.



## Holdom Station Area Plan

Adopted in 2003, the Holdom Station Area Plan is a vision to transform the area around Holdom SkyTrain Station into a thriving urban village guided by development and infrastructure. The plan encourages development of a compact, mixed-use community, centred around the transit station so that residents, workers and shoppers will drive their cars less and walk and ride transit more.

Identified in the plan is the construction of an overpass of the railway at the southern end of Holdom Avenue to connect with the intersection of Douglas Road and Norland Avenue to the south. Once constructed, the Douglas Road at-grade rail crossing will be closed to vehicles.

# Purpose of engagement

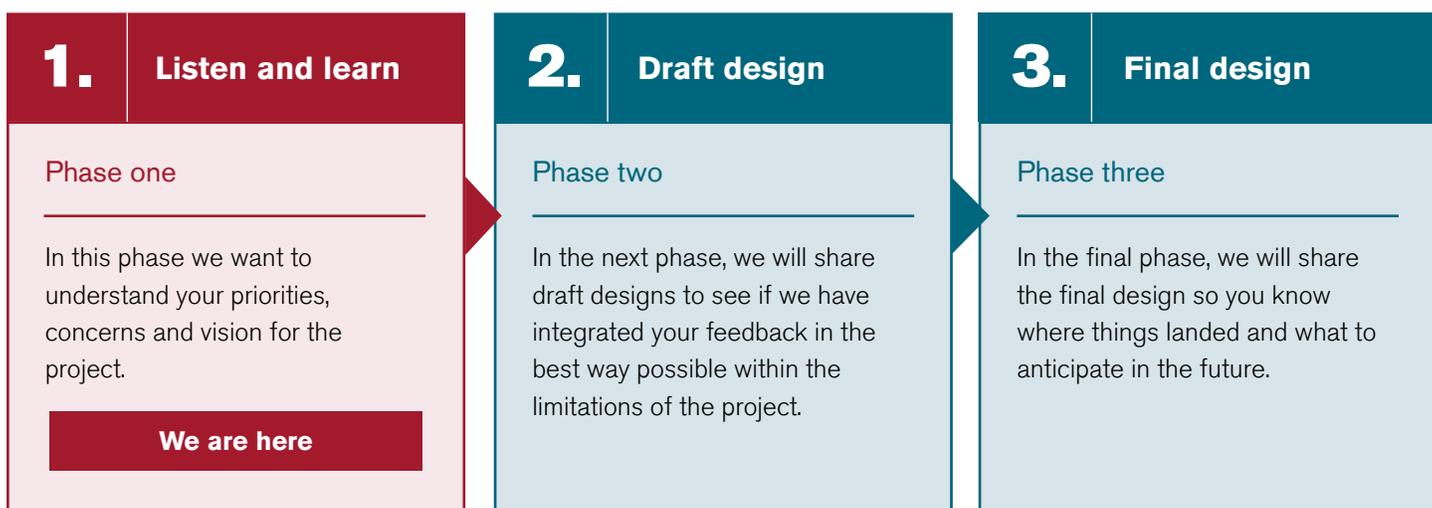


**The following tables highlight what we are seeking your feedback on and what has been decided.**

What we want to learn from you (and why)	
Guiding principles— see page 19	Using the City of Burnaby's draft Transportation Plan, the Holdom Station Area Plan, and the port authority's commitment to enabling trade while protecting the environment and considering communities, we drafted a set of guiding principles for your feedback. Did we miss anything? Are there some that are more important to you?
Transportation network/ connectivity— see page 21	Holdom Overpass will provide a new north-south connection with walking and cycling facilities in a growing town centre. As someone who lives, works, and/or plays in Burnaby, you know your community better than anyone. We need your expertise to improve our understanding of the road network in this area. This information will help inform how to integrate Holdom Overpass into the existing road network and prevent unintended consequences.
Public space improvements— see page 22	Holdom Overpass will provide opportunities to enhance the public space in the surrounding area. We want to know what is important to you. Is it seating? Green space? Lighting?
Recreation use— see page 23	Because this project is close to the Central Valley Greenway and Still Creek, there is potential to enhance recreation activities in the area. Do you currently use the Central Valley Greenway? What opportunities are there for Still Creek?



