



|                         |  |                          |
|-------------------------|--|--------------------------|
| <b>10:40AM</b>          | <b>6. REPORT ON 10-YEAR VISION</b>   |                          |
|                         | 6.1. <a href="#">South of Fraser Rapid Transit</a> .....                                   | <b>23</b>                |
| Annex added:            | • <a href="#">Annex: Staff presentation slides</a> .....                                   | <b>50</b>                |
|                         | Report added:  |                          |
| <b>11:30AM</b>          | <b>7. <a href="#">PUBLIC DELEGATES</a></b> .....   | <b>66</b>                |
| <b>12:30PM</b>          | <b>8. OTHER BUSINESS</b>   |                          |
| Time added to<br>Item 7 | 8.1. Upcoming meetings:  |                          |
|                         | • Mayors' Council:   | December 13, 2018 at 9AM |
| <b>12:30PM</b>          | <b>9. ADJOURN</b>  |                          |
|                         | <b>FOR REFERENCE: <a href="#">Rules of Procedure for the Conduct of Meetings</a> .....</b> | <b>72</b>                |

**NOTE –** Meeting will be live-streamed on TransLink's on [Periscope](#) and [Facebook](#) pages, and will be available afterwards on both sites.



**MAYORS'  
COUNCIL**  
*On Regional Transportation*

## OATH OF OFFICE

I, \_\_\_\_\_  
*(Name of person swearing/affirming oath)*

Do swear/solemnly affirm that:

1. I will truly, faithfully and impartially, to the best of my knowledge, skills and ability, execute the office of member of the Mayors' Council on Regional Transportation.
2. I will, when exercising my powers and duties under the *South Coast British Columbia Transportation Authority Act* as a member of the Mayors' Council on Regional Transportation, consider the interests of the transportation service region as a whole.

Sworn/affirmed by me,

At New Westminster, British Columbia

On November 15, 2018

\_\_\_\_\_  
*(Signature of person swearing/affirming oath)*

\_\_\_\_\_  
*(Signature of person administering oath)*

## MEETING OF THE MAYORS' COUNCIL ON REGIONAL TRANSPORTATION PUBLIC MEETING MINUTES

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Minutes of the Public Meeting of the Mayors' Council on Regional Transportation (Mayors' Council) held on **Friday, September 21, 2018** at 9:00 a.m. in the Committee Room (2816), 28<sup>th</sup> Floor, Metro Vancouver Tower III, 4730 Kingsway, Burnaby, BC.

### **PRESENT:**

Mayor Richard Walton,  
North Vancouver District, Vice-Chair  
Mayor Wayne Baldwin, White Rock  
Mayor John Becker, Pitt Meadows  
Mayor Malcolm Brodie, Richmond  
Mayor Karl Buhr, Lions Bay  
Mayor Mike Clay, Port Moody  
Mayor Jonathan Coté, New Westminster  
Mayor Jack Froese, Langley Township  
Director Maria Harris, Electoral Area A

Mayor Linda Hepner, Surrey  
Councillor Craig Keating, North Vancouver City  
(Alternate)  
Mayor John McEwen, Anmore  
Mayor Greg Moore, Port Coquitlam  
Mayor Gregor Robertson, Vancouver  
Mayor Ted Schaffer, Langley City  
Mayor Michael Smith, West Vancouver  
Mayor Richard Stewart, Coquitlam

### **REGRETS:**

Mayor Derek Corrigan, Burnaby, Chair  
Mayor Ralph Drew, Belcarra  
Mayor Lois Jackson, Delta

Mayor Nicole Read, Maple Ridge  
Mayor Murray Skeels, Bowen Island  
Chief Bryce Williams, Tsawwassen First Nation

### **ALSO PRESENT:**

Mike Buda, Executive Director, Mayors' Council on Regional Transportation Secretariat  
Geoff Cross, Vice-President, Transportation Planning and Policy, TransLink  
Kevin Desmond, Chief Executive Officer, TransLink

### **PREPARATION OF MINUTES:**

Megan Krempel, Recording Secretary, Raincoast Ventures Ltd.

#### **1. Preliminary Matters**

##### **1.1. Call to Order**

Vice-Chair Walton called the meeting to order at 9:01 a.m.

##### **1.2. Adoption of the Agenda**

*Draft Agenda for the September 21, 2018 Public Meeting of the Mayors' Council on Regional Transportation, version dated September 17, 2018, was provided with the agenda material.*

### **It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation adopts the agenda for its Public meeting scheduled September 21, 2018.

**CARRIED**

### 1.3. Adoption of the Minutes

*Draft Minutes of the July 26, 2018 Public Meeting of the Mayors' Council on Regional Transportation was provided with the agenda material.*

#### **It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation adopts the minutes of its Public meeting held July 26, 2018, as circulated.

