



PORT of
vancouver

Vancouver Fraser
Port Authority

Port optimization initiatives/Active Vessel Traffic Management

Phase 1 engagement report

Lucent Quay Consulting Inc.

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Acknowledgement

The Vancouver Fraser Port Authority acknowledges that the port optimization and digitalization initiatives will be implemented within the traditional territories of the W̱SÁNEĆ peoples of the Southern Gulf Islands and the Coast Salish peoples in the Vancouver area.

Thank you to everyone who provided feedback during the pre-engagement phase for the port optimization and digitalization initiatives. We appreciate your time and value your input. Your feedback allowed us to learn about your ideas and concerns about the project. We will consider this feedback as planning continues through to detailed development and implementation of initiatives.

We would also like to thank you for your patience and flexibility as we navigate the COVID-19 pandemic and adapt our engagement process to keep everyone safe, while still providing meaningful engagement opportunities.

1. Overview

1.1. Purpose of the document

The purpose of this document is to report on the feedback received from Indigenous groups and stakeholders during phase 1 of the engagement for the port optimization and digitalization initiatives, which will help define the subsequent phases and engagement scope of work. This information is subject to change as the pre-engagement progresses and will be used to inform the future development of the engagement plan.

1.2. 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 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

1.3. 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.



1.4. Port optimization and digitalization initiatives

As cargo volumes in the Port of Vancouver continue to grow, the port authority is working to improve the way we manage vessel traffic within the port to support our vision for the Port of Vancouver to be the world’s most sustainable port. Working with industry and engaging with Indigenous groups, municipalities, and the public, the following initiatives will explore a range of opportunities to increase efficiency and to help better manage the effects of marine vessel traffic on local communities.

1.4.1. Active vessel traffic management

Home to 29 major terminals, the Port of Vancouver handles the most diversified range of cargo in North America: bulk, containers, breakbulk, liquid bulk, automobiles, and cruise. Over 3,000 vessels call at the port each year, and with trade demand anticipated to grow, this number will also increase.

With growth comes increased complexity and challenges in managing the efficient movement of vessels. As such, advanced planning and scheduling is needed to address potential conflicts between a variety of vessel types serving different commodity sectors and other modes of transportation that place demand on waterways. This includes accounting for increasing demand, larger vessels, tidal windows, and transit times to and from terminals within the port.

Active vessel traffic management is the system by which we prioritize and optimize how piloted vessels and tug-and-barge traffic move within the port authority’s jurisdiction for vessel safety and environmental protection. The port authority is designing this new system to manage marine traffic flow at the Port of Vancouver and in southern British Columbia, including the Southern Gulf Islands. This work is being done in cooperation with supply chain partners and industry stakeholders. We are also seeking input from Indigenous groups, various levels of government, and community stakeholders.

The new system is intended to strengthen marine safety, make the flow of goods more efficient, and manage environmental impacts, as well as negative social impacts such as ambient noise and light pollution. It will complement safety and navigation services that the Canadian Coast Guard’s Marine Communications and Traffic Services provide.

1.4.2. Port optimization and digitalization

Concurrently, the port authority plans to optimize and digitalize port operations to improve safety, security, compliance, efficiency, and shipping trade service quality within the Port of Vancouver. This could include:

- **Coordinated data management** across the supply chain to support improved end-to-end goods movement planning
- **Better analytical tools** to help improve cargo movement efficiency
- **Identifying and procuring new digital tools** to further improve efficiency, service levels, and supply-chain collaboration within the Port of Vancouver
- **Process innovation** to incorporate leading practices and emerging technology

1.4.3. Intended benefits

- **Strengthen marine safety:** reduce congestion in the busiest, most confined waters by changing how we prioritize marine vessel movement in and out of the port; and improve compliance and monitoring
- **Reduce environmental impacts:** limit unnecessary vessel movements to reduce noise impacts in southern resident killer whale habitat
- **Make the movement of goods more efficient and reliable:** optimize linkages between road, rail, and marine traffic and reduce vessel wait times at anchorages
- **Reduce social impacts:** implement measures to reduce noise, light, and other community-disruptive activity from vessels at anchor
- **Maintain port competitiveness:** improve port service quality with better tools and infrastructure that add value for customers, and continue to sustain the 115,300 jobs that rely on the Vancouver Gateway

1.5. Vessel anchorages

Outside a port authority's jurisdiction, ships of any size have the right to navigate and anchor wherever it is safe to do so, including around the Gulf Islands. Waterways beyond a Canada Port Authority are a federal responsibility, so the port authority does not normally have direct influence when it comes to managing ships that may be anchored in those areas. However, in 2018, Transport Canada introduced a temporary protocol and asked us to assist by assigning anchorages around the Gulf Islands, with the objective of balancing usage and ensuring an equitable rotation.

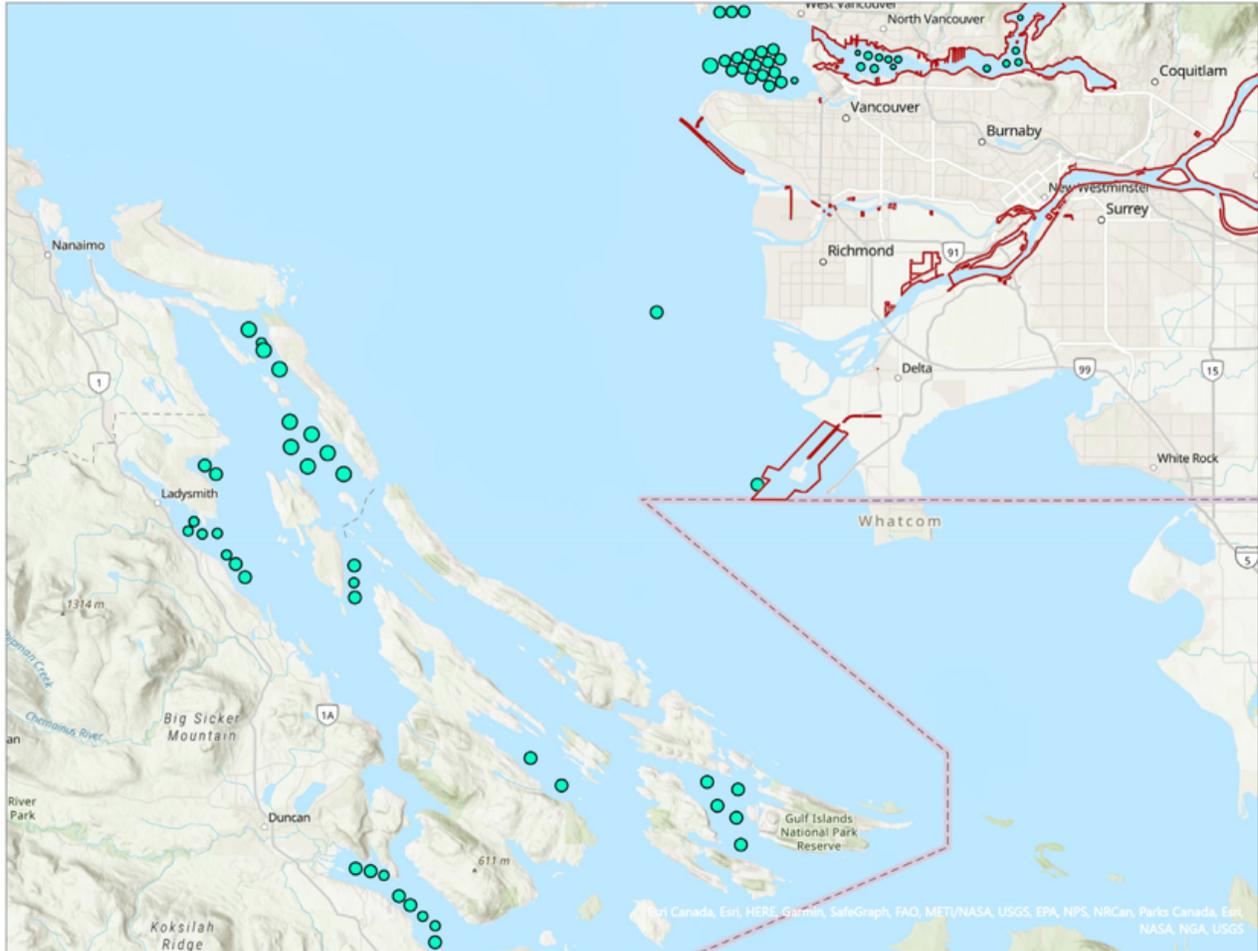


Figure 1: Anchorages administered by the Vancouver Fraser Port Authority (Port of Nanaimo and Port of Victoria anchorages not pictured)

2. Engagement process

2.1. Engagement with industry

In 2020, the port authority undertook an options and feasibility analysis of active vessel traffic management, which included industry stakeholder outreach. The feedback we received highlighted several opportunities from the development of an active vessel traffic management program, which include:

- Reducing inefficiencies in the gateway and associated loss of productivity or costs to users
- Providing a safe, more fluid, and consistent traffic flow
- Building cooperation between the port authority, Canadian Coast Guard, and Pacific Pilotage Authority given the shared responsibilities in some areas
- Using real-time information to make traffic scheduling decisions to meet existing demands and provide a responsive traffic management pattern

In August 2021, the minister of transport [announced](#) that the port authority would work with partners to design a new collaborative system to manage marine vessel traffic and optimize the supply chain flow in 2022, to meet Canada’s growing trade needs through the Port of Vancouver.

To help us better understand the potential opportunities and technical constraints of a new program, we sought input from key industry stakeholders in 2021 regarding critical program requirements. This technical engagement with industry will continue in 2022.

2.2. Indigenous, local government and community engagement

With preliminary input from technical engagement with industry, the port authority initiated engagement discussions with Indigenous groups, various levels of government, and community stakeholders about opportunities to increase port efficiency and to help better manage the effects of vessel traffic on local communities. The anticipated scope and timeline for this engagement originally contemplated, and shared with phase 1 engagement participants, is illustrated in Figure 2 below. Based on feedback during phase 1 engagement, the timeline for phase 2 engagement has been extended to include early fall 2022. The timing for phase 3 has not changed.

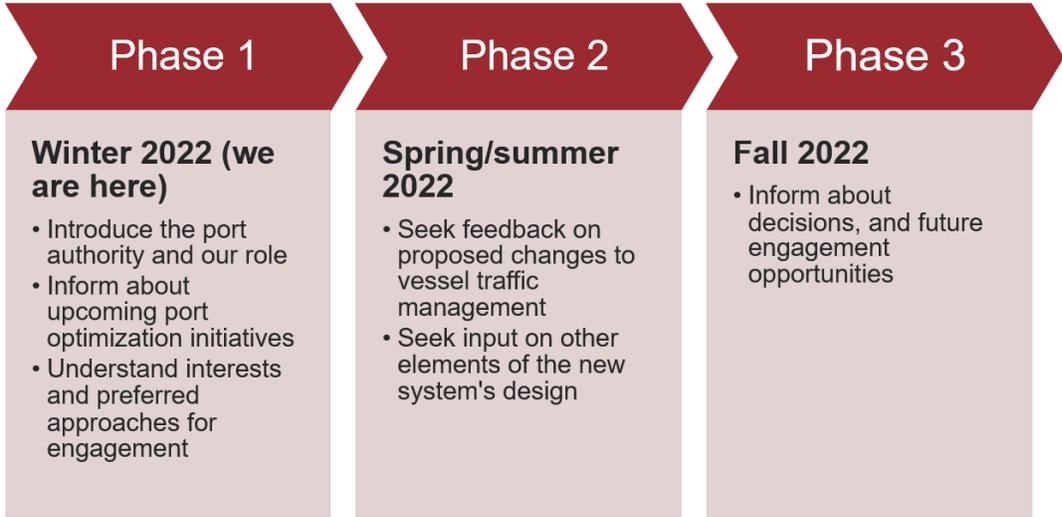


Figure 2: Indigenous, local government and community engagement process

3. Phase 1 engagement process

3.1. Overview

The goal of phase 1, initially intended to be completed by March 31, 2022 and extended to April 15, 2022 to accommodate the availability of invited participants, was to seek input/feedback from the above-noted groups that will support the port authority to design and implement an effective public engagement process. Phase 1 specifically addressed the following topics:

- Interests in the context of this initiative
- Perceived opportunities and challenges for achieving a successful outcome
- How these groups want to be involved as the port authority continues to study opportunities
- Suggestions on the best formats for engaging with the people and organizations they represent
- Suggestions on who else the port authority should engage with

3.2. Phase 1 engagement activities planned and completed

Outreach efforts focused on interested and affected parties that have historically had less involvement with the port authority because they are located outside of the port authority's jurisdiction (Vancouver Island/Southern Gulf Islands, where additional anchorages are located). Invitations were issued to the following groups and organizations on January 31, 2022 to participate in early engagement discussions:

- 25 Indigenous groups and representative organizations
- 13 municipal and regional government organizations
- 7 Southern Gulf Islands (SGI) community stakeholder organizations

The port authority also notified the following groups within our jurisdiction:

- 4 port authority-led community liaison committees
- Metro Vancouver, Richmond, Delta, Surrey, New Westminster, District of West Vancouver

Meetings were completed with:

- Capital Regional District – March 31, 2022
- Gabriolans Against Ferry Anchorages (GAFA) – March 4, 2022
- Islands Trust Council – April 4, 2022
- Leq'a:mel First Nation - March 10, 2022
- Musqueam Indian Band - March 2, 2022
- North Shore Waterfront Liaison Committee – March 11, 2022
- Quw'utsun Nation (Cowichan Nation Alliance) – April 14, 2022
- Salt Spring Island Ferry Advisory Committee - March 4, 2022
- South Shore Community Liaison Committee – March 3, 2022
- Tsawout First Nation – April 5, 2022
- Tsawwassen First Nation – March 28, 2022
- Tseil-Waututh Nation – April 1, 2022

The port authority also attended the Oceans Protection Plan OPP Dialogue Forum on February 2, 2022, and the Southern Gulf Islands Forum on March 14, 2022.

Additional meetings scheduled to take place, pending availability, include:

- Malahat First Nation (date to be confirmed)
- Snuneymuxw First Nation (date to be confirmed)
- Municipality of North Cowichan staff (scheduled on May 30, 2022)
- Cowichan Valley Regional District staff (scheduled on May 30, 2022)
- Port Community Liaison Committee (scheduled on June 14, 2022)

The following have responded to the port authority's invitation or have been in contact with questions, comments and/or requests, and their participation will be deferred to future phases of engagement:

- South Coast Ship Watch Alliance (SCSWA), on behalf of several anchorage watch organizations
- Ruxton Anchorage Watch (deferred to SCSWA for response)
- Anchorages Concern Thetis (deferred to SCSWA for response)
- Salt Spring Island: Protect the Islands Seas (deferred to SCSWA for response)
- Plumper Sound Protection Association (deferred to SCSWA for response)
- Gabriola Island Ferry Advisory Committee (deferred to GAFA for response)
- Chemainus-Thetis-Penelakut Ferry Advisory Committee (request to meet in phase 2)
- Centre for Marine Affairs
- More than 100 private individuals (through the AVTM email inbox)

3.3. Phase 1 engagement materials

The port authority's phase 1 engagement plan included the following materials and notifications:

- Dedicated project webpage on the port authority's website at <http://www.portvancouver.com/marine-operations/avtm/> to make project information available to stakeholders and the public, which includes:
 - Description of the proposed project
 - Sign up section for project updates
 - An introductory AVTM video
 - Contact information to submit questions by phone or email
- Invitation letter to Indigenous groups, local governments, and community interest groups to participate in phase 1 engagement
- Pre-engagement meeting agenda and PowerPoint presentation
- Port of Vancouver optimization initiatives overview - winter 2022

See Appendix 1 for copies of the engagement materials.

4. Phase 1 engagement results

4.1. Indigenous groups

To date, six formal meetings have been conducted with nine Indigenous groups:

- Musqueam Indian Band – March 2, 2022
- Leq'a:mel First Nation – March 10, 2002
- Tsawwassen First Nation – March 28, 2022
- Tsleil-Waututh Nation – April 1, 2022
- Tsawout First Nation – April 5, 2022
- Quw'utsun Nation (Cowichan Nation Alliance) – April 14, 2022
 - Lyackson First Nation
 - Cowichan Tribes
 - Halalt First Nation
 - Penelakut Tribe
 - *Note that Stz'uminus First Nation is a member of the Quw'utsun Nation, but was not able to attend meeting*

Key themes discussed during these meetings were:

- Clarification of the agencies currently involved in managing anchorages and the responsibility for designated anchorages outside of the port authority's jurisdiction
- Clarification of anticipated/intended outcomes (KPIs) associated with the port optimization initiatives, including impact on employment levels
- Availability of capacity funding for Indigenous group participation in the engagement process
- Importance of the Salish Sea and the Fraser River as a food source and cultural resource
- Importance of the Fraser River as a highway system for many Indigenous groups, and the impact of cargo volume growth and increased traffic on traditional access to the river
- Impacts of the movement of goods by road and rail on Indigenous groups and on the duration of vessels anchoring in the Southern Gulf Islands
- How port optimization and digitalization could limit or defer the need for port expansion in Delta
- Noise, light, visual and environmental impacts of existing anchorages and concerns that this could increase if port optimization initiatives result in increased trade activity

- Concerns about potential increased risk of spills and other emergencies and related impacts on Indigenous fish harvesting in the Fraser River; requests for clarification on enhanced safety efforts within port optimization
- Interest in developing a better understanding of the current vessel management protocols and code of conduct requirements
- Requests for discussion of contingency plans, emergency management and economic development in subsequent stage of engagement
- Requests to consider and incorporate Indigenous knowledge and science in developing port optimization initiatives
- Requests for more information to support broader understanding of cargo volume forecasts, such as how forecasts are calculated

Interests and concerns related to Indigenous groups were also identified at the March 14, 2022, Southern Gulf Island Forum hosted by Adam Olsen, MLA for North Saanich and the Islands, which was designed to facilitate discussion amongst stakeholders with respect to the issues of marine vessel traffic and anchorages, as summarized below:

- Concerns about noise and light pollution, and the impact of increased traffic of ships on habitat and use of the Salish Sea as a source of food
- Concern about lack of Indigenous representation on the port authority's industry advisory panel
- Question as to whether AVTM will take Douglas Treaty rights into consideration
- Federal duty to consult, and frustration that Indigenous communities do not have decision-making power over the issues that impact them directly
- Some feelings of loss over places Indigenous communities used to be able to access
- Need for ongoing engagement to build trust before decisions are made
- Concern that increased use of anchorages reflects lack of infrastructure elsewhere in the supply chain

4.2. Local government organizations

To date, meetings have been held with:

- Capital Regional District staff – March 31, 2022
- Islands Trust Council (ITC) – April 4, 2022

Key themes during these meetings were:

- Importance of trade as an economic generator and importance of preserving and protecting B.C.'s islands and waterways
- Concerns about the effect of marine activity and accident potential on areas of archeological and spiritual importance to Indigenous groups
- Importance of involving Indigenous groups and considering Indigenous title and rights; noted that the Southern Gulf Islands are home to more than 30 Indigenous groups with overlapping interests
- Support for the intent of Interim Protocol Agreement established by Transport Canada to equally share the distribution of anchorages, but concern that it is not well understood, and that effective enforcement continues to be an issue
- Concern about the timeframe of any commitments arising out of the engagement process, given that in the past, the port authority had committed not to assign container vessels to Southern Gulf Island anchorages
- Preference for in-person community discussion sessions and recognition that online engagement using Zoom has been well-received during the pandemic. Social media channels are also effective for communications

- Suggestion to invite transborder participation in subsequent phases of engagement, specifically San Juan County
- Suggestion to consider an advisory panel, comprising local residents and Indigenous groups, to address issues such as a code of conduct for anchored vessels

4.3. Community stakeholder organizations

Meetings were held with:

- South Shore Community Liaison Committee – March 3, 2022
- Gabriolans Against Freighter Anchorages – March 4, 2022
- Salt Spring Island Ferry Advisory Committee – March 8, 2022
- Canadian Marine Advisory Council meetings on March 8-9, 2022, hosted by Transport Canada
- North Shore Waterfront Liaison Committee – March 11, 2022
- Southern Gulf Islands Forum on March 14, 2022, hosted by Adam Olsen, MLA for North Saanich and the Islands

Key themes discussed during these meetings were:

- Support for the port authority's objectives of reducing the environmental and community impact of freighter anchorages in the Southern Gulf Islands; some groups advocated for eliminating these anchorages
- Recognition of jurisdictional challenges associated with Southern Gulf Island anchorages, and optimism that that these jurisdictional issues can be resolved with the support of Transport Canada and the province of British Columbia
- Support for initiatives that improve the efficiency of freighter traffic in areas within the port authority's jurisdiction to reduce reliance on Southern Gulf Island anchorages, such as implementing a vessel arrival system
- Recommendation to develop a shared, common understanding of what the ships are doing when they are anchored in the Southern Gulf Islands, and to improve communications between the port authority and affected residents
- Support for open house/town hall type meetings to engage a wider stakeholder audience, including local residents and businesses, chambers of commerce, harbour authorities, other levels of government, scientists, environmental groups, schools and school boards
- Questions about the effects of a new AVTM on recreational boaters
- Questions about how a new AVTM will improve safety and compliance
- Recommendations to engage with information and discussion on how anchorage usage in Southern Gulf Island waters can be reduced, and the ways in which a new AVTM system will address environmental, safety, and social concerns
- Recommendations to consider and incorporate previous input provided through the Transport Canada's Oceans Protection Plan engagement, as well as studies conducted by local anchorage groups and environmentalists
- Ensure that all residents and interest groups have access to the same base level of information, through advertising in local newspapers and online forums
- Interest in participating in subsequent phases of engagement
- Concern that the port authority's phase 1 engagement was scheduled to be complete by March 31 (extended to April 15)

While the Gabriola Ferry Advisory Committee deferred formal participation until subsequent phases of engagement, its representative provided the following comments by email and agreed to have them included in the record of pre-engagement.

Effective forms of notification on Gabriola are the noticeboard at the store, the local newspaper (The Sounder), BC Ferry bulletin board and Facebook.

Anchorage are controversial on Gabriola for several reasons – from the ferry perspective, this is particularly because one of the anchorage locations is in the path of the ferry route, with potential to delay ferry arrival time.

4.4. Summary of feedback from all sources

4.4.1. Balancing trade-related and community interests

Strong, polarized opinions: Some would prefer for the anchorages not to be there at all (approximately 115 individuals who emailed to request that Southern Gulf Island anchorages be eliminated). Others focused their input and feedback on increasing accountability and limiting growth in anchorages, while also accommodating economic growth and prosperity through trade.

Limited interest in broader port optimization initiatives and in facilitating trade: Most participants' feedback focused specifically on Southern Gulf Island anchorages, and what can be done to limit their impact. Few participants expressed understanding of, or interest in, the link between enhanced operating efficiency and the potential to reduce the duration of vessels at anchor. Some noted that improved oversight and better coordination within the supply chain would help to reduce the need for anchorages.

4.4.2. Governance and accountability

Lack of jurisdictional clarity: Some participants are aware that the port authority does not have legal jurisdiction to enforce changes in Southern Gulf Island anchorages and therefore do not see a viable resolution, and/or want to instead engage directly with Transport Canada, the federal agency responsible for decisions related to the location of designated anchorages.

Inconsistency of port authority and Transport Canada regulations: The port authority has well-defined rules and regulations for anchorages within the Port of Vancouver. These rules do not apply to Southern Gulf Island anchorages, and some suggested they should be, although the port authority does not have jurisdiction to do so.

4.4.3. Environmental impacts

Importance of protecting the health of the Salish Sea and the Fraser River as trade continues to grow: The Salish Sea and Fraser River are important ecological resources, parts of which are protected marine conservancy areas. They support a range of marine wildlife and are particularly important as an Indigenous cultural resource, a food source, and an area that provides rearing habitat for southern resident killer whales. Some participants asked if the port authority is also engaging with scientists and environmental conservancy groups to help design the new system.

4.4.4. New AVTM system design

Desire for a broader focus in designing the new system: Some participants expressed frustration with the current system structure, suggesting that the practice of establishing, allocating and monitoring anchorages to date has focused primarily on supply chain needs. Participants would like the new system to also consider local community priorities.

Measures of success: Participants would like the new system to include specific, measurable target outcomes/results, as well as increased reporting to help improve transparency and accountability.

4.4.5. Engagement process

Importance of broad and timely engagement: Some participants shared concerns about the timing of engagement within the context of the March 31, 2022 deadline, while others expressed appreciation for the (early) opportunity to provide input. Some First Nations also noted expectations regarding duty to consult with Indigenous groups on matters of policy, which may take some time.

Suggestions for future engagement topics: Participants provided a range of suggestions, including seeking input on key features of a code of conduct for vessels at anchor, measures to ensure environmental compliance, prioritization of vessel types, potential for incentives and disincentives, feedback on results of the new AVTM system once implemented, and information on industry efforts to better coordinate their respective parts of the supply chain to improve overall efficiency.

Skepticism about how consultation will be used to shape changes: Some expressed concern about the benefits of participating, including whether their input will be considered, given past decisions and continued growth in trade. Others noted a need for trust and relationship building first.

Importance of capacity funding to support Indigenous participation: Several First Nations requested capacity funding.

5. Consideration of feedback

Key theme	Port authority response
Importance of protecting the health of the Salish Sea and the Fraser River as trade continues to grow	<p>Managing environmental impacts and negative social impacts, such as ambient noise and light pollution, are key desired outcomes of this process.</p> <p>We know from our work on the Enhancing Cetacean Habitat and Observation (ECHO) Program over the past five years that by limiting unnecessary vessel movements we can reduce noise impacts in southern resident killer whale habitat.</p> <p>While the current system focuses on regulatory marine safety, the new system would look at much more than this – adding another important layer that considers the needs of communities, customers, supply chain leaders, and the environment.</p> <p>The new system is intended to better manage environmental impacts, as well as negative social impacts such as ambient noise and light pollution and will complement safety and navigation services that the Canadian Coast Guard’s Marine Communications and Traffic Services provide.</p>
Importance of broad and timely engagement	<p>The phase 1 (pre-engagement) period was extended beyond the initial March 31, 2022, deadline to accommodate additional meetings.</p> <p>Engagement will continue through 2022, and may extend into 2023, if needed.</p>
Lack of jurisdictional clarity; inconsistency of port authority and	<p>International laws of the sea allow vessels to anchor if they need to. This law, which has been in place for many years, is fundamental for marine safety and protection of life.</p>

Key theme	Port authority response
Transport Canada regulations	<p>Outside a port authority’s jurisdiction, ships of any size have the right to navigate and anchor for a reasonable period of time wherever it is safe to do so, including around the Southern Gulf Islands.</p> <p>Recognizing this important constraint, the work we are doing now focuses on better managing vessels when they are at anchor and also working to improve the supply chain so that a vessel’s dwell times at anchor are as short as they can be.</p> <p>Recognizing local concerns about anchorages in the Southern Gulf Islands, Transport Canada introduced a temporary protocol in 2018, which gives the port authority responsibility to assist in assigning vessel anchorages outside of our jurisdiction. Through this unique arrangement, we assign anchorages around the Gulf Islands with the objective of balancing usage and ensuring an equitable rotation.</p>
Strong, polarized opinions	<p>Our job as the port authority is to appropriately consider input and feedback from all parties, such as communities, industry, Indigenous groups, and expert advisors, and to ensure that everyone has an opportunity to share their views.</p>
Desire for a broader focus in designing the new system	<p>Port optimization and digitalization initiatives are being explored concurrent with changes to active vessel traffic management, with a focus on strengthening marine safety and managing social and environmental impacts.</p> <p>AVTM is one component of our broader exploration of port optimization and digitalization, which is exploring a wide range of initiatives, including safety, security, compliance, efficiency, and shipping trade service quality within the Port of Vancouver.</p> <p>Active vessel traffic management has a focus on increased terminal berthing predictability and vessel movement efficiency to help vessel operators better plan. Once implemented, the system has the potential to improve turnaround times and improve marine safety.</p>
Suggestions for future engagement topics	<p>We appreciate all suggestions and will consider these as we plan future phases of engagement. Based on feedback to date, our intended focus for phase 2 engagement is to:</p> <ul style="list-style-type: none"> • Inform how vessel traffic and anchorages are managed and how increased efficiency will help better manage the effects of anchorages on local communities • Consult on the following elements of the new AVTM: code of conduct, complaint resolution, information sharing, and ensuring equity in anchorage management
Measures of success	<p>Our intended outcomes are to:</p> <ul style="list-style-type: none"> • Strengthen marine safety • Reduce environmental impacts

Key theme	Port authority response
	<ul style="list-style-type: none"> • Make the movement of goods more efficient and reliable • Reduce social impacts • Maintain port competitiveness <p>As part of phase 2 engagement, we welcome feedback on information sharing, including what measures people have interest in for reporting purposes.</p>
<p>Limited interest in broader port optimization initiatives and in facilitating trade</p>	<p>Our goal is to identify and appropriately address key areas of friction. While we aren't responsible for determining Canada's need for trade-related vessel movements, by working together we can strengthen marine safety, reduce environmental and social impacts, maintain our port competitiveness, and achieve our vision to be the world's most sustainable port.</p> <p>We appreciate that not everyone agrees with everything we do. It's not easy to manage everyone's interests, but by listening and seeking opportunities to address challenges and concerns we will not only improve, but also identify novel solutions to complex challenges.</p>
<p>Skepticism about how consultation will be used to shape changes</p>	<p>We will use the results of phase 1 engagement to help us design a successful engagement program that:</p> <ul style="list-style-type: none"> • Focuses on what is important to Indigenous groups and local communities • Appropriately informs people and invites input in formats that work best for them • Considers the input received and shares how input has been reflected in the decisions we need to make. <p>In subsequent phases of engagement, we will invite input and feedback on specific design elements of our new AVTM system, including specific aspects of the system design as part of upcoming phase 2 engagement.</p>
<p>Importance of capacity funding to support Indigenous participation</p>	<p>The port authority offered initial funds for the early engagement process, with a further review if this is determined to be insufficient to address the costs associated with the expected level of participation</p>

6. Recommendations for phase 2 engagement

6.1. Engagement approach, tools and tactics

Inform the public first, then consult if/where possible: Recognizing that many people don't understand why anchorages are needed, how the existing system works, and how it came to be, some participants recommended that prior to seeking public input on the new system, it may be helpful to provide more information on what the new system is intended to do. This could include more information about plans to shift focus away from only safety to also include things like increased efficiency and a code of conduct for vessels at anchor and the intended benefits. Suggestions for how to share this information included print and digital advertising, letters to the editor, postings on BC Ferries' notice boards, and presentations to local councils/regional districts.

Provide opportunities for in-person engagement: Several groups noted that in-person is the preferred form of engagement, and should be actively pursued, while respecting prevailing COVID-19 restrictions.

Ensure that phase 2 engagement incorporates opportunities for meaningful input: Some participants cautioned that phase 2 should only be implemented if there is an opportunity for input to meaningfully influence the new system design, and only when sufficient technical work has been done to support discussion of what specific improvements can be considered to improve anchorage use. As noted above, key areas of interest include anchorage assignments, duration of use, vessel conduct and compliance, and accountability for responding to and reporting on complaints about vessels at anchor.

Ensure that the agency with authority to implement the changes and hold vessels accountable leads the engagement process: Given that Transport Canada has the authority to designate anchorages, participants wanted Transport Canada to assume a lead role in the engagement process.

Ensure ongoing consultation with First Nations: Suggestions included engagement that would span beyond system design to also include ongoing engagement once the system is implemented. Specific suggestions included establishing an Indigenous advisory board, as well as co-management of the Southern Gulf Islands anchorages.

6.2. Engagement topics

Proposed engagement topics for all groups include:

- Responsibility and accountability
- Anchorages code of conduct compliance, enforcement, and accountability
- Anticipated/intended outcomes and key performance indicators
- Contingency plans and emergency management

6.3. Engagement timing

While some participants shared concerns about the timing of phase 1 engagement within the context of the initial March 31, 2021 deadline, the proposed timing for the subsequent phases of engagement were generally well-received and it is recommended to continue planning for phase 2 engagement to begin in late spring 2022.

6.4. Additional potential participants

The following interest groups were recommended to be included in subsequent phases of engagement:

- Centre for Marine Affairs
- Clear Seas Centre for Responsible Shipping
- David Suzuki Foundation
- Georgia Strait Alliance
- Living Oceans
- Old Point Farm
- Natural Resources Defense Council
- Raincoast Conservation Foundation
- Salt Spring Island Chamber of Commerce
- Salt Spring Island Harbour Authority
- World Wildlife Fund, Canada

In addition to the above, it is recommended to invite broader participation through print and online advertising, and additional outreach through phase 1 participants.

7. Next steps

We will share the feedback received from phase 1 engagement with the project team and use it—along with technical analysis, feasibility, and budget—to develop a detailed plan for subsequent phases of engagement and inform the planning and implementation of AVTM initiatives.

Phase 2 engagement is planned to begin in late spring 2022. We invite interested participants to [subscribe](#) to receive email updates.

Appendix 1: Engagement materials

Port optimization overview: Winter 2022



Vancouver Fraser
Port Authority

Overview: Winter 2022



Port of Vancouver optimization initiatives

Digitalization and process improvements to increase efficiency and better manage the effects of vessel traffic on local communities

The Vancouver Fraser Port Authority is the federal agency responsible for the stewardship of the lands and waters that make up the Port of Vancouver, Canada's largest port. As a **Canada Port Authority**, our mandate is to enable Canada's trade through the Port of Vancouver, while protecting the environment, and considering local communities.

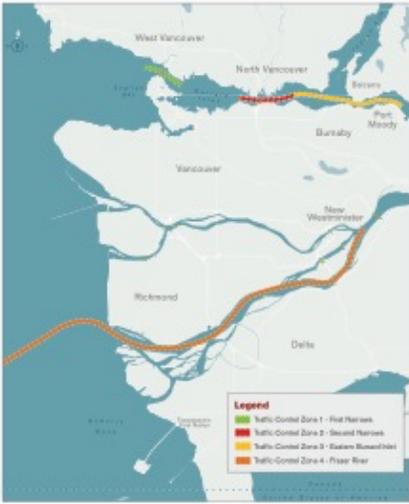
As cargo volumes in the Port of Vancouver continue to grow, the port authority is working to improve the way we manage vessel traffic within the port to support our vision for the Port of Vancouver to be the world's most sustainable port. Through collaboration with industry and engagement with Indigenous groups, municipalities, and the public the following initiatives will explore a range of opportunities to increase efficiency and to help better manage the effects of marine vessel traffic on local communities.

Active vessel traffic management

Active vessel traffic management is the system by which we prioritize and optimize how piloted vessels and tug-and-barge traffic move within the port authority's jurisdiction for vessel safety and environmental protection. The port authority is designing this new collaborative system to manage marine traffic flow at the Port of Vancouver and in southern British Columbia. This work is being done in cooperation with supply chain partners and industry stakeholders. We are also seeking

input from Indigenous groups, various levels of government, and community stakeholders.

The new system is intended to strengthen marine safety, make the flow of goods more efficient, and manage environmental impacts, as well as negative social impacts (like ambient noise and light pollution). It will complement safety and navigation services that the Canadian Coast Guard's Marine Communications and Traffic Services provide.



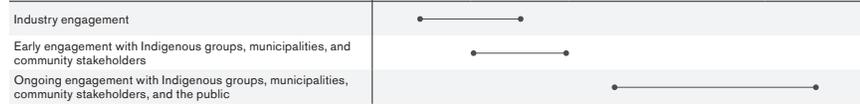
TRAFFIC CONTROL ZONE OVERVIEW



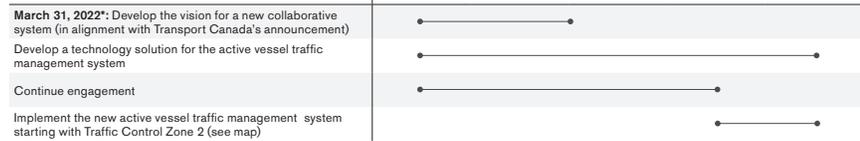
Figure 3: Port optimization overview - winter 2022 (page 1)

Timelines

Engagement process



Implementation 2022



*In August 2021, Transport Canada announced that the Vancouver Fraser Port Authority would lead the development of a new active vessel traffic management system to optimize the gateway.

Port optimization and digitalization

Concurrently, the port authority plans to optimize and digitalize port operations to improve safety, security, compliance, efficiency, and shipping trade service quality within the Port of Vancouver. This could include:

-  **Coordinated data management** across the supply chain to support improved end-to-end goods movement planning
-  **Better analytical tools** to help improve cargo movement efficiency
-  **Identifying and procuring new digital tools** to further improve efficiency, service levels, and supply-chain collaboration within the Port of Vancouver
-  **Process innovation** to incorporate leading practices and emerging technology

For more information
Visit and register for updates:
portvancouver.com/marine-operations/avtm
Email: AVTM@portvancouver.com

Intended benefits

-  **Strengthen marine safety:** reduce congestion in the busiest, most confined waters by changing how we prioritize marine vessel movement in and out of the port; and improve compliance and monitoring
-  **Reduce environmental impacts:** limit unnecessary vessel movements to reduce noise impacts in southern resident killer whale habitat
-  **Make the movement of goods more efficient and reliable:** optimize linkages between road, rail, and marine traffic and reduce vessel wait times at anchorages
-  **Reduce social impacts:** implement measures to reduce noise, light, and other community-disruptive activity of vessels at anchor
-  **Maintain port competitiveness:** improve port service quality with better tools and infrastructure that add value for customers, and continue to sustain the 115,300 jobs that rely on the Vancouver Gateway

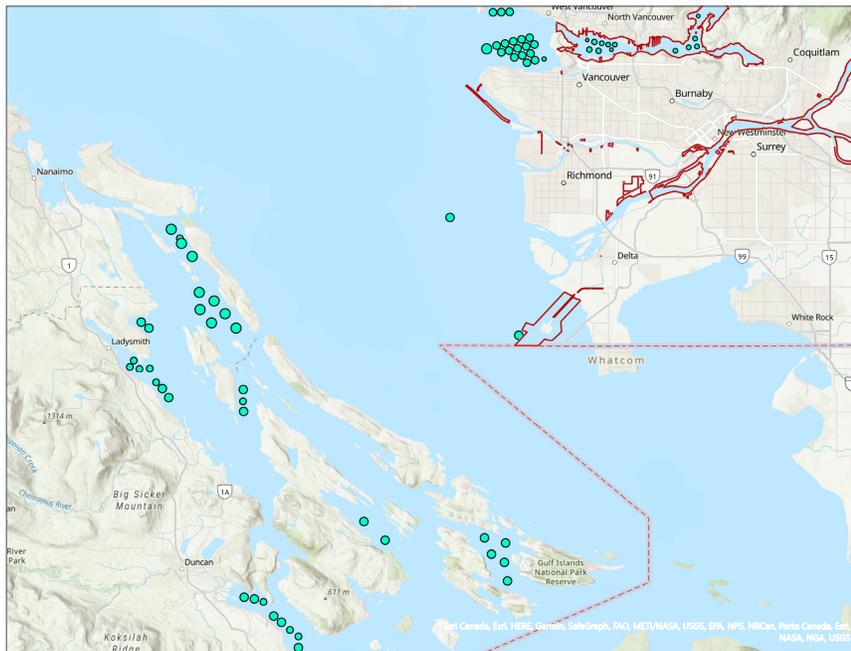
Figure 4:Port optimization overview - winter 2022 (page 2)

Vessel anchorages

Outside a port authority's jurisdiction, ships of any size have the right to navigate and anchor wherever it is safe to do so, including around the Gulf Islands. Waterways beyond a Canada Port Authority are a federal responsibility, so the Vancouver Fraser Port Authority does not normally have direct influence when it comes to managing ships that may be anchored in those areas. However, in 2018, Transport Canada introduced a temporary protocol and asked us to assist by assigning anchorages around the Gulf Islands, with the objective of balancing usage and ensuring an equitable rotation.

To learn more about anchorage management, please visit [Transport Canada's website](#).

To find out more about the port authority's role in anchorage management, visit our [topic of interest](#).



ANCHORAGES ADMINISTERED BY THE VANCOUVER FRASER PORT AUTHORITY

Port of Nanaimo and Port of Victoria anchorages not pictured

Figure 5: Port optimization overview - winter 2022
(page 3)

Active Vessel Traffic Management web page

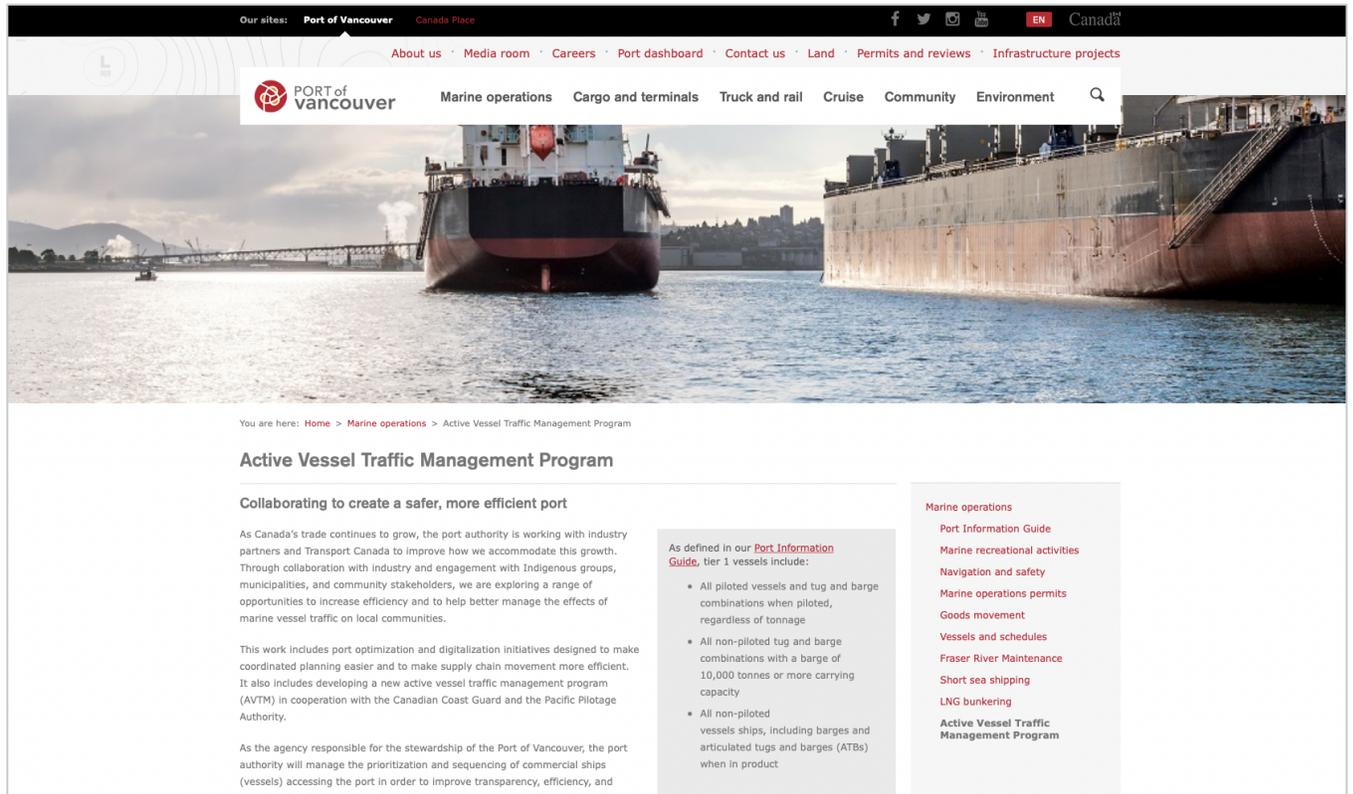


Figure 6: Active vessel traffic management [web page](#)

Phase 1 sample engagement invitation letter



The image shows a sample phase 1 engagement invitation letter template. At the top left is the logo for the Port of Vancouver, which consists of a red circle containing a white stylized 'V' shape. To the right of the logo is the text 'PORT of vancouver' in a bold, sans-serif font, with 'PORT of' in smaller letters above 'vancouver'. Further to the right, separated by a vertical line, is the text 'Vancouver Fraser Port Authority' in a smaller, regular sans-serif font. Below the logo and header, the date 'January 31, 2022' is centered. Underneath the date, there are several lines of placeholder text: 'First Name Last Name', 'Title', 'Company', 'Address', and 'City, Province Postal Code'. This is followed by a 'Re:' line with the text 'Community stakeholder notification letter – potential changes to vessel traffic management'. Below that is a 'Dear Honorific Last Name:' line. The main body of the letter consists of three paragraphs. The first paragraph starts with 'In August 2021, Transport Canada announced that the Vancouver Fraser Port Authority would lead the development of a new active vessel traffic management system to optimize the gateway. We are designing this new collaborative system to manage traffic flow at the Port of Vancouver and in southern British Columbia. This work is being done in cooperation with supply chain partners and industry stakeholders. We are also seeking input from Indigenous groups, various levels of government, and community stakeholders.' The second paragraph starts with 'To support our vision for the Port of Vancouver to be the world's most sustainable port, we are exploring a range of opportunities to increase port efficiency and to help better manage the effects of vessel traffic on local communities. This includes initiatives such as active vessel traffic management and port optimization and digitalization. The port authority is in the early stages of this exploration process, and we are currently seeking initial engagement opportunities with community stakeholders. Public engagement is anticipated this year.' The third paragraph starts with 'As <insert organization name> has expressed an interest in these topics, we are writing to advise your organization of this exploration process and to offer you an opportunity to meet with members of the port authority team. We would like to hear your input as we begin developing plans for public engagement and to better understand your organization's interest in being involved in the process.' Below the third paragraph is a section header 'Background' in bold. The 'Background' section contains two paragraphs. The first paragraph states 'The Vancouver Fraser Port Authority is the federal agency responsible for the stewardship of the lands and waters that make up the Port of Vancouver, Canada's largest port. As a Canada Port Authority, our mandate is to enable Canada's trade through the Port of Vancouver, while protecting the environment, and considering local communities.' The second paragraph states 'Located on the southwest coast of British Columbia, the Port of Vancouver extends from Roberts Bank and the Fraser River up to and including Burrard Inlet. The Port of Vancouver includes more than 16,000 hectares of water, more than 1,500 hectares of land, and hundreds of kilometres of shoreline, bordering 16 municipalities and intersecting the traditional territories and treaty lands of several Indigenous groups.' Below the 'Background' section is another paragraph: 'Our role as a port authority is to ensure goods move safely, efficiently, and sustainably. We do this through an interconnected set of activities that includes building, maintaining, and/or developing'. At the bottom left of the page, there is a footer line: '100 The Pointe, 999 Canada Place | Vancouver, B.C. Canada V6C 3T4 | portvancouver.com'. At the bottom right, there is the 'Canada' logo, which features the word 'Canada' in a serif font with a stylized map of Canada above the letter 'a'.

Figure 7: Sample phase 1 engagement invitation letter (page 1)

Vancouver Fraser Port Authority
Community stakeholder notification letter – potential changes to vessel traffic management

roadways throughout the port and the land on which terminals are located. Additionally, we ensure navigation channels and anchorages are safe and available, and we set vessel and traffic control measures. This includes administering the use of Southern Gulf Island anchorages. We also monitor all operations through our 24/7 operations centre and on-water harbour patrol fleet.

More information regarding the role of the port authority is attached for your information.

Possible opportunities for “future state” operations

Active vessel traffic management is the system by which we prioritize and optimize how piloted vessels and tug-and-barge traffic move within the port authority’s jurisdiction for vessel safety and environmental protection.

The new system is intended to strengthen marine safety, make the flow of goods more efficient, and manage environmental impacts, as well as negative social impacts (like ambient noise and light pollution). Concurrently, the port authority plans to optimize and digitalize port operations to improve safety, security, compliance, efficiency, and shipping trade service quality within the Port of Vancouver. We have initiated technical work to study potential opportunities and technical constraints.

We intend to engage with Indigenous groups, municipalities, and the public this year to share what we have learned in the early stages of this exploration process and invite input.

More information about the goals for this process review and the potential opportunities we are exploring is attached.

2022 engagement process

To help us better understand the potential opportunities and technical constraints of a new program, we have sought input from key industry stakeholders regarding critical program requirements. This technical engagement with industry will continue in 2022.

With this preliminary input from technical engagement with industry, the port authority is now commencing discussions with Indigenous groups, various levels of government, and community stakeholders. Further engagement opportunities with these groups and the public are anticipated throughout the year. We would appreciate your organization’s early involvement to help ensure we design and implement an effective public engagement process.

We look forward to your participation. We have engaged Lucent Quay Consulting to provide support with planning and coordination of meetings. Please contact Valder Belgrave at valderbelgrave@lucentquay.ca or 604.861.9744 if you have any questions, and to advise of a date and time that your team would be available to meet in February or March 2022.

Best regards,

Karen Neilson
Manager, Engagement and Consultation
Vancouver Fraser Port Authority

encl (2)

January 31, 2022

| Page 2

Figure 8: Sample phase 1 engagement invitation letter (page 2)

Phase 1 engagement presentation

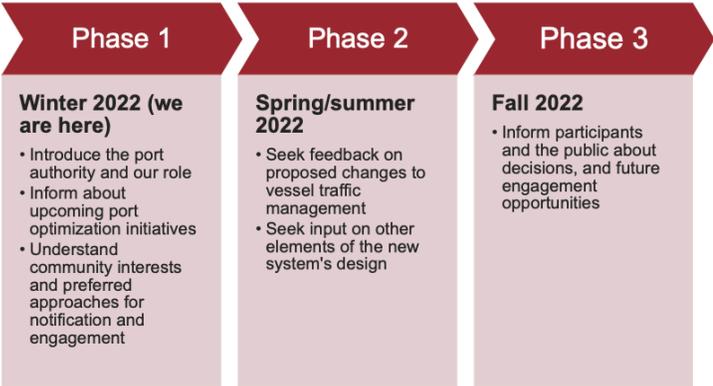


Proposed agenda

Topic	Timing
Engagement purpose and introductions	5 min
About the initiatives and the engagement overview	10 min
Your questions and input	25 min
Summary and next steps	5 min



Engagement purpose



Your input will help improve our engagement

Your interests and priority topics

Engagement opportunities and formats

Opportunities and challenges to success

Anything else we should consider

PORT of vancouver | Vancouver Fraser Port Authority

Our vision

The Vancouver Fraser Port Authority (VFPA) vision is – *to be the world's most sustainable port.*

HEALTHY environment

THRIVING communities

ECONOMIC PROSPERITY THROUGH trade

SHARED ASPIRATIONS

MEANINGFUL DIALOGUE

COLLECTIVE ACCOUNTABILITY

To be the world's most sustainable port

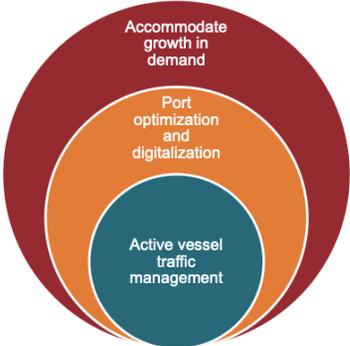
www.portvancouver.com/about-us/sustainability/

PORT of vancouver | Vancouver Fraser Port Authority

Port optimization initiatives

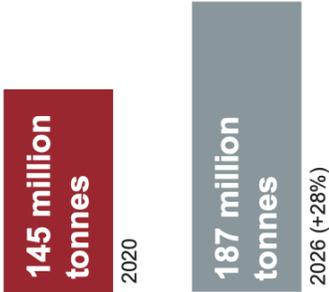
Purpose:

- Increase efficiency
- Help better manage the effects of marine vessel traffic on local communities

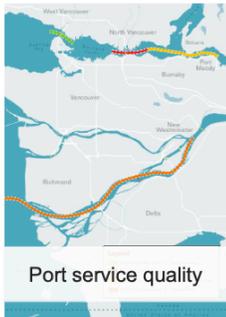
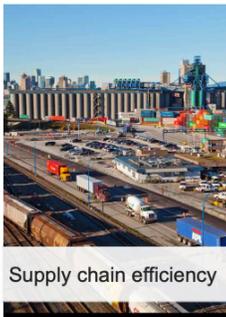


Growth forecast

Canada's annual trade continues to grow through the Port of Vancouver.



Port digitalization initiatives



Active vessel traffic management improvements



Centralized system for planning and scheduling



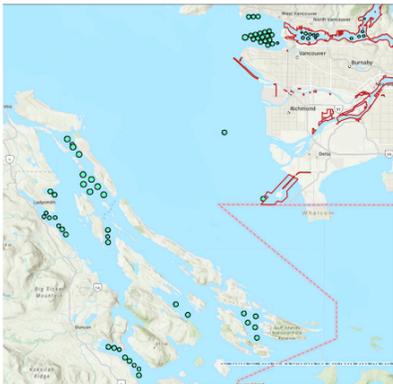
Overall efficiency



Anchor management protocols



Code of conduct



Vessel anchorage locations

Intended benefits

-  Strengthen marine safety
-  Reduce environmental impacts
-  Reduce social impacts
-  Make the movement of goods more efficient and reliable
-  Maintain port competitiveness

Anticipated target timeline

- **2021** – Initial and ongoing industry engagement
- **Winter 2022 (we are here)** – Early engagement to understand interests and inform future engagement
- **Spring/summer 2022** – Engagement on potential improvements
- **Fall 2022** – Phased implementation of AVTM starting with Second Narrows traffic control zone
- **2023** – Expanded implementation



Port of Vancouver traffic control zones

Discussion

- Do you have any questions or do you require clarification on anything that we've discussed?
- Are there topics that you would like us to prioritize in the information we provide to you?
- How would you like to be involved as we continue to study opportunities?
- What are the best formats to engage with you?



Thank you

For more information:

- **email:** valderbelgrave@lucentquay.ca
- **subscribe:** portvancouver.com/marine-operations/avtm