**We are in phase one of a three-phase engagement process.**

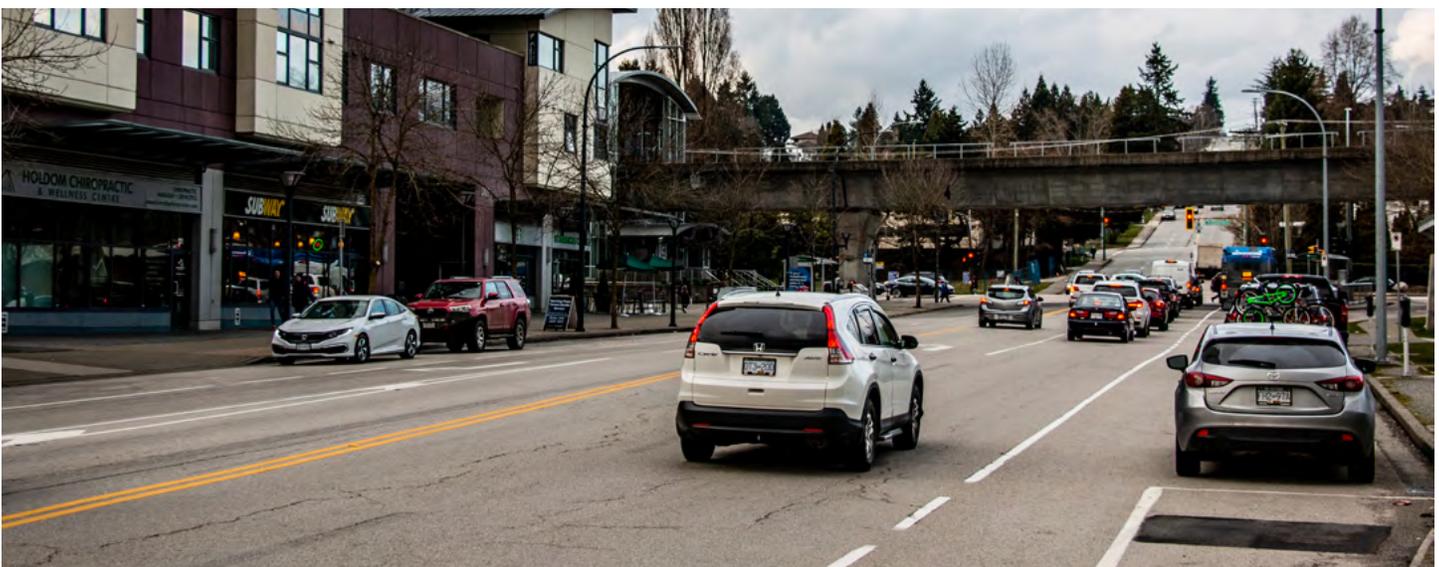


A separate consultation process with local Indigenous groups is happening in parallel throughout the project.

