

Re: TRANSPORTATION OF DANGEROUS GOODS IN THE GREATER VANCOUVER AREA
(Item 15, Report No. '75, 1985 November 25)

MUNICIPAL MANAGER'S RECOMMENDATIONS:

1. THAT the Policy Coordinating Committee be advised that Council approves the course of action as described in the Committee's Position Paper that is to be presented at the Railway Transport Committee's public hearing on 1986 March 03.
2. THAT a copy of this report be sent to the Policy Coordinating Committee.

REPORT

The need for a comprehensive Regional Transportation Plan for the movement of dangerous goods throughout the Greater Vancouver area has been the subject of considerable discussion during the past several months. Following is a brief chronology of major events to the present time:

1. 1985 September

The Railway Transport Committee (RTC), which reports to the Canadian Transport Commission (CTC), released a report dated 1985 September entitled "Decision in the Matter of the Transportation of Dangerous Commodities by Rail in the Vancouver and Victoria Waterfront Areas". This report primarily dealt with rail routes in the Lower Mainland and recommended a particular routing which is referred to in the report as the Preferred Plan: rail cars carrying dangerous goods that are destined for Vancouver Island are to be transported by rail from Mission to either CN's Tilbury Island Dock or the Brownsville Ferry Slip and then taken down the Fraser River and across Georgia Strait to Vancouver Island (the existing and proposed rail routes are shown on the attached sketch).

The RTC's recommended routing would be beneficial to Burnaby because, if implemented, it would result in approximately 1,700 fewer rail cars of highly dangerous goods being transported through our community each year.

The RTC invited comments from interested parties on its Preferred Plan.

2. 1985 October and November

The Policy Coordinating Committee, which is comprised of fourteen Mayors from Lower Mainland municipalities, responded to the RTC report by unanimously adopting a Position Paper which recommended that "...the CTC/RTC and the B. C. Ministry of Transportation and Highways prepare a terms of reference and a work program for a long-term plan involving the movement of dangerous goods by rail in the GVRD". This Position Paper was subsequently endorsed by all municipal councils in the Lower Mainland and sent to the RTC/CTC. In addition, Burnaby Council on 1985 November 25 endorsed the RTC's Preferred Plan and this endorsement was sent, together with a specific response that identified the hazards that are inherent in the routing of dangerous goods by rail through Burnaby, to the RTC; Council on this occasion also adopted the following recommendation calling for the eventual development of a comprehensive transportation plan involving all modes of travel:

"THAT the Policy Coordinating Committee be advised that in addition to the need for a long-term plan for movement of dangerous goods by rail in the Greater Vancouver area, as stated in its Position Paper, another objective that must be addressed is a comprehensive review of the movement of all dangerous goods by all modes of travel (rail, road, marine and air) throughout the Greater Vancouver Region."

3. 1985 December

The RTC advised that it had received a number of replies on its Preferred Plan, and that these, in turn, caused the RTC to reconsider the alternative route that was recommended in its Preferred Plan. The result of the further deliberations was that the RTC decided to modify its Preferred Plan, as follows:

- No carloads of dangerous goods will be permitted to move over CP's downtown Vancouver Dock after 1986 April 15;
- Carloads of dangerous goods destined for Vancouver Island will, after 1986 April 15, move over the Burlington Northern's dock which is located at the foot of Campbell Street in Vancouver (see attached sketch for an overview of the impact that will result from these changes).
- The RTC/CTC also decided that:
 - It will hold a special public hearing in Vancouver to a) review progress on implementation of the above changes, b) give parties an opportunity to express their views on the Revised Preferred Plan, c) study the effects that rerouting of dangerous commodity traffic might have on the jurisdiction of the various regulatory authorities involved and d) to review suggestions for the establishment of a long-term planning process for dangerous commodities movements in the Lower Mainland including suggestions for an organization to implement it.

4. 1986 February

- Received a notice advising that the RTC/CTC will hold a public hearing in Vancouver on March 03.
- A Sub Committee of the Policy Coordinating Committee drafted a Position Paper on the movement of dangerous goods. It was discussed at a Municipal Managers Committee meeting and subsequently amended as a result of further deliberations by the Sub Committee. Attached is the final Position Paper that was unanimously approved on February 26 by the fourteen Mayors who are on the Policy Coordinating Committee. Mayor T.C. Baker, the Chairman of the Committee, will present the Position Paper on behalf of member municipalities at the public hearing on March 03.

Conclusion

The Policy Coordinating Committee's Position Paper calls for the development of a comprehensive plan for movement of dangerous goods by rail only. This is considered to be a priority of the highest order and clearly needs to be addressed as soon as possible. Not to be overlooked, however, is the related need to also develop a regional plan for movement by truck, and in due course, a plan for the movement of dangerous goods that are transported by marine and air as well.

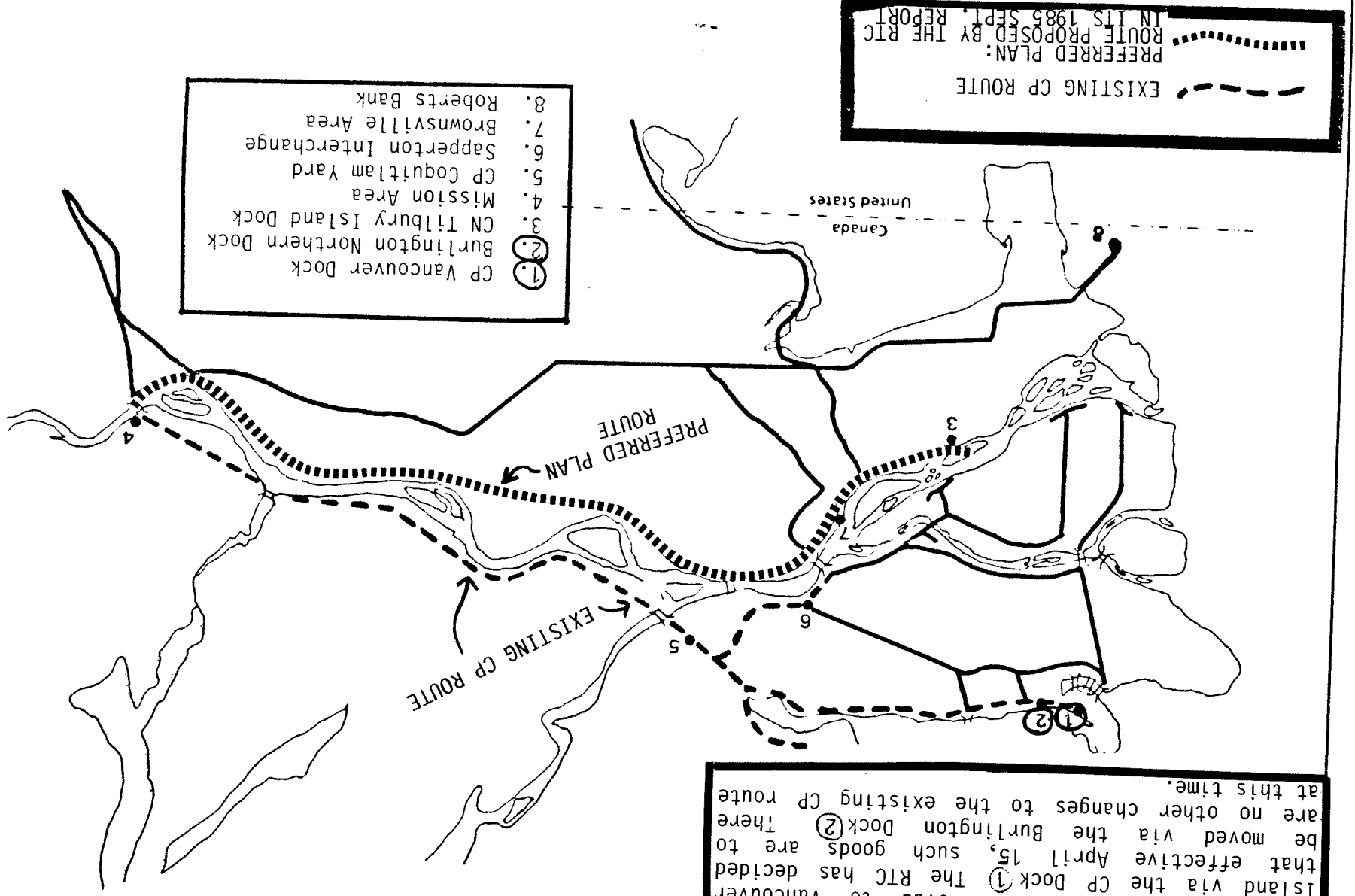
The development of a plan for movement by rail only is a very important first step in the overall planning process, and it is for this reason that Council is requested to approve the specific course of action as described in the Policy Coordinating Committee's Position Paper.

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ITEM 7
 MANAGER'S REPORT NO. 16
 COUNCIL MEETING 86/03/03

MOVEMENT OF DANGEROUS GOODS BY RAIL

Dangerous goods are now moved to Vancouver Island via the CP Dock ① The RTC has decided that effective April 15, such goods are to be moved via the Burlington Dock ② There are no other changes to the existing CP route at this time.



POLICY COORDINATING COMMITTEE OF MAYORS IN GREATER VANCOUVER

600-4330 Kingsway, Burnaby, B.C. V5H 4G8 (604)432-6376

BRIEF TO THE HEARING OF THE CANADIAN TRANSPORT COMMISSION/RAILWAY
TRANSPORT COMMITTEE TO BE HELD IN VANCOUVER, B.C., MARCH 3, 1986
REGARDING THE DECISION AND ORDER DATED DECEMBER 30, 1985.

Gentlemen:

This brief has been prepared by the Mayors of the fourteen (14) cities and municipalities in Greater Vancouver which cooperate on matters of common interest.

Response to the Revised Preferred Plan

We have no fundamental disagreement with the Revised Preferred Plan outlined in the Decision and Order provided due consideration is given to the following:

1. We want the Canadian Transport Commission Railway Transport Committee (CTC/RTC) to specify the operating standards and procedures that shall be required and improvements to the trackage that shall be made to permit trains carrying dangerous goods to move over the Burlington Northern dock as outlined on pages 15 and 16 of the December 30, 1985, Decision and Order. Such changes should not be left to the discretion of railway companies.

We want to be assured by the CTC/RTC that such movements can be made safely even with the increase in dangerous goods transshipped over that facility. We also want the changes in operations and trackage to be such that there will be no storage of dangerous goods on the Burlington Northern dock and that trains carrying such goods from the CPR to BN dock will not cross and re-cross city streets.

* Attached

2. We want to advise your Committee that as of February 12, 1986, there has been no consultation involving railways, shippers and the City and District of North Vancouver in regard to the proposal to transship dangerous ammonia via the Canadian National Railway facilities in North Vancouver. We understand the City and District of North Vancouver will be responding directly to this issue.

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Establishment of a Long Term Planning Process

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1. LEADERSHIP

Success in preparing and implementing a long term plan depends on the federal and provincial governments' taking the leadership role. Further, it is essential that the leadership be coordinated and united and that full participation of the municipalities, railways, ports, shippers, and producers is obtained, with others brought into the process as required.

The senior governments have the legal authority to govern railways, ports, highways, shippers and producers of dangerous goods and municipalities. They have a substantial portion of the technical knowledge necessary to prepare such a plan. Most important, only senior governments have the authority to require compliance with any plan which results from the process.

An appropriate federal agency must be designated as the 'lead' agency to coordinate the input and response of other Federal ministries such as Environment, Fisheries and Oceans, etc.

The Provincial Ministry of Transportation and Highways has already been designated as the 'lead' agency for the movements of dangerous goods within the provincial jurisdiction, i.e., highways and provincial railways chiefly. It also has the responsibility of involving other provincial ministries such as Environment, Health, and Municipal Affairs, as required.

Neither the municipalities collectively nor the Greater Vancouver Regional District has the jurisdiction, mandate or expertise to take the lead in the endeavour.

2. PARTICIPANTS

We believe that it is essential that the railways, shippers, producers, ports, regulatory bodies and municipalities be involved fully and that others be brought into the process as required. Just as there must be a 'lead' agency in the provincial and federal governments, the municipalities through their ongoing committees of Mayors, Managers, and technical staff have an established mechanism to coordinate their involvement. Municipalities, however, expect to provide their input directly based on issues which affect them individually.

The shippers and producers, no doubt, will wish to coordinate their involvement and act either through their associations or common interest groups. The railways and the ports will need to be individually represented as one cannot speak for another in matters of such detail as routings, operations and emergency response.

The planning process should have as an objective the development and implementation of a long term solution to the problems associated with the movement of dangerous goods by rail in the area including the routings, operations and emergency response to accidents involving such movements.

While it is essential to have full-time participants from the groups named, it is also important that the process be open to all groups, agencies and individuals who deem themselves to be affected by the existing situation or planned changes. This involvement of the wider community must be done in an orderly, efficient way.

4. FOCUS

- a) The Spatial Focus of the process should be the Greater Vancouver-Lower Mainland area where the several railways converge and where most of the destinations or transshipment points are located. However, alternate routing via Prince Rupert and/or the United States which entirely avoid this area should also be examined.
- b) The Modal Focus should be railway movements of dangerous goods but the rail-to-ship and rail-to-road interfaces should also be examined. The study should ensure that traffic moves by the safest mode and that significant diversions from rail to road do not occur because of the plan.
- c) Timeframe The objective should be to have a workable plan for bringing increased safety in dangerous goods rail movements in place in five years. The plan should be reviewed every five years and updated.

5. MECHANISM

The Mayors have looked at a number of possible mechanisms for making decisions in regard to dangerous goods movements by rail including the current process based on the Eisler Report and the subsequent hearings, decisions and orders by the CTC/RTC.

We favour a joint planning process involving the lead agencies, the railways, the shippers, the producers, the ports and the municipalities. We have examined several other options and the 'pros' and 'cons' of each. For the joint planning process to be successful, there must be: (a) a good measure of trust between the participants, (b) a desire to work together to produce a better situation than if each were to go its own way, and (c) the commitment of each participant to produce ideas, contribute options and work towards obtaining the best solutions. However, if agreement cannot be secured, or if the process fails, there must be a fallback mechanism to get the job done and that could well involve the imposition of a solution by senior governments.

6. FUNDING

The participants in the process must be prepared to provide the staff support to the process necessary to bring it to a successful conclusion within a year after terms of reference and the work program have been adopted which itself should take not more than three to four months. It is our view that the main expertise needed to put a plan together is already resident in the participant organizations. It is essential that a working group of such personnel be established to do the job, supplemented by consultants as needed.

We are prepared to make municipal staff available to provide input and to review options in the planning process. We expect to coordinate our staffs' involvement through the intermunicipal Development Services in the GVRD and are prepared to pay our fair share of the direct costs of the planning process. We will, however, want to be assured that the 'lead' agencies have given their commitment first. It will make it easier for all of the other groups to secure agreement of their Boards and Councils if that is done.

We do not believe that we can comment on the questions of cost sharing in the implementation of the plan until we know more about its substance.

7. COORDINATION

Questions of interjurisdictional arrangements must be part of any plan. We believe that much can be done by agreements and would hope that the plan would identify what is required in this respect. If additional legislation is needed to deal with such matters, that also should be identified.

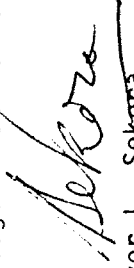
We are pleased to have the opportunity to put our views before your Committee and to reiterate our position of October 28, 1985. We hope over the next months to discuss these ideas with the various interest groups so as to gain a consensus on how to achieve such a long term plan.

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This brief was adopted by the Policy Coordinating Committee of Mayors on February 26, 1986 and has been forwarded to each of the Councils of the 14 cities and municipalities for its endorsement. Each has been requested to advise the Committee of its action.

Respectfully Submitted


Mayor R. Drew
Village of Belcarra




Mayor L. Sekora
District of Coquitlam




Mayor T. Baker
City of New Westminster



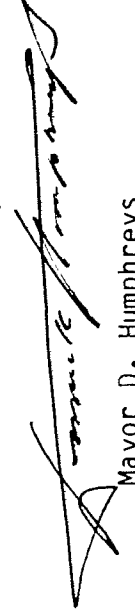
Mayor M. Baker
District of North Vancouver



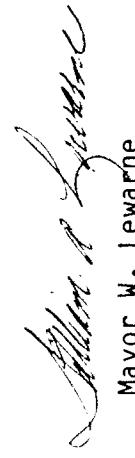
Mayor D. Driscoll
City of Port Moody



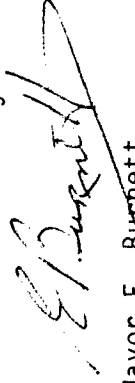
Mayor D. Ross
District of Surrey



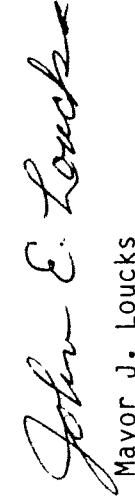
Mayor D. Humphreys
District of West Vancouver



Mayor W. Lewarne
District of Burnaby

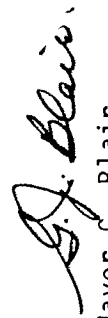


Mayor E. Burnett
Corporation of Delta

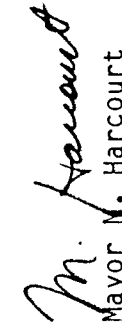


Mayor J. Loucks
City of North Vancouver

Mayor L. Traboulay
City of Port Coquitlam



Mayor G. Blair
Township of Richmond



Mayor M. Harcourt
City of Vancouver

Mayor G. Hogg
City of White Rock

Village of Belcarra, District of Burnaby, District of Coquitlam, Corporation of Delta, City of New Westminster, City of North Vancouver, District of North Vancouver, City of Port Coquitlam, City of Port Moody, Township of Richmond District of Surrey, City of Vancouver, District of West Vancouver, City of White Rock.

"While CP Rail is endeavouring to meet the conditions of the RTC in its 'Preferred Plan' it should not be taken as being in agreement with the Committee's opinion that it has legal authority to order the Company to expend funds on the construction of railway facilities to accommodate the 'Preferred Plan'".

Burlington Northern suggested that tariff increases might be required as the current tariff was developed on the basis of complete barge-load rather than one or two car-load loadings at a time. BN also suggested that CP Rail be granted running rights over the BN facilities to permit direct loading onto barges by CP crews. This would permit marshalling in barge-loading order at the CP yards and a direct run-through over the interchange track onto the barge by CP crews; minor use of CN trackage by CP would be necessary, as it is for BN in its normal loading operations. If this did not take place, BN would be required to accept dangerous commodity cars with other traffic at the BN-CP interchange track, transfer the traffic to their main yard for classification and marshalling, and then switch the traffic back to the waiting barge. BN stated that this switching would require traffic to cross several additional busy streets, and noted that their main yard, in which classification and marshalling would take place, was opposite the main entrance to EXPO '86.

RTC Commentary

On the basis of submissions received, this part of the Preferred Plan could be modified to require re-alignment of BN approach tracks, and CP Rail handling of rail-bound dangerous commodity traffic onto barges at the BN

Attachment
(Excerpt from the CTC/RTC's
December 30, 1985 Decision
and Order)

dock. This would eliminate a requirement for additional handling of such traffic by BN over busy streets and near the EXPO 86 site, which could result if CP Rail simply tendered the traffic to BN at the interchange point. It would also relieve some of the objections raised by VANLABOUR regarding poor track design and to some extent meet objections by VANLABOUR and CP Rail regarding possible switching congestion. VANLABOUR's objection that supervision at the site is not continuous misses the point that the dangerous commodity traffic is not present continuously either. VANLABOUR has not substantiated any suggestion that the BN site is in any other way more objectionable than the current downtown Vancouver site.

Modifying the Preferred Plan in this way would probably require a delay of the Preferred Plan implementation date as a result of the work that would need to be done to modify dock and interchange trackage. While there may be some risk that recovery of the costs of these facilities could raise freight rates enough to force some traffic off the rails onto the trucks, this would not appear great: modification of the facilities and ordering CP Rail to make direct run-throughs would eliminate additional handling by BN and permit economies of scale in handling barge-loads of rail cars.

Note:

The RTC's entire 32 page "Decision & Order in the matter of Transportation of Dangerous Commodities by Rail in the Vancouver and Victoria Waterfront Areas" dated December, 1985 is available for perusal by Council and the public in the Municipal Manager's Office.

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 (Excerpt from the CTC/RTC's
 December 30, 1985 Decision
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