

RE: PORT OF VANCOUVER MASTER PLAN

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1982 November 09

FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 01.301

SUBJECT: PORT OF VANCOUVER MASTER PLAN

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RECOMMENDATION:

1. THAT a copy of this report be forwarded to:

Mr. Ray Gainer  
Project Manager  
Port Master Plan  
Port of Vancouver  
National Harbours Board  
200 Granville Street  
Vancouver, B.C. V6C 2P9

SUMMARY:

The following report provides a summary review of the Draft Report of the Port of Vancouver Master Plan and examines the relationship of the Master Plan to the development and land use objectives of the Municipality. While components of the Plan must be examined in more detail for specific areas, it can be said that the Plan essentially accords with Burnaby's land use proposals.

The Master Plan does not envisage any major port expansion east of the Second Narrows Bridge. Ostensibly this is due to the limiting factors of the draft restrictions and hazards associated with navigating through the Second Narrows. Environmental and political concerns are also considered as factors which mitigate against major development in the eastern sector of Burrard Inlet.

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All information on the subject is available in the Planning & Building Inspection Department for review by individual Council members if desired.

R E P O R T

MASTER PLAN OBJECTIVES:

The Master Plan is intended to outline development strategies for cargo handling needs for the years 1990, 2000 and 2010 and to provide for other commercial pursuits. The plan is to be sensitive to the social and environmental needs and concerns as reflected in part by the planning goals of various governmental agencies, including the Municipality of Burnaby. It should be noted that the planning horizon of 30 years dictates that detailed planning be avoided as part of their analysis. Certainly this type of analysis will be required prior to implementation of the various proposals. This document does, however, provide a number of considered recommendations which are based on a detailed, sensitive analysis of future requirements as perceived during 1981 and 1982.

IMPLICATIONS FOR BURNABY:

As noted in the Summary, the Master Plan does not envisage any major port expansion east of the Second Narrows because of the serious difficulties and risks involved in passing through the Narrows. The Plan does, however, recognize the potential for the establishment and/or expansion of certain facilities east of the Second Narrows. These potential developments are reviewed as follows:

1. SHIPBUILDING AND REPAIR INDUSTRY

The report states that this industry faces uncertainty within Burrard Inlet. The repair function is expected to prosper with the increase in overall traffic through the Port area while the future for the shipbuilding sector is less certain and may even decline somewhat. On balance, it seems likely that the volume of business enjoyed by the shipbuilding/repair industry in Burrard Inlet may continue within roughly the same range as over the past decade.

In the event that new shipbuilding facilities are required, there is seen to be potential for development of a site in Burrard Inlet, east of Second Narrows Bridge. However, this location would not be suitable for the repair of large vessels because of the difficulties associated with passage through the Narrows.

It should be recognized that the Master Plan simply identifies this potential and does not imply that these facilities will be established in the eastern portion of Burrard Inlet. In fact, the report states that it is foreseen that the existing shipyards will remain in their present locations. If economic constraints permit, they may undertake a substantially increased order load within the potential capacity of these sites.

## 2. FISHING INDUSTRY

The fishing industry, which is currently established at a number of locations within Burrard Inlet and False Creek, will continue to require both berthing facilities and processing plants within the Port of Vancouver. The fact that the processing industry has additional capacity at present, coupled with economic reasons, indicates that this industry is not likely to embark on new development projects. The plan, therefore, envisages maintaining the status quo except where space presently used for fishing purposes is required to be freed up as part of larger developments.

The report states that, in case entirely new developments are required, there is plenty of scope east of Second Narrows and the navigation of the Narrows by fishing boats does not present a hazard to the bridge. However, the extra time and distance involved in reaching the fishing grounds may make this location unattractive to operators. Moreover, it is stated that if a strong demand for new facilities does develop it seems likely that it will be met by installations along the Fraser River, beyond the jurisdictional area of the Port of Vancouver.

The Plan identifies the area east of Berry Point (Goodwin Johnson Reclamation area) as being suitable for commercial fishing docks. Staff has advised the Port Authority that this area is perhaps the only area on Burrard Inlet which may have a limited potential for ancillary port uses. However, any future development would need to be the subject of detailed study with respect to the specific type and nature of the use(s) proposed. Additional factors which would need to be addressed are the provision of vehicular access, on-site services and soils instability.

## 3. PETROCHEMICAL, CHEMICAL AND PETROLEUM PRODUCT TERMINALS

The Draft Master Plan recognizes the existence of the petroleum refineries in Burnaby and the Trans Mountain Pipeline 'Westridge Terminal' and notes that these facilities could be expanded. It does however, state that for numerous reasons none of these commodities are expected to grow beyond the capacity of the existing terminals. At the same time, a demand for handling these commodities will continue and as a result the existing terminals will remain in place. New developments should not, however, be encouraged which will increase traffic, and especially hazardous cargo traffic, through the Second Narrows. This guideline would preclude additional industrial developments which require significant marine access.

## 4. RECREATION ACTIVITIES

The Port Master Plan recognizes the natural setting which is characteristic to the eastern portion of Burrard Inlet and the potential for recreational pursuits. Support in principle is given to the recommendations made by the Municipality regarding the development of the Barnet Marine Park. When completed this marine park will provide pedestrian access, bicycle paths, observation sites, beaches, picnic areas, boat launching areas, and a marina which may include various commercial facilities such as a restaurant and boating supply shop.

The Master Plan Draft Report notes that recreational boating is one of the most popular recreational activities for Lower Mainland residents. Approximately 20% of B.C. households own a boat and 65% rent or borrow a boat at least once during the year. 35% of the boats in Georgia Strait are moored at a marina.

The report states that there is a two to three year waiting list for space in the False Creek Area. Marinas located east of the Second Narrows Bridge have space available and a few marinas in that area have difficulty attracting enough boaters to maintain viable operations.

#### 5. GENERAL CARGO HANDLING TERMINALS

No proposals for cargo handling terminals on the Burnaby foreshore are contained in the report as draft limitations, the location of the Second Narrows Bridge, roadway access, landside grades and urban sensitivities pose significant considerations. A smaller volume cargo facility could be viable in the Berry Point area. The fact that the shoreline is served by C.P. Rail and several sites have access to deep water has been noted as an attractive characteristic to various industries. The report states that it may be feasible to establish an industrial complex which requires a new wharf for its own use to receive raw materials or ship products provided the shipment volumes are small.

#### 6. WATERFRONT ROADWAY

The report notes that Burnaby Planners are vitally interested in further examination of the feasibility of establishing a waterfront roadway connecting the Barnet Highway through to the City of Vancouver's street network. While this statement is correct we believe that the relationship of this proposed roadway to potential port activities should be expanded and, therefore, have recommended that this statement be revised as follows:

"Burnaby Planners have completed a preliminary examination of the feasibility of a waterfront roadway connecting the Barnet Highway through to the City of Vancouver's street network. Although further study is required to confirm initial conclusions, it would appear beneficial to safeguard the development of this project as the establishment of any future ancillary port uses in the Berry Point/Goodwin Johnson reclamation area would be contingent upon the provision of suitable access."

The report makes reference to the fact that Commuter Rail is seen as an alternative to a major waterfront roadway. In our view this statement is not entirely correct and we have recommended that it be revised to state that:

"Commuter Rail is seen as a project that may defer the need for the major waterfront roadway proposed as an extension of the Barnet Highway from Burnaby to the City of Vancouver."

OUTLINE OF PORT MASTER PLAN PROPOSALS

In point form those proposals which could impact Burnaby are listed as follows:

- commercial activities such as shipbuilding and repair, fishing and to a lesser extent marine support facilities such as tug boats, clean up vessels, may be viable at various locations along the south shore of Burrard Inlet east of the Second Narrows.
- a smaller cargo facility could be viable in the Berry Point area.
- existing refineries and Westridge terminal could be expanded, however, new developments should not be encouraged which require significant marine access.
- major cargo handling terminals are not proposed.
- water oriented recreational activities and the Barnet Marine Park development are recognized and supported.
- reference is made to the proposed waterfront roadway.

DIALOGUE WITH PORT OF VANCOUVER

Mr. Ray Gainer, Project Manager for the Port Master Plan, has expressed the Port's willingness to meet with the Municipal Council to discuss any aspect of the work undertaken to date and the rationale behind the study conclusions and recommendations as they apply to Burnaby.



A.L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

PB/mcb

cc: Director Engineering  
Director Recreation & Cultural Services  
Director Fire Services  
Chief Public Health Inspector