# Purpose of engagement



What has been decided (and why)?	
Holdom Overpass	<p>Through conversations with the City of Burnaby, the location that the port authority originally proposed for the overpass changed from Douglas Road to Holdom Avenue in order to align with the Holdom Station Area Plan.</p> <p>Holdom Overpass will provide a new north-south connection with walking and cycling facilities in a growing town centre, while at the same time eliminating the need for an at-grade road crossing at Douglas Road.</p> <p>When complete, the overpass will have four lanes and a pedestrian and cycling pathway.</p>
Closure of Douglas Road to vehicles	<p>Vehicle volumes on Douglas Road are in the range of 11,000 per day, and this crossing sees approximately 30 trains per day. The rail crossing on Douglas Road is blocked on average for two hours throughout the day by moving trains, causing delays for local road users and cutting off access to emergency response vehicles.</p> <p>Once Holdom Overpass is constructed, the rail crossing at Douglas Road will no longer be needed and will be closed to vehicles. By closing the rail crossing, we are improving safety by reducing the risk of collisions between road users and trains.</p>
Upgrades to Thornton Tunnel and new siding track	<p>As the long-term leaseholder, CN plans to build an additional siding track to accommodate trains accessing the Thornton Tunnel. The upgrade to ventilation in Thornton Tunnel will allow more trains to flow between Burnaby and the port terminals in North Vancouver.</p> <p>Built in 1969, Thornton Tunnel is a single-track tunnel, owned and operated by CN. The upgrades to the tunnel will improve air quality and allow for less time in between trains.</p> <p>The upgrade to ventilation in Thornton Tunnel will allow more trains to travel between Burnaby and the port terminals in North Vancouver.</p>





## About the project

We are hoping to make travel around Burnaby easier and more reliable by building a new overpass extending and elevating Holdom Avenue south over Still Creek and the rail tracks, and connecting to Douglas Road. The project gives us an opportunity to support trade growth and improve safety, community access and reliability for all road users.

In partnership with the City of Burnaby, we are inviting those who live, work and play in Burnaby to share their feedback with us as part of the first phase of engagement for Holdom Overpass.

Please make sure you submit your feedback by May 15, 2020. See the back cover of this guide for more information.

## About the questionnaire

The following questionnaire should take no more than **15 minutes to complete**, and your feedback will help us to determine important aspects of the project and help the design team to make decisions based on priorities you have identified.

In summer 2020, we will share what we heard.

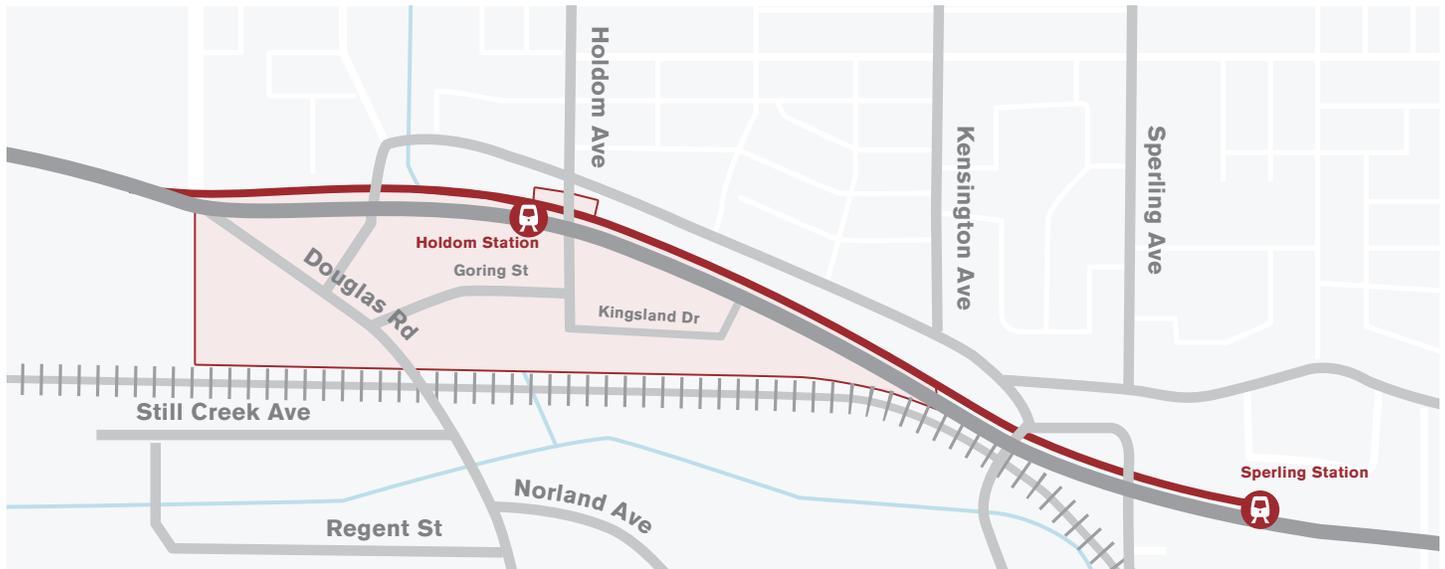
# Questionnaire

## General project questions

**1** What is your postal code?

**2** What year were you born?

**3** How often do you use each of the following modes to travel around the project area?



We consider the project area as the same area outlined in the Holdom Station Area Plan, which is bounded by Lougheed Highway to the north, Kensington Overpass to the east, the railway line to the south, and Delta Avenue to the west.

	Never	Only when necessary	Occasionally	This is my secondary mode	This is my primary mode
Walking					
Cycling					
Taking transit					
Carpooling					
Driving					

# Questionnaire



**4** When you're in the **Holdom Station Area**, are you (check all the boxes that apply):

At home

Travelling through the area to get to another destination; if so, where?

Visiting a destination in the area

Working

Doing anything else?

Doing recreational activities





## Guiding principles

### What are guiding principles?

Guiding principles help the project team understand your priorities and inform trade-offs to ensure that your ideas are front of mind.

### How will these guiding principles be used?

We will use these guiding principles to inform the design of the project, prioritize trade-offs that may be important when making decisions for the project and better plan the project as it progresses towards construction.

### Draft principles

Using the City of Burnaby's draft Transportation Plan, the Holdom Station Area Plan, and the port authority's commitment to enabling trade while protecting the environment and considering community interests, we drafted the following guiding principles for your feedback. Did we miss anything? Are there some that are more important to you? Please take a moment to rate each of the principles and tell us what we missed or how we can make them better.

**5** On a scale of 1 to 5, tell us how important the following draft guiding principles are to you.

During design	1—not important					5—very important				
	1	2	3	4	5	1	2	3	4	5
Principle										
Enable walking and cycling to and across the bridge that is accessible, safe and comfortable for people of all ages and ability										
Support more reliable transit and better access to transit with strategic placement of transit stops										
Improve access for emergency vehicles										
Improve safety for all road users										
Enhance and protect, where possible, existing green space										
Consider the overpass's role in the regional transportation network										
Consider opportunities to enhance recreational use of the Central Valley Greenway and Still Creek										
Design the project with the future in mind, including population growth, densification, compatibility with other work and flexibility to adapt as the area changes										
Protect and enhance the natural environmental features in the area										
Make connections intuitive for all road users										
Design the project to complement the aesthetic of the area										

# Questionnaire



**6** Are there any principles you feel could be improved? If so, how?

**7** Are there any principles missing? Please tell us.



# Questionnaire



## Transportation network

**8** As residents of Burnaby, you know your community better than anyone. We need your expertise to improve our understanding of the road network in this area so that we can avoid unintended consequences. Tell us about your use of the following transportation connections.

	<b>Where are you starting from?</b> (name of a business, address or intersection)	<b>Where are you going?</b> (name of a business, address or intersection)	<b>How are you getting there?</b> (car, transit, walking, etc.)	<b>How often do you make this trip?</b>
Holdom Avenue				
Douglas Road				
Goring Street				
Kingsland Drive				
Norland Avenue				
Still Creek Avenue				
Central Valley Greenway				





## Public space improvements

The project and its proximity to the Central Valley Greenway creates an opportunity to enhance the public space in the area. We want to know what is important to you. Is it seating? Green space? Lighting? What about Still Creek? Do you see opportunities for water activities such as kayaking and/or paddle boarding? We will take these interests into consideration throughout the design process, along with feasibility, space and budget.

**9** What public space improvements would you like to see around the future Holdom Overpass?

	Please check the ones that are important to you.	Please provide an example if you have one.
 Seating		
 Lighting		
 Green space		
 Public art		
 Water fountain		
 Bike racks		
 Enhanced walking connections		
 Enhanced cycling connections		

**10** Are there any additional public facilities or improvements to the public space at Holdom Overpass that we should consider?



**11** Are there any improvements to the Central Valley Greenway near Holdom Overpass that you would like to see?

**12** Are there any recreational activities you would like to do in the area, but currently can't because there are no supporting amenities?

**13** Is there anything we can do to help make the area around the overpass feel safer?

**14** Do you have any ideas for the design of Holdom Overpass or design features (like finishings, look and feel, etc.) we should consider? Feel free to share examples of other bridges or overpasses you like and what you liked about them.



## Other

**15** Is there anything else you would like us to know or consider when planning and designing the project?

## Newsletter

**16** Would you like to sign up for the project newsletter to receive updates?

Yes       No       I am already signed up.

**17** If yes, please provide your email address.

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Thank you for taking the time to provide your feedback about Holdom Overpass.  
We value your input and look forward to working with you on this project.



Please submit your questionnaire by **May 15, 2020.**

# Questionnaire



## For more information:

[www.portvancouver.com/holdomoverpass](http://www.portvancouver.com/holdomoverpass)  
[holdomoverpass@portvancouver.com](mailto:holdomoverpass@portvancouver.com) | 778.957.9444

The information you provide on this questionnaire will be added to the port authority's database for the Holdom Overpass public engagement. This database allows the port authority to maintain a record of contact. If you have submitted a comment, your personal information may be disclosed to the City of Burnaby and/or CN to help with project planning and respond to questions. Your personal information will not be used for any purpose other than to inform the project planning

and design. Any personal contact information you provide to the port authority on this form is collected and protected in accordance with the *Freedom of Information and Protection of Privacy Act*. If you have any questions about Holdom Overpass, and/or the information collected on this questionnaire, please contact the port authority at 778.957.9444 or email [holdomoverpass@portvancouver.com](mailto:holdomoverpass@portvancouver.com)



Thank you for your interest in the project and taking the time to share your feedback with us. We know these are extraordinary times and we hope that you and your families are staying safe and healthy. We look forward to providing in-person engagement opportunities in the next phase of engagement. We encourage you to sign-up for the project newsletter for updates at [www.portvancouver.com/holdomoverpass](http://www.portvancouver.com/holdomoverpass)

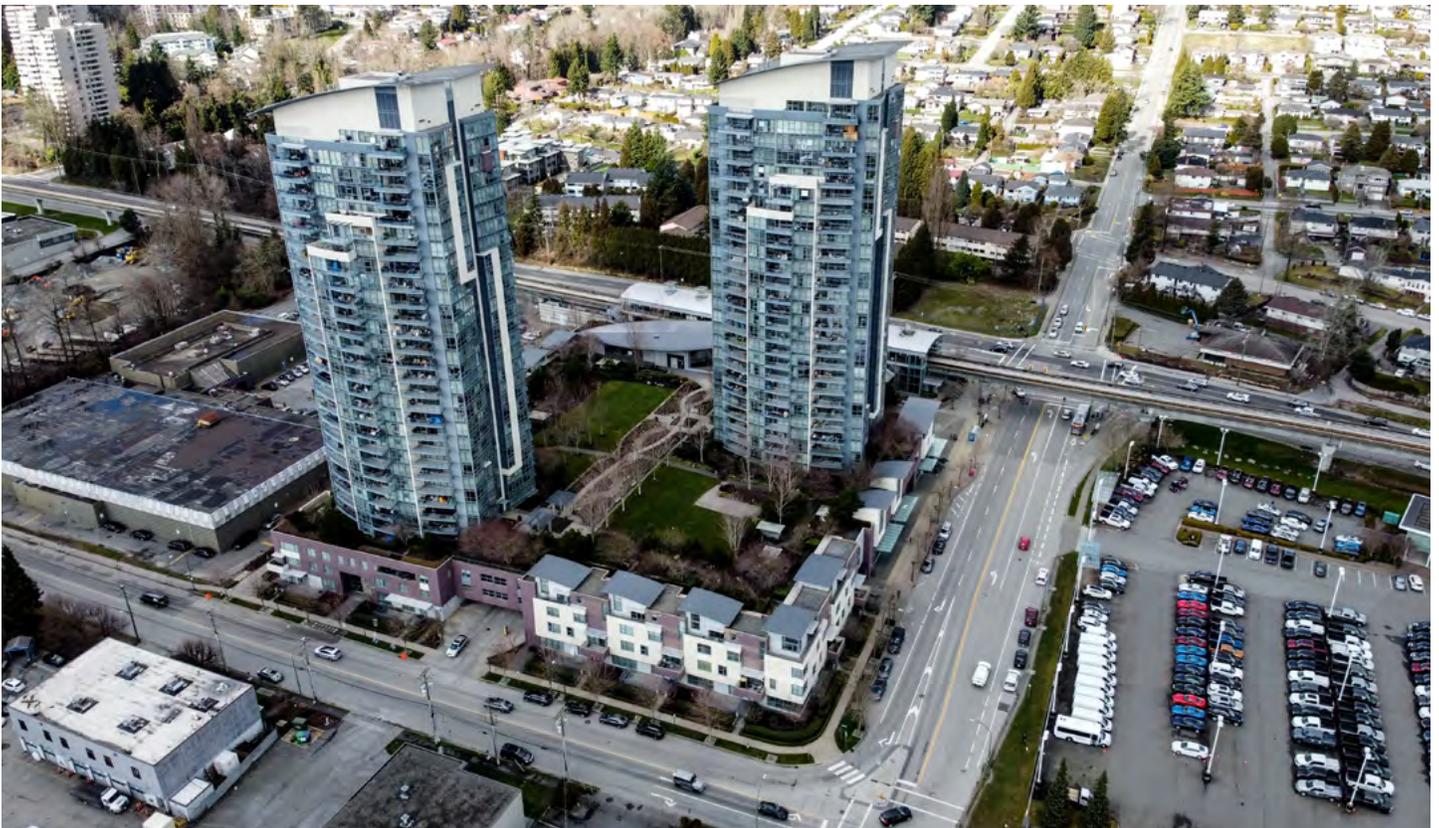
## How your feedback will be used

The feedback received from this phase will be used to:

- Develop a set of guiding principles to guide the project as it progresses
- Understand your priorities to improve and enhance the public space around Holdom Avenue, including walking and cycling connections
- Inform the transportation network, including how to integrate Holdom Overpass into the existing road network

## When you will hear from us next

We will summarize the feedback received during this phase and share it with the community in summer 2020.





PORT of  
**vancouver**

Vancouver Fraser  
Port Authority

## Holdom Overpass

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Please submit your questionnaire by **May 15, 2020.**

How to return your completed questionnaire

**Online:** Complete the questionnaire at  
[portvancouver.com/holdomengagement](http://portvancouver.com/holdomengagement)

**Email:** Scan and email the questionnaire to  
[holdomoverpass@portvancouver.com](mailto:holdomoverpass@portvancouver.com)

**Mail:** Vancouver Fraser Port Authority  
Attention: Holdom Overpass Project Team  
100 The Pointe, 999 Canada Place  
Vancouver, BC, V6C 3T4

For questions regarding the project, please contact the project team at  
[holdomoverpass@portvancouver.com](mailto:holdomoverpass@portvancouver.com)

[portvancouver.com/holdomengagement](http://portvancouver.com/holdomengagement)

Canada