**CARRIED**

## 2. Report of TransLink Management

### 2.1 Report on GHG Emissions Targets and Renewable Energy Goals

*Report dated September 6, 2018, from Kevin Desmond, CEO and Sarah Buckle, Director Enterprise Risk and Sustainability regarding "Item 2.1 – Greenhouse Gas Emissions Target and Renewable Energy Goal" was provided with the agenda material.*

Kevin Desmond, Chief Executive Officer, TransLink, and Sarah Buckle, Director Enterprise Risk and Sustainability, TransLink, jointly led the review of a presentation titled "GHG Emissions Target and Renewable Energy Goal" and highlighted:

- Transit ridership increased 6.8% over last year
- Ridership gains on all modes of service with highest increase in bus use
- West Coast Express (WCE) ridership up over 9%
- There is an overall 3% decline of transit use in North America making Metro Vancouver a positive outlier
- Strong focus on environmental sustainability and reducing energy foot print at facilities and within transit fleets
- First phase of Low-Carbon Fleet Strategy completed with key findings identified as:
  - Achieve 80% reduction in GHG by 2050
  - Renewable fuels can provide a cost-effective way to get to early reduction
  - Life-cycle cost parity of electric vs. diesel is expected in the mid-2020's
  - Challenges include a lack of charging infrastructure and need for significant capital investments
- A goal of utilizing 100% renewable energy by 2050
- These goals need to be supported through policies, funding and technological advancements
- Currently establishing interim targets with associated financial plans.

During and after the presentation discussion ensued on:

- Charging infrastructure and substantial capital investment needed in order to expedite the electric bus fleet procurement schedule target of 2024
- Renewable diesel fuel capabilities are currently available, but a fleet transition timeline is unknown
- Assurance that both up and down stream analysis has been completed on fleet life-cycle assessments with good data and financial assumptions included
- The reduced operating costs of transitioning to electrification of transit fleet must be clearly communicated to the public in order to gain support for the capital investment required
- Consider the potential revenue opportunities of selling clean hydropower to the US

- Hydrogen fuel cell technology is more expensive than electric and requires longer charging methods which makes this option better suited for long-range highway coaches
- Using the Green Infrastructure Fund or Green Bonds for leveraging debt finance opportunities.

**It was MOVED and SECONDED**

That the Mayors’ Council on Regional Transportation:

1. Adopt the targets of 80 per cent reduction of GHG emissions by 2050, and 100 per cent renewable energy by 2050; and,
2. Direct staff to bring forward by Q3 2019, GHG emission reduction targets and renewable energy goals for 2030 and 2040 to support the 2050 commitments; and,
3. Request that TransLink consider the procurement of renewable fuels when available and cost effective in support of these goals; and,
4. Direct TransLink to see external grant funding from Green Infrastructure Fund, and other sources of provincial and federal funding for the upfront capital investments required to transition to electrification; and,
5. Receive this report.

**CARRIED**

**2.2 For information: Integrated North Shore Transportation Planning Project**

*Report dated September 7, 2018, from Geoff Cross, Vice President, Transportation Planning and Policy, regarding “Item 2.2 – For Information: Integrated North Shore Transportation Planning Project (INSTPP)” was provided with the agenda material.*

Geoff Cross, Vice-President, Transportation Planning and Policy, TransLink, reported on the Integrated North Shore Transportation Planning Project (INSTPP) – a collaborative formed to address the challenges, issues and causes of traffic conditions on the North Shore. INSTPP included representatives from the three North Shore municipalities, First Nations, TransLink and two Liberal MLA’s. Although the INSTPP report does not offer firm solutions, it provides a useful baseline model and analysis to build upon.

Attendees were asked to contact Mr. Cross if they were interested in pursuing this model in their community.

**3. Other Business**

Vice-Chair Walton noted that the September 21, 2018 meeting would be the final meeting of the current iteration of the Mayors’ Council and he expressed his thanks to everyone for their hard work in 2018.

**3.1. Upcoming meetings:**

|                  |                                |
|------------------|--------------------------------|
| Mayors’ Council: | November 15, 2018 at 9:00 a.m. |
| Mayors’ Council: | December 13, 2018 at 9:00 a.m. |

4. **Adjourn**

**It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation Public Meeting held September 21, 2018 be now terminated.

**CARRIED**  
(Time 9:43 a.m.)

Certified Correct:

\_\_\_\_\_  
Mayor Richard Walton, Vice-Chair

\_\_\_\_\_  
Megan Krempel, Recording Secretary  
Raincoast Ventures Ltd.



Item 4.1

# TransLink Management Report

November 15, 2018

## Ridership is Booming

- Ridership has increased by **17%** over the last 3 years
  - 2016: **+4.5%**
  - 2017: **+5.7%**
  - 2018: **+6.5%**
- **64 million** more boardings
- Demonstrates demand for more and better options



# We are Delivering

## Bus

- ✓ 275,000 annual bus service hours
- ✓ 545 conventional bus, community shuttle and HandyDART replacement & expansion buses
- ✓ 32 Double-deckers
- ✓ 4 battery-electric buses
- ✓ 4 new B-Lines in 2019
- ✓ Hired 400 new bus operators
- ✓ 30% HandyDART service increase

## SeaBus

- ✓ New SeaBus ordered
- ✓ 15 minute peak service

## Rail

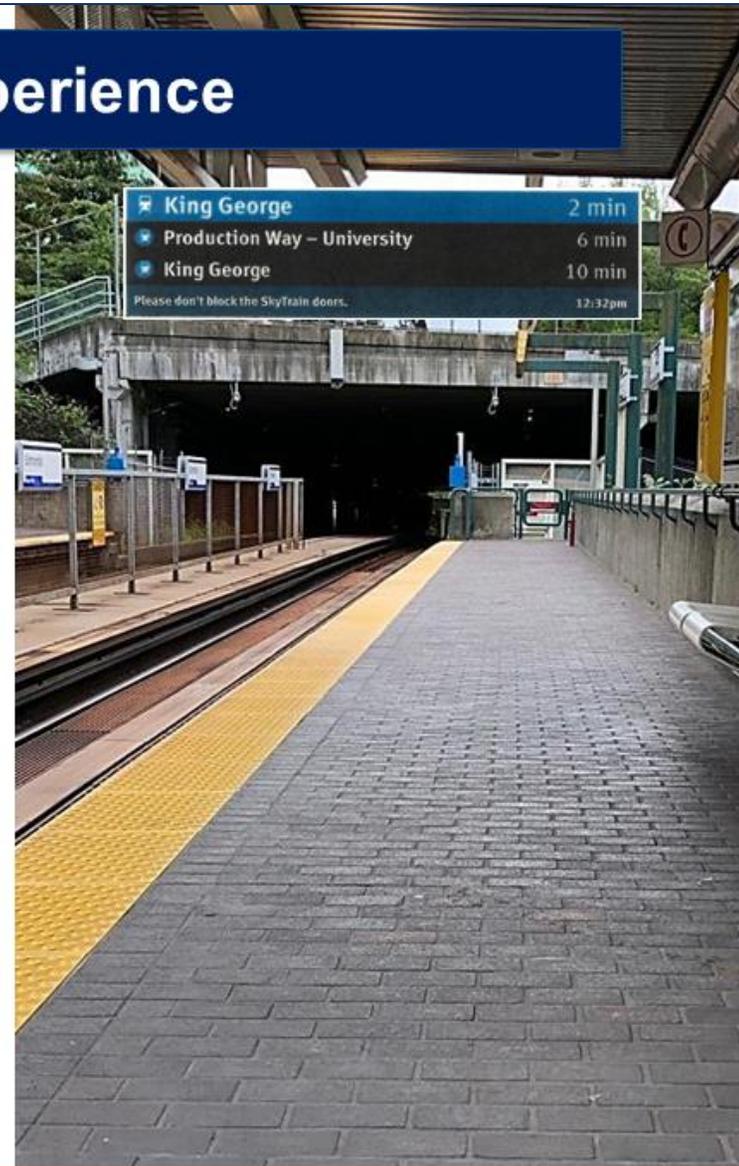
- ✓ 24 additional Canada Line cars
- ✓ 56 additional Mark III cars
- ✓ WCE RFP for 2 new and 6 refurbished locomotives
- ✓ Approval of Broadway Extension business case

## Investing in our System

- Substantial station upgrades:
  - Metrotown
  - Commercial–Broadway
  - Surrey Central
- Escalator Replacement Program
  - Work began on 3 main escalators at Granville Station
- **54** km of rail grinding
- Replaced **2,500** rail pads

## Improving the Customer Experience

- New **Passenger Information Displays** and upgraded **PA systems** will deliver new and better information at SkyTrain stations
- Launched **Live Chat**
- Improved our **alerts webpage**
- Tap to Pay
  - **3.25 million taps** total since May 22 launch



# Our Customer Experience Action Plan



10



**TO:** Mayors' Council on Regional Transportation  
**FROM:** Mike Buda, Executive Director, Mayors' Council Secretariat  
**DATE:** November 9, 2018  
**SUBJECT:** **ITEM 5.1 – Proposed Mayors' Council 2019 Work Plan**

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## **PROPOSED RESOLUTION**

That the Mayors' Council on Regional Transportation:

1. Develop a final 2019 Work Plan and Budget for consideration at the December 13, 2018 meeting, with the following key elements:
  - a. Secure new senior government funding for all remaining projects in the 10-Year Vision that are currently unfunded:
    - Phase Three Plan projects, including the completion of South of Fraser rapid transit, five more B-Lines, the Burnaby Mountain Gondola, a 7% increase in bus service and 8% increase in HandyDART, additional West Coast Express cars, upgrades to transit exchanges and Canada Line and SkyTrain stations, and regional road, walking and cycling infrastructure; and,
    - Complete a rail connection from the Broadway Subway station at Arbutus, to UBC;
  - b. Initiate development of the Phase Three Plan of the 10-Year Vision;
  - c. Update the Regional Transportation Strategy;
  - d. Step up engagement with the Province of BC on priority issues, including the Phase Three Plan, RTS update, ride-hailing legislation, HandyDART, fare discounts and funding support for the remaining projects in the 10-Year Vision;
  - e. Fulfill governance responsibilities, including a review of TransLink's governing legislation.
2. Develop a Federal Election Outreach and Engagement Strategy for consideration at the December 13, 2018 meeting, designed to secure commitments from all major federal parties to support the region's remaining unfunded transportation priorities in the 10-Year Vision and those to be identified in the RTS update process;
3. Receive this report.

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## **PURPOSE:**

This report proposes a 2019 Work Plan to guide the Mayors' Council's agenda and priorities in the coming year. The work plan is proposed here for discussion and input, prior to a final work plan being presented for consideration at the December 13, 2018 meeting.

## **BACKGROUND:**

At the beginning of each year, the Mayors' Council has adopted a strategic work plan to focus resources and time on its highest priorities in the coming year. While a range of secondary issues will also require

the focus of the Mayors' Council through the year, it is the identified strategic priorities that drive the agenda and where energy is focused. The priorities identified in each of the past two years are listed below. Each of these identified priorities has been completed or achieved significant progress except for initiating a governance review process with the province in 2018.

**2018 work plan priorities:**

- complete the Phase Two Plan
- deliver the report of the Mobility Pricing Independent Commission
- initiate the Regional Transportation Strategy update process
- Governance review

**2017 work plan priorities:**

- Phase One Plan implementation
- Initiate the Phase Two Plan development process
- Launch the Mobility Pricing Independent Commission
- Provincial election outreach and engagement ("Cure Congestion campaign") and follow-up with new government

**DISCUSSION:**

The new Mayors' Council takes office at an important transition point for the region. After more than a half decade of effort, the region has achieved consensus on its transportation expansion priorities in the 10-Year Vision, secured \$5 billion in senior government funding, approved new regional funding and begun rolling out the largest transit expansion in B.C.'s history in the Phase One and Two Plans of the 10-Year Vision that together will deliver almost \$10 billion in new transit and transportation infrastructure and services in the region.

On this solid foundation, the new Mayors' Council will be able to advance the remaining elements of the 10-Year Vision, and update the Regional Transportation Strategy to guide future investments and priorities beyond the Vision, all within an environment of coming transformative change in transportation technology.

Aligned with this, senior governments in Victoria and Ottawa are both committed to expanding public transit in a way that has not been the case for many years. With a federal election planned for October, 2019, and a minority provincial government always mindful of electoral realities, both governments are not expected to rest on the laurels of their existing transit commitments, but will also be thinking of making new commitments.

There are other priorities and responsibilities of the Mayors' Council that also need to be integrated into this work plan, as will the need to respond to proposed changes to the Phase Two Plan as a result of the request by the City of Surrey to shift the technology and timelines of the Fraser Highway project from LRT to SkyTrain.

In recognition of an unprecedented turnover of regional leaders, and the importance of a well-informed Mayors' Council, a more robust transition briefing process than has occurred after past elections was initiated in late October, 2018. A new member transition briefing book was distributed on November 2, and a new member orientation is planned on the afternoon of November 15. To supplement this initial

orientation, it is proposed that additional orientation workshops be scheduled immediately following each of the next 3-4 regularly scheduled monthly Mayors' Council meetings. Each of these workshops, open to all members, would be planned for 3-4 hours, involve outside experts as well as relevant TransLink staff, include site visits and tours in the region, and focus on the following themes:

- How the regional transportation network works and is changing
- Regional planning
- TransLink finances, revenues and senior government funding
- TransLink operations

In addition to orientation workshops, TransLink staff is investigating options and opportunities for study tours of small groups of members to visit other cities to see on-the-ground examples of the latest transit technologies and planning approaches. Details will be presented at future meetings for more discussion.

### **Proposed 2019 Work Plan**

Given this context, the following priority elements are suggested as the beginnings of a 2019 Mayors' Council Work Plan, to be considered more fully at the December 13, 2018 meeting:

#### **1. Federal election outreach and engagement**

The current federal infrastructure funding programs are almost 100% allocated. New funding required for remaining unfunded projects in the 10-Year Vision (the Phase Three Plan and Rail to UBC), as well as for new regional priorities identified in the RTS update will require the next federal government to "top-up" these funding programs. The federal election is a critical opportunity for this region to make a unified, strong case to all parties on the need for additional federal funding. It is proposed that a Mayors' Council election readiness strategy will be presented at the December 13, 2018 meeting for consideration. To provide the policy and planning foundation for this strategy, more detailed design work on the projects proposed across the region in the Phase Three Plan as well as the rail connection to UBC committed to in the Vision will be brought to the Mayors' Council starting at the January 2019 meeting.

#### **2. Regional Transportation Strategy**

The RTS update process will move into high gear in early 2019. This work, projected to take 12-18 months, will require the oversight of a committee, and the frequent and at times intensive engagement of members, as well as local government staff and councils. This work will inform the federal election strategy, although clearly, a complete RTS update will not be available until after the election. An RTS work plan will be provided at the December meeting.

#### **3. Phase Three Plan of the 10-Year Vision**

The Phase Three Plan will increase bus service across the region by an additional 7% and HandyDART service by 8% (on top of the respective 18% and 22% increases already approved through the Phase One and Two Plans), build the 5 remaining B-Lines, and SkyTrain, Canada Line and transit exchange upgrades, as well as funding for the second stage of South of Fraser rapid transit. Concurrent with the RTS update and federal election planning, the Mayors' Council will also need to consider how and when to advance the Phase Three Plan of the 10-Year Vision, currently scheduled for approval in late-2020. Ridership growth, changes to the Phase Two Plan as a result of a new approach to South of Fraser Rapid Transit, and the outcome of the federal election may require a new, accelerated schedule for the Phase Three Plan. A review of the key elements of this plan and options for next steps will be presented at the January, 2019 meeting.

#### **4. Provincial engagement**

The success of many of our plans and projects, like the Vision and the RTS, depends not just on funding but also the fulsome participation of the provincial government. Other, emerging Mayors' Council priorities, like ride-hailing, low-income or youth fare discounts and HandyDART, require broad, motivated provincial engagement in ways we have not necessarily achieved in the past. New issues will arise that will require quick provincial action. The new Mayors' Council will need to step up its relationship with the province – building on the one that existed with the previous Council – to help drive the partnership we need. To kick-start this process, it is proposed that the Minister Responsible for TransLink, Selina Robinson, be invited to an introductory meeting with the Council within the next three months.

#### **5. Governance**

In addition to its responsibilities for strategic policy and investment planning, the Mayors' Council has a range of other governance responsibility over TransLink, some jointly with the Board, and some stand-alone (see Annex 1 for a summary table). The two most time-consuming of these governance responsibilities is responding to recommendations by the Board to change the Executive Compensation Plan (ECP), and appointing Board members from a list of nominees provided by the Screening Panel. The Mayors' Council agreed with the Board in July, 2018 to strike a joint committee to review the ECP and bring back recommendations to both bodies in 2019. The Screening Panel process will begin shortly after this ECP review.

At times in the past, the governance structure and arrangements of TransLink, and the role and authority of the Mayors' Council, has been a high priority for review and full redesign. The interests of the new Mayors' Council will need to be assessed on this issue. However, regardless, there is a need to undertake a review of the most recent amendments to TransLink's governing legislation in 2014. Review of legislative changes typically occurs after 2-3 years, so a review is overdue. There are a number of smaller issues that require review and adjustment (in addition to any consideration of more significant changes). A report on this issue will be delivered in February or March, 2019, to initiate consideration of the scope of the review, and to implement the process.

#### ***Agenda planning***

Agendas for upcoming meetings will evolve given direction from the Mayors' Council and the work plans and reports of individual committees (to be created in December 13, 2018). Projected key agenda items:

##### **December 13, 2018 Meeting**

- Follow-up to November, 15, 2018 TransLink report on next steps on South of Fraser rapid transit planning, including the Fraser Highway SkyTrain project
- 2019 Mayors' Council Work Plan and Budget
- Federal Election Outreach and Education Strategy
- Next steps on RTS
- Mayors' Council committee structure and appointments
- TransLink report on provincial consultation Massey Bridge technical review (dependent on provincial timelines TBA)
- Scheduling 2019 Meeting Schedule
- Orientation Workshop (topic TBA)

**January, 2019 Meeting**

- Meeting with Minister Responsible for TransLink (proposed)
- South of Fraser Rapid Transit
- Next steps on Phase Three Plan of the 10-Year Vision
- Defining technology options for Rail to UBC
- Regional priority-setting for Green Infrastructure Fund
- Report on B-Line Implementation
- Orientation Workshop (topic TBA)

**February and March, 2019 Meetings**

- South of Fraser Rapid Transit
- Report on Low-Carbon Fleet Strategy
- Public Launch of Federal Election Outreach and Education Strategy
- Major Projects Update: Expo Millennium Line Upgrade Project
- Report on Governance Review
- Orientation Workshops (topic TBA)

**Attachment:**

See Annex 2 below for presentation slides that staff will use at the meeting to introduce this item.

**TransLink Board and Mayors' Council**  
**Accountabilities under South Coast British Columbia Transportation Authority Act**

ANNEX 1

|   | TransLink Board      | Board and<br>Mayors' Council | Mayors' Council  |
|---|----------------------|------------------------------|------------------|
| <b>Governance</b>   |                      |                              |                  |
| Swear oath to consider interests of the region as a whole                               |                      |                              | ✓                |
| Appoint 1 member to Screening Panel   |                      |                              | ✓                |
| Elect MC Chair and Vice-Chair   |                      |                              | ✓                |
| Select 7 Appointed Directors nominated by Screening Panel                               |                      |                              | ✓                |
| Elect TransLink Board Chair   | ✓                    |                              |                  |
| Carry out fiduciary responsibilities (act in TL's best interests)                       | ✓                    |                              |                  |
| Approve change in director remuneration recommended by Screening Panel                  |                      |                              | ✓                |
| Update Board skills and experience matrix   | ✓                    |                              |                  |
| Oversee Mayors' Council management and resources  |                      |                              | ✓                |
| Oversee TransLink management and resources  | ✓                    |                              |                  |
| <b>Regional Planning and Funding</b>  |                      |                              |                  |
| Approve long term strategy  |                      | ✓                            |                  |
| Approve investment plan   |                      | ✓                            |                  |
| Secure senior government funding and new revenue sources                                |                      | ✓                            |                  |
| Set standards and fund Major Road Network   | ✓                    |                              |                  |
| <b>Finance and Administration</b>   |                      |                              |                  |
| Appoint CEO   | ✓                    |                              |                  |
| Approve changes to Executive Compensation Plan  | ✓                    | ✓                            |                  |
| Establish subsidiaries  | ✓                    |                              |                  |
| Approve annual budget   | ✓                    |                              |                  |
| Oversee head office support functions (incl. Finance, IT, HR, procurement, real estate) | ✓                    |                              |                  |
| Implement taxation and other revenue measures as approved in investment plan            | ✓                    |                              |                  |
| Approve increases in short term fares   | ✓ if < targeted fare | ✓ if > targeted fare         |                  |
| Secure borrowings   | ✓                    |                              |                  |
| Approve statutory annual report   | ✓                    |                              | Receive for info |
| Convene Annual General Meeting  | ✓                    |                              |                  |
| <b>Operations</b>   |                      |                              |                  |
| Oversee transit planning and operations (incl. bus, rail, security)                     | ✓                    |                              |                  |
| Approve amendments to annual customer satisfaction survey process                       |                      | ✓                            |                  |
| Approve amendments to customer complaints process                                       |                      | ✓                            |                  |
| Enforce conduct/safety regulations and payment of fares                                 | ✓                    |                              |                  |
| Approve amendments to fare infraction bylaw   |                      | ✓                            |                  |
| Deliver ongoing capital program   | ✓                    |                              |                  |
| Oversee sale of major assets  |                      | ✓                            |                  |
| <b>Major Capital Projects (&gt; \$50 million)</b>                                       |                      |                              |                  |
| Identify and prioritize projects in investment plan                                     |                      | ✓                            |                  |
| Implement projects in investment plan   | ✓                    |                              |                  |
| Expropriate property  | ✓                    |                              |                  |

**Note** - Under s. 207 of the SCBCTA Act, all service, capital and operational plans and policies of TL and its subsidiaries must be consistent with the strategic plan (i.e. investment plan approved by the MC).

## **Report of the Executive Director**

### Item 5.1 – Proposed 2019 Work Plan

- Guides our agenda and priorities in the coming year.
- Proposal for discussion and input; final consideration in December
- **2018 work plan priorities:**
  - complete the Phase Two Plan
  - deliver the report of the Mobility Pricing Independent Commission
  - initiate the Regional Transportation Strategy update process
  - Governance review

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6

## **At a transition point**

### Item 5.1 – Proposed 2019 Work Plan

- **Achievements to date:**
  - Consensus on 10-Year Vision
  - Secured unprecedented, catalytic \$5B senior government funding
  - Rolling out the largest transit expansion in B.C.'s history
- **Continuing the momentum:**
  - Complete the 10-Year Vision: Phase Three Plan and Rail to UBC
  - Update Regional Transportation Strategy (RTS) to identify priorities beyond the Vision

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7

## Alignment with senior governments

### Item 5.1 – Proposed 2019 Work Plan

- 2015 federal commitment to massive expansion of infrastructure funding
- 2017 election of new provincial government: fund 40% share
- More than money: a real partnership to expand transit and mobility options in B.C. and Canada
- 2019 federal election and minority status of B.C. government

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8

## Maintain and build momentum

### Item 5.1 – Proposed 2019 Work Plan

#### Key work plan elements:

1. Finalize regional planning:
  - Complete 10-Year Vision: Phase Three Plan and Rail to UBC
  - Look beyond the 10-Year Vision: RTS
2. Secure funding:
  - Federal election outreach and engagement
  - Provincial engagement
  - Investment Plan development process

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9

## Other work plan priorities

### Item 5.1 – Proposed 2019 Work Plan

#### 4. Governance

- MC responsibilities
- Legislative review and beyond?

#### 5. Transition of new members:

- Orientation workshop
- One-on-one briefings
- Study tours

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10

## Item 5.1 – Proposed 2019 Work Plan

### Proposed Resolution

1. Develop a 2019 Work Plan and Budget for consideration at the December 13 meeting, with the following elements:
  - a. Secure new senior government funding for all remaining projects in the 10-Year Vision that are currently unfunded:
    - Phase Three Plan projects, including South of Fraser rapid transit, 5 more B-Lines, the Burnaby Mountain Gondola, a 7% increase in bus service and 8% increase in HandyDART, additional West Coast Express cars, upgrades to transit exchanges and Canada Line/SkyTrain stations, and regional road, walking, cycling infra.;
    - Complete a rail connection from the Broadway Subway station at Arbutus, to UBC;
  - b. Initiate development of the Phase Three Plan of the 10-Year Vision;
  - c. Update the Regional Transportation Strategy;
  - d. Step up engagement with the Province of BC on priority issues, including the Phase Three Plan, RTS update, ride-hailing legislation, HandyDART, fare discounts and funding support for the remaining projects in the 10-Vision;
  - e. Fulfill governance responsibilities, including a review of TransLink's governing legislation.
2. Develop a Federal Election Outreach and Engagement Strategy for consideration at the December 13 meeting, designed to secure commitments from all major federal parties to support the region's remaining unfunded transportation priorities in the 10-Year Vision and those to be identified in the RTS update process;

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11

**TO:** Mayors' Council on Regional Transportation  
**FROM:** Geoff Cross, Vice President Planning and Policy  
**DATE:** November 9<sup>th</sup>, 2018  
**SUBJECT:** **ITEM 6.1 – South of Fraser Rapid Transit**

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## PROPOSED RESOLUTION

That the Mayors' Council on Regional Transportation:

1. Endorse TransLink's decision to suspend the Surrey-Newton-Guildford Project, stopping all expenditures of money and resources on the project, based on the request from the City of Surrey;
2. Use the 10-Year Vision as the basis for South of Fraser rapid transit planning, recognizing the City of Surrey request to change the technology and timing of the Fraser Highway project from LRT to SkyTrain, and draw only on the available funding currently allocated for South of Fraser rapid transit in the Phase Two Plan, and the financial framework for the Phase Three Plan.
3. Request the additional analysis and a work plan on "Option 2" in this report, for consideration at the December 13, 2018 meeting of the Mayors' Council to:
  - a. Start immediately with planning, consultation, design and procurement readiness works for the SkyTrain on Fraser Highway project, building on the 2017 SkyTrain design study; and concurrently to,
  - b. Initiate a planning process to refresh the South of Fraser transit strategy.
4. Receive this report.

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## PURPOSE

The purpose of this report is to respond to a City of Surrey request to cancel a planned LRT project connecting Surrey Central with Guildford and Newton (SNG LRT), and redirect approved funding from this LRT project towards a SkyTrain extension along Fraser Highway towards Langley City. The report recommends:

- an immediate suspension of the SNG LRT procurement and project development activities, and,
- direction to prepare additional analysis and a detailed a work plan for revisions to the South of Fraser rapid transit strategy based on "Option #2" (of three options proposed) in this report.

This report and its recommendations have been developed in recognition of the need to be responsive to the electoral outcome of the recent municipal elections in Surrey. Management recognizes this is a new Mayors' Council with a majority of new members that are confronted by the need to immediately in their tenure consider decisions around multi-billion dollar projects that will serve a large portion of the region's 2.5 million residents. As such, the information and recommendations in this report seek to

balance being responsive to the City of Surrey Council's requests with the need to provide the new Mayors' Council with an opportunity for a deliberative review of the pertinent issues posed by this request. To that end, the report seeks to answer expected questions as to what is involved in changing priorities for building the rapid transit network South of the Fraser, and by extension, what work has been completed to date that will inform the path forward. The report then seeks direction to develop a more detailed proposal on Management's preferred approach for next steps ("Option #2") for consideration at the next meeting. This will provide the Mayors' Council with additional time and opportunity to understand the issues and hear from the staff, stakeholders and the public before making final decisions on next steps.

## **BACKGROUND**

The City of Surrey Council has requested that the Mayors' Council direct TransLink to cancel the Surrey-Newton-Guildford Light Rail Transit Line (SNG LRT) and extend SkyTrain along Fraser Highway towards Langley, as a change in technology and sequencing of the 10-Year Vision commitment for 27KM of rapid transit in Surrey and Langley (see Annex 1 for approved resolution). This section will describe what the Mayors' Council has committed, funded and approved for new transit in Surrey and Langley, and provide a status report on work completed to date.

### South of Fraser Rapid Transit Strategy in the 10-Year Vision

The 10-Year Vision calls for 27km of new Light Rail Transit to be constructed, connecting Surrey-Central to Newton, Guildford and Langley City. The Vision established the Surrey-Newton-Guildford corridors as the Stage One of the project to be followed by Surrey to Langley to begin construction in Year 8 and be finished by Year 12. In the interim period for the Surrey to Langley line, a new B-Line was identified for the corridor to serve growing demand as a precursor to rapid transit.

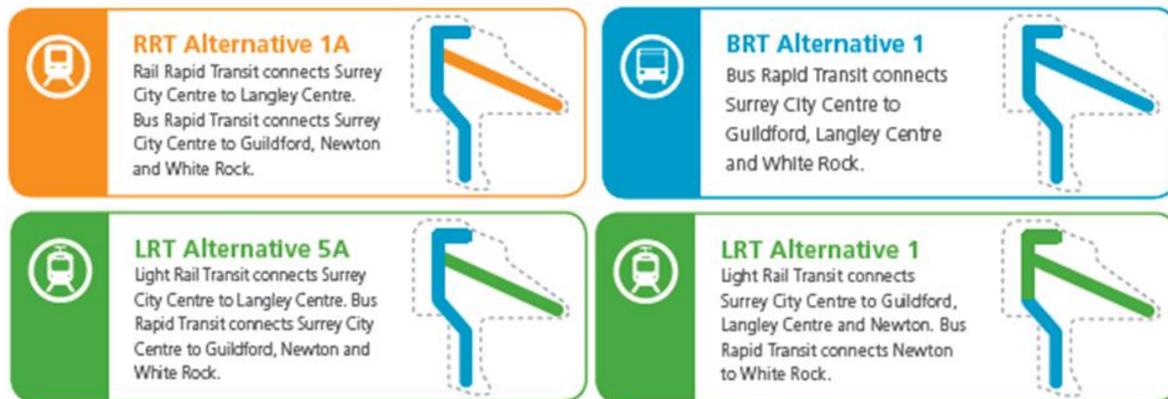
The 10-Year Vision was established during the first half of 2014. To establish the rapid transit priorities, the Mayors' Council, supported by TransLink staff, drew from the two rapid transit studies that were conducted between 2009 and 2012 for Commercial-Broadway to UBC Point Grey Campus and South of Fraser.

The South of Fraser Rapid alternatives analysis study was co-funded by TransLink and the Province through the Ministry of Transportation and Infrastructure. Metro Vancouver and the Cities of Langley and Surrey were partners in the study. A timeline of the studies that preceded this work as well as the consultation activities undertaken are included in Appendix A. The Alternatives Analysis reviewed over 1,000 technology and route combinations to develop a shortlist of four options, shown below. Within the shortlist of alternatives, the technology options for the Surrey-Newton-Guildford corridor included only LRT or Bus Rapid Transit (BRT) due to the estimated future capacity needs. On the Surrey to Langley corridor, the shortlist included all three rapid transit technologies: BRT, LRT or SkyTrain.

This analysis included a multiple account evaluation to highlight trade-offs for decision-makers regarding all the identified objectives: transportation, financial, environment, urban development, economic

development, social and community, and deliverability (Annex 2). The Alternatives Analysis included intensive public and stakeholder consultations to identify shortlisted alternatives, and on the design development and evaluation of the alternatives.

The shortlist of four alternatives was:



Multiple Account Evaluations are not weighted, in that they do not provide guidance to the relative importance of each objective. Absent one alternative performing better on all accounts, it rests with policy makers to weigh which accounts/objectives are more or less important to that project in order to render a decision. This was the case for South of Fraser Rapid transit with the four shortlisted alternatives having different rankings on the different accounts. The Mayors' Council considered the trade-offs and their emphasis on the land use shaping objectives – based in part on the publicly expressed preferences of the City of Surrey – led them to choose the LRT 1 option for the 10-YR Vision (with a B-Line instead of BRT connecting Newton to White Rock).

#### Status of South of Fraser Rapid Transit Commitments

The Phase One and Two Plans of the 10-Year Vision were approved as Investment Plans by the TransLink Board and Mayors' Council in November 2016 and June 2018. The Phase Three Plan is scheduled for approval in 2020/21. All three plans made coordinated commitments to rapid transit and expanded bus services in the South of Fraser region:

##### *Phase One Plan*

The Phase One Investment Plan included project development and preconstruction works on the SNG LRT. This was jointly funded by TransLink and the Provincial and Federal Governments. This work prepared the project for final funding approvals and procurement.

The Phase One Plan also includes implementing a new B-Line on Fraser Highway between Surrey Central and Langley City. Along with the other three new regional B-Lines in that Plan, this new service is currently scheduled to launch in fall 2019. TransLink has been working with the 11 municipalities across the region and the Ministry of Transportation and Infrastructure to provide greater speed and reliability

for each of the new services as well as enhanced fleet and amenities from TransLink. The implementation of a B-Line type service has generally been a precursor to rapid transit in the region, providing limited stop, faster, higher capacity service that starts to replicate rapid transit qualities and build ridership. The 98 B-Line became the Canada Line, the 97 B-Line was replaced with the Evergreen Extension of the Millennium Line and the 99 B-Line on Broadway will partially be replaced by the Millennium Line Broadway Extension.

#### *Phase Two Plan*

The Phase Two Investment Plan approved the construction of the SNG LRT project and the necessary \$1.65B of funding required to complete the project. It also includes \$30 Million dollars to complete detailed project development and procurement readiness for the Surrey to Langley LRT line. This work was scheduled to begin in mid-2019. The Phase Two Plan also included a new B-Line in 2021 along Scott Road that will make connections to the planned terminus of the SNG LRT at Newton Exchange and the existing Expo Line.

#### *Phase Three Plan*

The Phase Three Investment Plan, scheduled for approval in approximately 2020, would fund the other remaining projects in the Vision, including the Surrey-Langley LRT (with a current cost estimate of \$1.9B). The Phase Three Plan will require additional senior government capital funding and increased regional revenue sources for both the capital match and 100% of the increases to operating expenditures. The Phase Three Plan will fund Years 6-10 of the service expansion on bus (including the remaining 5 B-Lines, one of which was to connect the Fraser Highway LRT to Maple Ridge/Pitt Meadows, and the other to connect Newton Exchange to White Rock), SkyTrain and West Coast Express, and investments in roads, cycling, walking and station upgrades and potentially procurement readiness for rail to UBC. As context, the \$1.9B for Surrey to Langley rapid transit is currently the largest single capital project identified for the Phase Three Plan, but represents a smaller share of the total operating and capital expenditure expansion associated with that plan. The Proposed 2019 Work Plan for the Mayors' Council includes seeking additional senior government funding for the remaining projects in the 10-Year Vision.

#### Work Completed to date on the on the Surrey Newton Guildford LRT

With the direction in the Vision to build SNG as Stage 1 of South of Fraser Rapid Transit and the subsequent approvals of the Phase One and Phase Two Investment Plans, TransLink has completed the following work specific to SNG LRT:

- Business Case for P3 Canada
- Project design
- Environmental assessments
- Procurement and delivery model assessments
- First Nations consultation
- Business Case development for Provincial and Federal Government Treasury Board Processes
- An independent due-diligence review

- Three rounds of public engagement in Surrey
- Preconstruction work including the Bear Creek Bridge project, utilities work on 104<sup>th</sup> and 105<sup>th</sup> Avenue, and design and tendering of Guildford Exchange upgrades
- Prepared and executed a Partnership Agreement between TransLink and the City of Surrey outlining the financial contributions and policy commitments of each agency
- Request For Qualifications process that launched on September 5, 2018
- Request For Proposals process preparation, including preparing a Project Agreement and a Master Municipal Agreement
- Established a project team and office

Per the direction of the 10-Year Vision, TransLink developed Partnership Agreements with both the City of Surrey and the City of Vancouver for their respective projects. In addition to the financial and in-kind contributions to the project, the objective of the Partnership Agreements is to outline the actions each agency is taking to improve the certainty that the business case objectives are achieved and the performance maximized. For the SNG LRT project, it includes all the land use and transportation planning efforts that the City of Surrey has completed or has committed to undertaking to foster the development that underpins the ridership demand forecasts and employment and economic development objectives.

Table 1 below outlines the expenditures for each stream of work. These expenditures only include contracted work and dedicated project-team staff, and exclude any estimated allocation of general TransLink staff such as Engineering, Planning, Legal and Procurement resources.

**Table 1. Expenditure Commitments for Surrey-Newton-Guildford LRT Project**

| Date   | Item  | