



PORT of
vancouver

Vancouver Fraser
Port Authority

Holdom Overpass

Phase Two Engagement Summary Report





Engagement summary—phase two engagement

Holdom Overpass

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Acknowledgement

The Vancouver Fraser Port Authority acknowledges that the proposed Holdom overpass is located on the traditional territory of the Musqueam and Tsleil-Waututh peoples.

Thank you to everyone who participated and provided feedback as part of the second phase of engagement for the proposed Holdom Overpass. We appreciate your time and value your input. Your feedback will be used to finalize the design of the Holdom Overpass and inform a traffic and construction management plan.

We would also like to thank you for your patience and flexibility as we adapted our engagement process to respond to the pandemic to keep everyone safe while still providing meaningful engagement opportunities.

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.



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

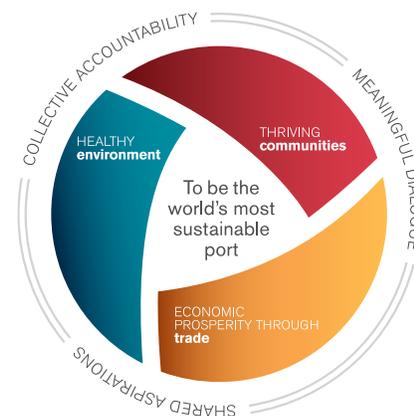


Our values

- 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 world-class transportation leader and trade-enabler. Essential to the economy, the customers and the communities it serves, CN safely transports more than 300 million tons of natural resources, manufactured products and finished goods throughout North America every year. As the only railroad connecting Canada's eastern and western coasts with the southern tip of the U.S. through a 19,500-mile rail network, CN and its affiliates have been contributing to community prosperity and sustainable trade since 1919. CN is committed to programs supporting social responsibility and environmental stewardship. Safety is a core value at CN, and CN supports objectives and projects that aim to improve safety for all road users near railways.

CN operates trains on the rail line in Burnaby's central valley (known as the Westminster Subdivision) and has long-term operating rights on this rail line, which is owned by Burlington Northern Santa Fe. As a funding partner, CN is leading the ventilation upgrades to the Thornton Tunnel and a new rail siding track in Burnaby to improve the flow of trains to and from 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.

The city is working closely with the port authority to ensure the Holdom Overpass meets the needs of the community, including improved safety, enhanced access and connections, reduced travel times, and better emergency response. 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 the Holdom Overpass is complete, the city will take ownership of it.



About the project

Holdom Overpass

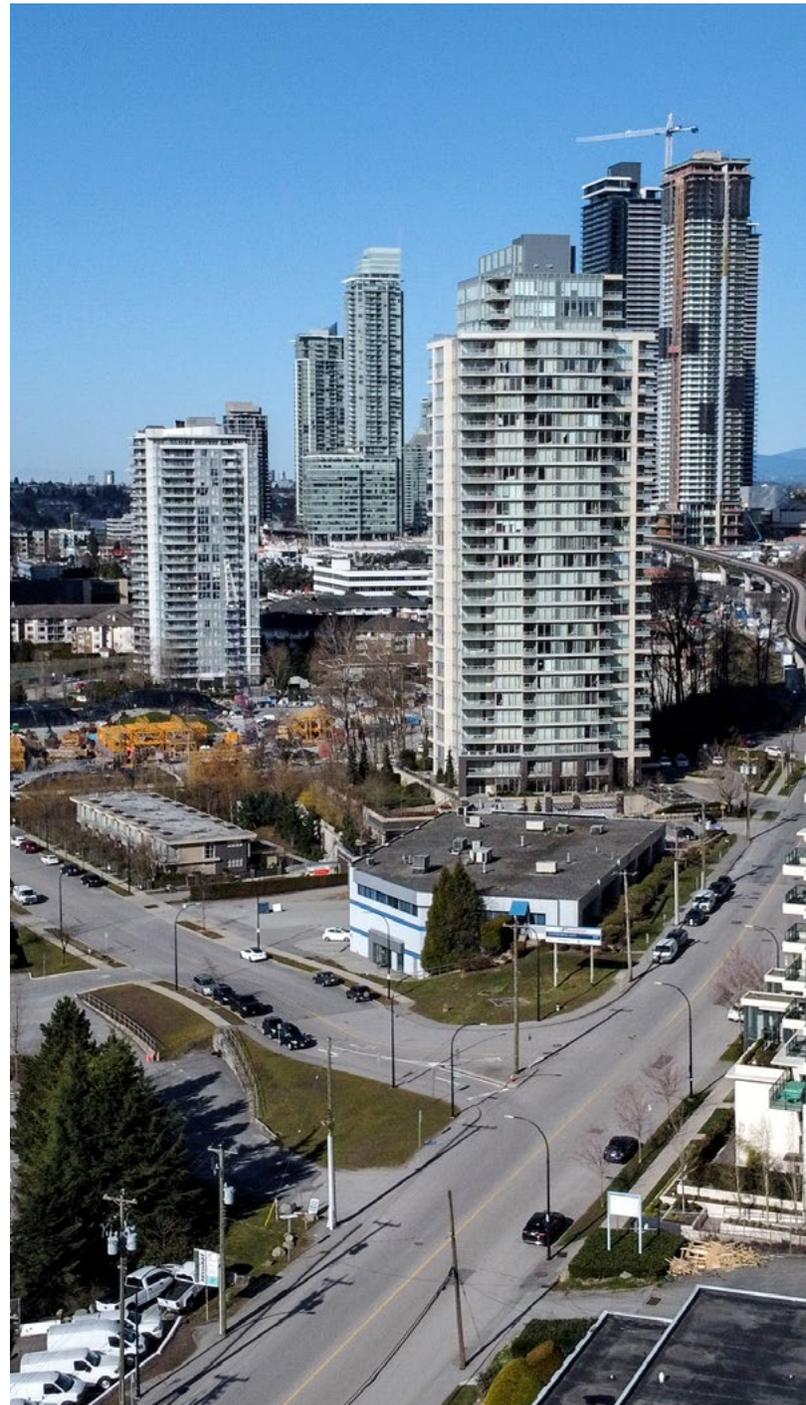
The proposed Holdom Overpass is part of the Burnaby Rail Corridor Improvements Project—a series of road and rail improvements to improve the flow of trains between Burnaby and port terminals in North Vancouver, as well as safety and community access, by creating more reliable travel times and better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

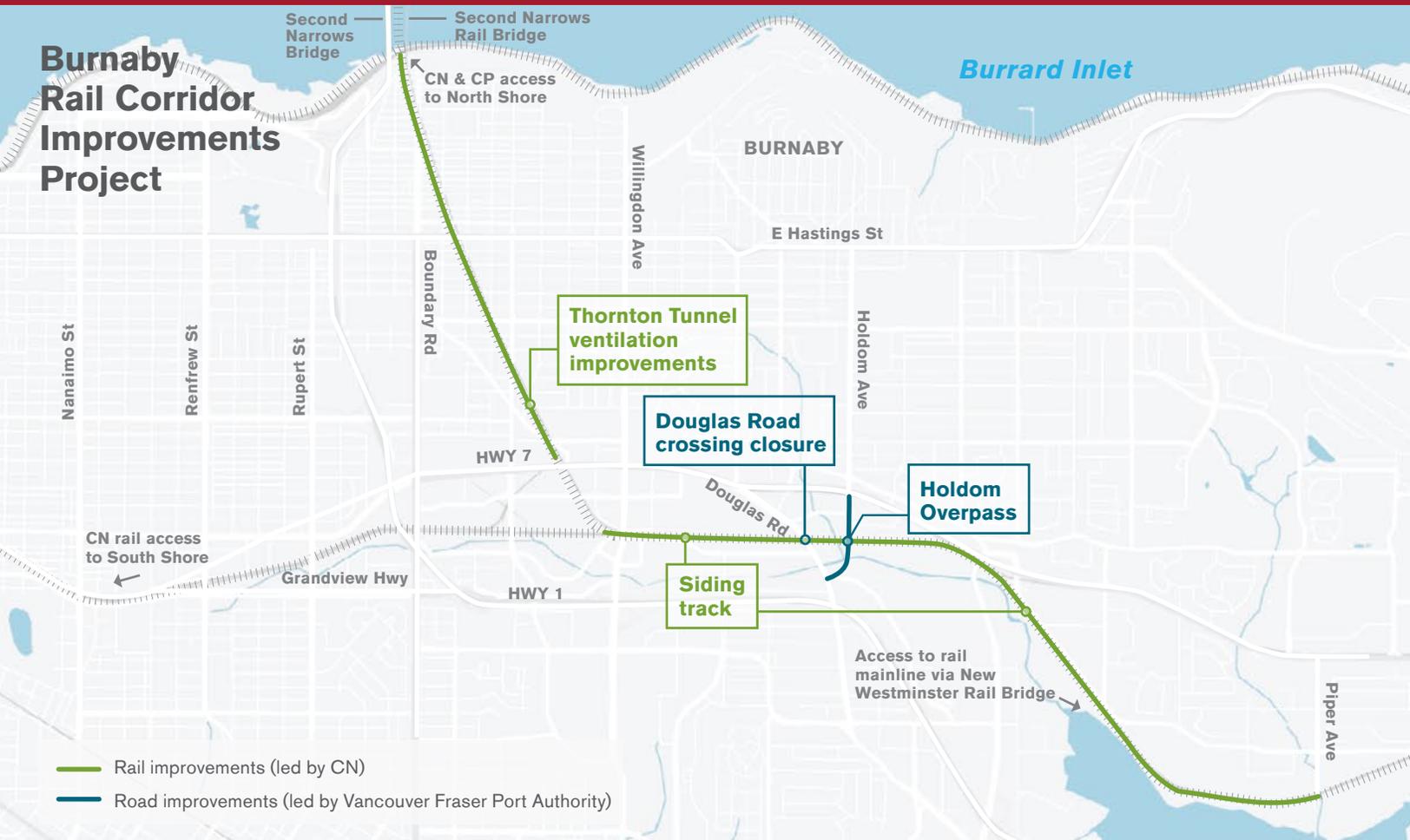
- A four-lane overpass elevating and extending Holdom Avenue south over the rail corridor and Still Creek, and connecting with Douglas Road
- Closure of the existing Douglas Road rail crossing to pedestrians, cycling, and driving

In parallel, CN is leading the following nearby rail improvements:

- Upgrades to the ventilation system for the Thornton Tunnel to reduce the time between trains travelling through the tunnel **Fall 2021**
- A new rail siding track running from Willingdon Avenue to Piper Avenue, parallel to the two existing tracks, to position trains accessing the Thornton Tunnel **Complete**



Burnaby Rail Corridor Improvements Project



Burnaby's role in Canada's trade

As a key mode of transportation, trains are critical to our region's economy. The rail corridor in Burnaby is the main connection to the North Shore for all rail companies. Currently, 65% of rail traffic through Burnaby goes to the North Shore. Trains transport virtually every household product, food and commodity produced in Canada and around the world.

Additionally, using trains to move goods helps keep greenhouse gas emissions down. Trains have exceptional fuel economy and they are one of Canada's greenest modes of transportation. Just one locomotive can haul a tonne of goods more than 220 kilometres on a single litre of fuel. Each year, Canada's railways move more than 84 million passengers and 70% of all intercity freight while producing just 1% of our country's greenhouse gas emissions.

Proud to be part of this community

Port activities in 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

Benefits of trains



1 litre of fuel can
move **1 tonne 220**
kilometres

One locomotive can haul a tonne of goods more than 220 kilometres on a single litre of fuel.



84 million passengers
and **70% of freight**
annually

Each year, Canada's railways move more than 84 million passengers and 70% of all intercity freight.



only 1% of Canada's
greenhouse gas
emissions

All this happens while producing just 1% of our country's greenhouse gas emissions.

Engagement summary

Between March 1 and April 11, 2021, the port authority, in partnership with the City of Burnaby, held the second phase of public engagement for the proposed Holdom Overpass. Because of COVID-19 and the need to practice physical distancing, this engagement was done remotely. To ensure people had meaningful opportunities to learn about the project and talk to staff, we hosted two virtual information sessions and created two project videos and a discussion guide that were posted to the project webpage. We invited people to share their feedback with us by completing a questionnaire, emailing us and phoning the project team. We have summarized what we heard in this report and we will use this feedback to inform the project as it progresses.

The feedback we received in this phase of engagement indicates that participants are generally supportive of the proposed design for the Holdom Overpass. Below are some of the most common themes we heard for consideration from stakeholders and the community.



Overpass design

- Physical separation between pedestrians, people cycling, and driving on vehicles on the overpass would improve safety and increase the likelihood of more people walking and cycling
- Access from the overpass to the Central Valley Greenway for people walking and cycling
- Safety railings along the overpass
- Clear and visible pavement markings and wayfinding signage on the overpass

Public space, cultural recognition, and public art

- Cultural recognition that is inclusive and reflects history in the community and country
- Ensure maintenance issues are considered in design (waste receptacles along the Central Valley Greenway)
- Safety considerations underneath the overpass such as lighting, landscaping, CCTV, etc.
- Linkages to nature by increasing green space and enhancing natural features
- Public amenities such as a washroom, waterfountain, and an e-bike charging station

Transportation network and parking

- The design and transportation network should be accessible for people of all ages and abilities who are walking and cycling
- Walking and cycling connections should be efficient, safe, and direct
- Consider replacing the sliplanes with a four-way signaled intersection design
- Consider a design with roundabouts instead of a four-way signaled intersection
- Consider keeping the Douglas Road rail crossing open for pedestrians and cyclists
- Concern about traffic congestion in the wider transportation network (Broadway, Lougheed Highway, Hastings Street, etc.).
- Concern about on-street parking and how it might be affected, especially on Goring Street, where the residential buildings are located
- Consider an advance green light for pedestrians and cyclists at the intersections to reduce conflicts between vehicles and cyclists turning right
- Concern about short-cutting through the area
- Concern that truck traffic along Holdom Avenue might increase as a result of the overpass
- Consider widening Douglas Road to Highway 1 to accommodate vehicle volumes

Environment and climate change

- This area is an important environmental habitat and is known to have birds present, including sensitive species, which allows for bird watching
- Concern about impacts to Still Creek

Traffic and construction management

- Concern about impact of construction in the area
- Concern regarding traffic congestion and delays
- Maintain access routes for local businesses
- Concern about disruption of the Central Valley Greenway and debris on the greenway
- Maintain access to transit services (bus and SkyTrain)
- Maintain access for building residents via Goring Street
- Limiting construction activities during morning and evening rush hours
- Ensure a good cycling detour that doesn't have bikes going into traffic, is well marked and does not force cyclists to dismount
- Advance notice of construction, clear and visible signage during construction, and realistic timelines

How feedback will be used

We will share the feedback received from this phase of engagement with Burnaby City Council and use it—along with technical analysis, feasibility, and budget—to finalize the design and inform a traffic and construction management plan.

By the numbers

18

stakeholder meetings

11

phone calls

45

emails

4

social media posts

156

completed questionnaires

2,996

combined project video views

117

people in combined attendance at the virtual information sessions

384

engagements on social media

8

requests for hard copies of the discussion guide

Promotion and notification

It is important to us to hear from as many members of the community as possible. With this in mind, we promoted and advertised the first phase of engagement through the following activities:



Media release

We issued a media release on March 1, 2021, inviting the community to learn about the project and share their feedback.



Postcards

We sent 13,439 postcards through Canada Post to all residential and business properties in the project area.



Print advertisements

We ran six print ads in the Burnaby Now print edition between February 15 and April 11, 2021.



Holdom Overpass newsletter

We issued three newsletters between February 15 and April 11, 2021, reaching 366 recipients.



Digital ads

We ran a digital ad campaign through Burnabynow.ca between February 15 and April 11, 2021 that included 472,077 unique impressions and 2,525 clicks.



Social media ads

We ran 4 paid ads between February 15 and April 11, 2020 that reached approximately 334,000 people.

Holdom Overpass

Phase two public engagement



About the project

We're hoping to make travel around and through Burnaby easier by building a new overpass that will extend Holdom Avenue south over Still Creek and the rail tracks, connecting to Douglas Road at Norland Avenue.

The proposed Holdom Overpass will support trade growth and improve safety, community access and reliability for all road users. In partnership with the City of Burnaby, the Vancouver Fraser Port Authority is launching the second phase of public engagement for the project.

How to participate

As part of this phase of public engagement, we want your feedback to:

- Finalize the design for the proposed Holdom Overpass
- Finalize public space improvement options
- Understand your ideas and interests about construction to inform a traffic and construction management plan

In support of government guidance to practice physical distancing to reduce the spread of COVID-19, we will host the second phase of engagement remotely. From March 1 to April 11, 2021, you can learn more about the project and share your feedback remotely by:

Completing the questionnaire

Read this discussion guide and complete the questionnaire at:

portvancouver.com/holdomengagement

Watching the project videos

Watch the videos and share your input online at:

portvancouver.com/holdomengagement

Providing a written submission

Email your submission to:

holdomoverpass@portvancouver.com

Mailing your submission

Vancouver Fraser Port Authority
Attention: Project Communications

100 The Pointe, 999 Canada Place
Vancouver, BC V6C 3T4

Phoning

778.957.9444

Holdom Overpass

Phase two public engagement



March 1 to April 11, 2021

The Vancouver Fraser Port Authority is launching the second phase of public engagement for the project.

How to participate

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Watching the project videos
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Providing a written submission
Email your submission to:
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Mailing your submission
Vancouver Fraser Port Authority
Attention: Project Communications
100 The Pointe, 999 Canada Place,
Vancouver, BC V6C 3T4

Phoning
778.957.9444

Engagement activities

We conducted the following activities as part of the second phase of engagement for the proposed Holdom Overpass.

Stakeholder meetings

Throughout this phase of engagement, we reached out to and met with eight businesses and property owners to share the proposed design for the Holdom Overpass and listen to their feedback. Further meetings are ongoing, and as the project progresses, we will continue to meet with stakeholders. In addition to these stakeholders, we also met with community interest groups, such as active transportation advocates, and others.



If you are a property owner or business operator located within the project area or near the Douglas Road rail crossing and would like to meet with the project team, please email us at holdomoverpass@portvancouver.com.

Virtual engagement sessions

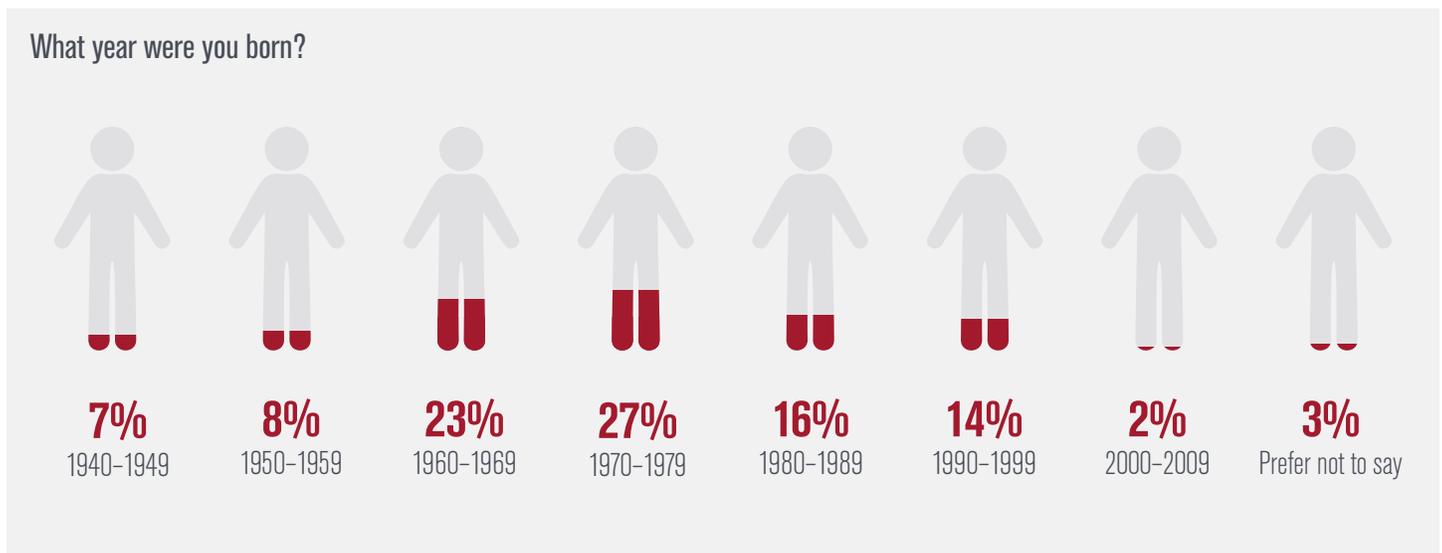
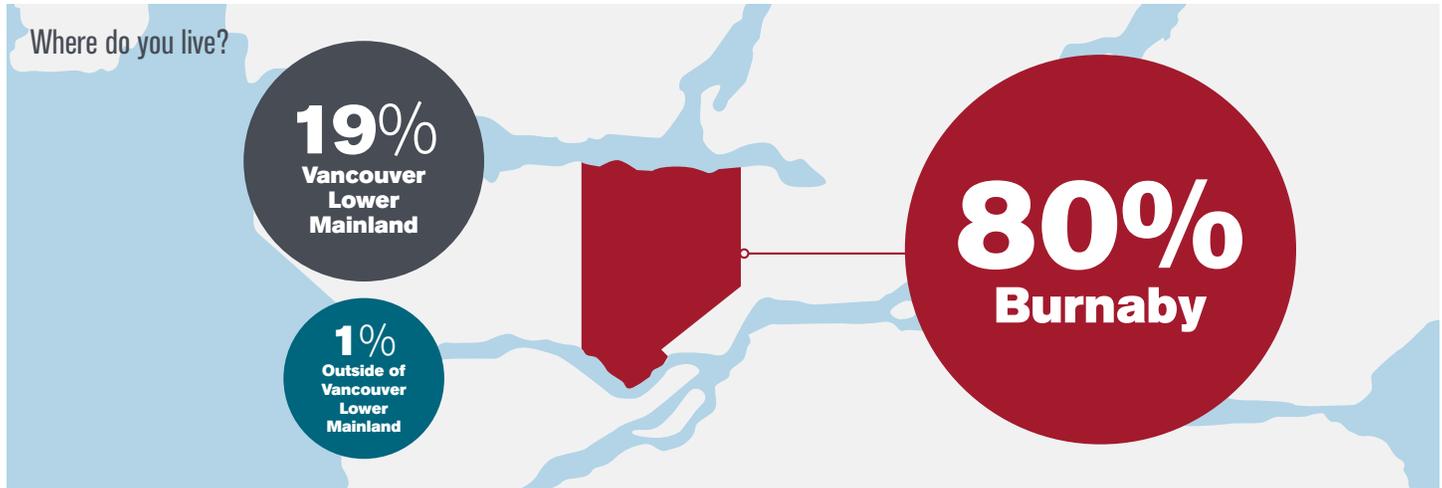
The port authority hosted two virtual engagement sessions on March 7 and March 11, 2021 to share the proposed design of the Holdom Overpass, answer questions, and listen to feedback. 117 people combined attended both sessions. As part of our commitment to share information, we posted a [question-and-answer](#) document on the project webpage that captured all of the questions we received at these sessions. The feedback we received for consideration is reflected in the executive summary on page 7.



Questionnaire

The questionnaire was available online from March 1 to April 11, 2021 at portvancouver.com/holdomengagement. In lieu of offering in-person engagement opportunities, the port authority offered to mail hard copies of the discussion guide and questionnaire to anyone who requested one. The following pages present a summary of the feedback from the questionnaire, which received 156 responses.

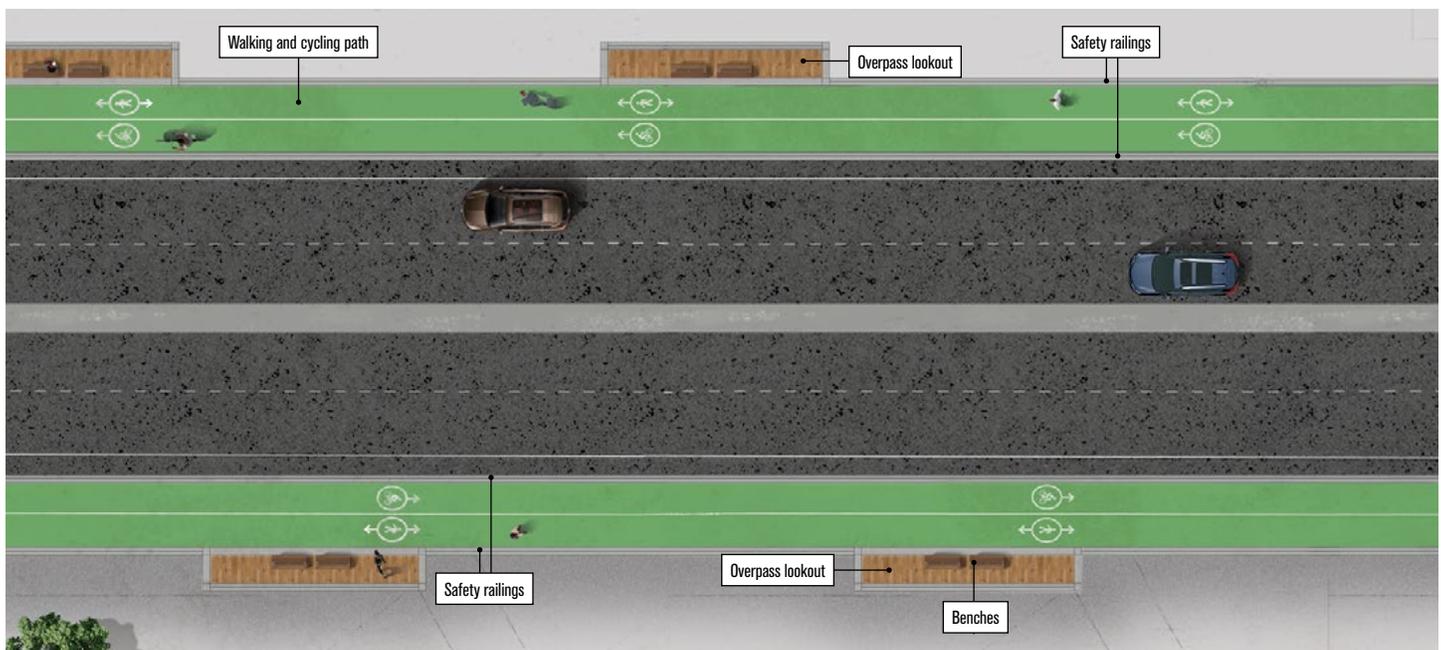
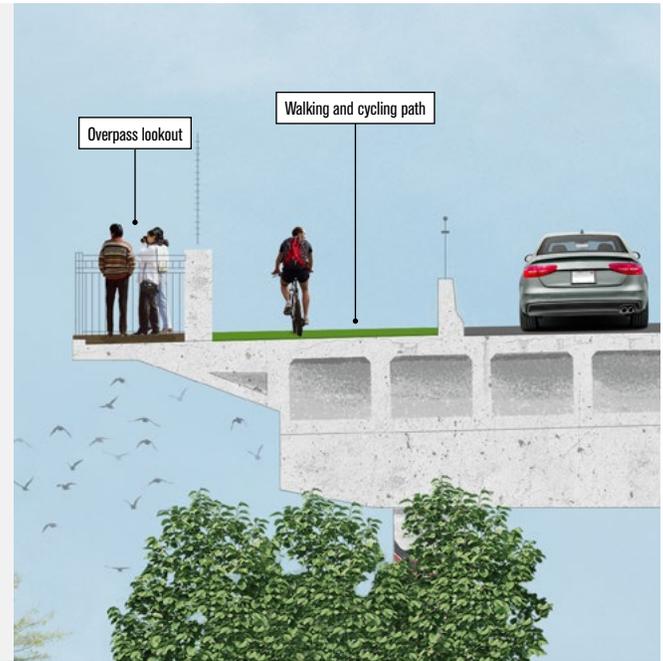
General project questions



We are proposing a separated walking and cycling path on both sides of the Holdom Overpass, physically separated from vehicles. Is there anything about the walking and cycling paths you would like to share with us, for our consideration, as we look to finalize the design?

Comments

- General support for the design of the walking and cycling paths on the overpass
- Consider physical barrier to separate pedestrians and cyclists
- Pedestrian and cyclist paths should be clearly marked with pavement markings and signage
- The pedestrian and cyclist paths should be wider to improve safety



Intersection designs

At the north end of the Holdom Overpass, we are proposing an intersection with traffic signals at Goring Street and Holdom Avenue. We are also proposing to extend Goring Street to the east and connect it to Kingsland Drive. Is there anything you would like to share with us about the intersection, for our consideration, as we look to finalize the design?

At the south end of the proposed Holdom Overpass, we are proposing an intersection with traffic signals at Douglas Road, Norland Avenue and Holdom Avenue. Is there anything you would like to share with us about the intersection, for our consideration, as we look to finalize the design?

Comments

- Traffic lights within the road network should be coordinated to improve the flow of traffic
- The design of the road network should incorporate a passenger pick-up and drop-off area at Holdom SkyTrain Station
- The Douglas Road rail crossing should be left open for all road users
- Consider traffic calming measures to reduce speeding in the area and improve safety for pedestrians and cyclists
- Concern about traffic congestion in the larger road network due to vehicle volumes and poor traffic signal coordination
- The design should maintain access to all roads and properties within the project area
- Intersection designs need to accommodate large trucks turning at the intersections and on/off the overpass
- The design of the intersections should consider separate paths for people walking and cycling
- The intersections should include pedestrian and cyclist activated lights
- The design of the intersections should be large enough to accommodate people waiting at the intersection to cross
- Longer merge lanes and left-turn lanes to avoid long lineup of cars waiting to turn left at the intersections
- The intersections should be well lit and include clear signage and pavement markings to improve safety for people travelling through the intersection
- Ensuring the cycling paths don't abruptly end at the intersections, and safely connect to existing cycling paths in the network
- Concern that the intersections are not designed to be accessible for people of all ages and abilities
- Consider designing intersections with roundabouts to reduce speeding and improve safety

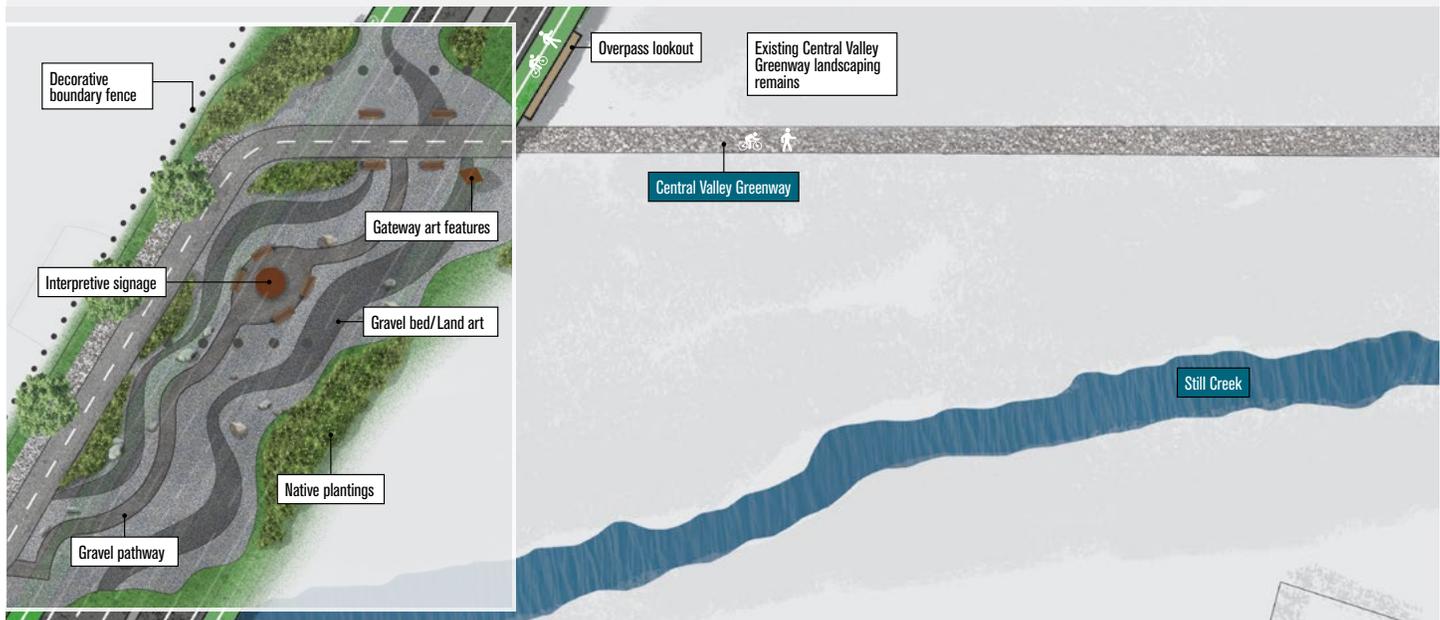


Public space, cultural recognition, and public art

Is there anything you would like to share with us about the public space improvements, for our consideration, as we look to finalize the design?

Comments

- Suggestions for public art and acknowledgement of the history or the area included:
 - ◆ Local Indigenous history and stories
 - ◆ Historical pictures of the area and Burnaby
 - ◆ History of CN
- Ensuring good lighting under the overpass to increase safety of users in the park and on the Central Valley Greenway
- Consider paving the Central Valley Greenway
- Easy and direct access to the Central Valley Greenway for people walking and cycling
- Concern regarding security, vandalism, and homeless encampments under the overpass
- Maximizing green space with the planting of native plant species
- Considerations for amenities such as a bathroom, water fountain, bike pump station, bike racks, waste receptacles, wayfinding signage, etc.
- Expand access to Still Creek and create more natural green spaces that are still functional



Are there cultural, historical or environmental aspects of the project area that you would like us to consider in the design, or highlight in signage and other features of the project?

Comments

- Local stories and artwork honouring the local Indigenous history
- Consider acknowledging CN's history in Burnaby
- Environmental enhancements of Still Creek
- The story of the sunken railway engine
- Incorporate crows into the storytelling or artwork
- Urban graffiti approach, similar to underneath the Granville Street Bridge
- Unique lighting features for art and security; for example, lights along the entire railing that is programmable to highlight the overpass with different colours or features, in addition to lights below
- Information about the local wildlife, including, otters, beaver, herons, salmon, etc.
- Interpretative signage to increase awareness about Still Creek's ecosystem for salmon, roosting area for crows, etc.
- Consider daylighting the creeks in the area
- Consider using interchangeable panels to highlight current local artists
- Water features



Traffic management during construction

What traffic impacts are you most concerned about during construction?

Comments

- Concern regarding traffic congestion and delays
- Maintaining access routes for local businesses
- Concern about disruption of the Central Valley Greenway and debris on the greenway
- Maintaining access to transit services (bus and SkyTrain)
- Maintaining access for building residents via Goring Street



What can we do to reduce construction impacts on you when you are travelling?

Comments

- Clear and visible construction signage that is posted in advance
- Advance notice of construction and traffic impacts
- Communicate up-to-date information and provide realistic time frames
- Limiting construction during peak hours
- Ensure a good cycling detour that doesn't have bikes going into traffic is well marked and does not force cyclists to dismount
- Strong project planning to ensure the project is built efficiently

Is there anything else that you would like us to consider for design or construction planning?

Comments

- Accessible sidewalks during construction for mobility devices and clear paths for strollers or walkers
- Include the community in other aspects of the project, including public art aspects and themes, native species planting, citizen science, etc.
- Ecological drainage systems that integrate rainwater and the nearby landscape
- Consider working directly with people with disabilities to inform the project and make sure the project is really accessible for everyone
- Concern about the noise and activity negatively affecting any wildlife populating Still Creek and the surrounding green area during construction
- Consider embedded carbon in construction materials (e.g., Portland cement) and seeking greener alternatives
- Make it bike friendly by keeping cars and bikes physically separated, and preferably bikes and pedestrians separate as well
- More consistent community updates and more opportunities for community involvement in the project
- Coordinate construction with other construction in the area to minimize the impact
- Consider leaving the Douglas Road rail crossing open for road users
- Concern about increased traffic and rail noise

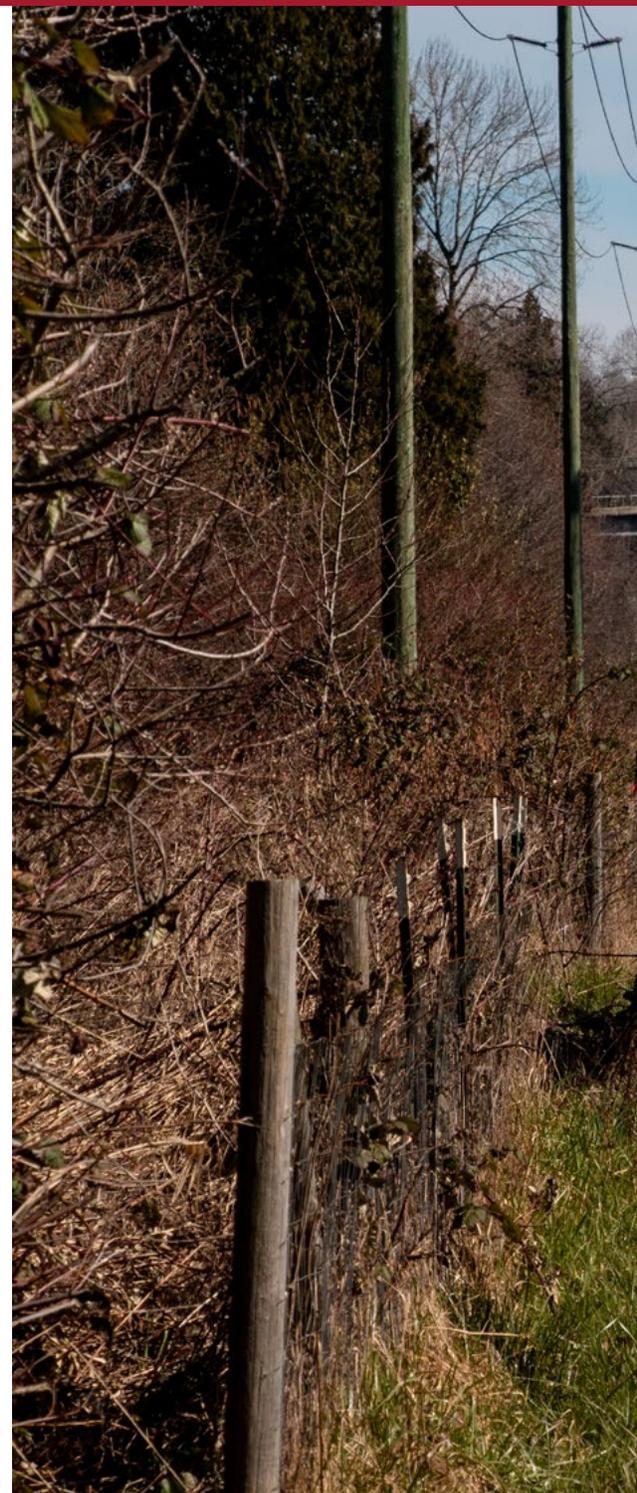
How your feedback will be used

We will share your feedback with Burnaby City Council. Your feedback, along with technical analysis, feasibility, and budget, will be used to finalize the design and inform a traffic and construction management plan.

Next steps

Throughout the summer we will be working to complete a series of studies to understand current ground and environmental conditions. All of this information, along with public feedback, feasibility, and budget, will finalize the design. The next phase of public engagement is planned for winter 2022, at which time we will share the final design with the community prior to presenting it to Burnaby City Council for final approval.

 In the meantime, we encourage you to sign up for the project newsletter at portvancouver.com/holdomoverpass for updates on the project and to be notified of engagement opportunities.







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Port Authority

For questions regarding the project,
please contact the project team at
holdomoverpass@portvancouver.com

portvancouver.com/holdomoverpass

Canada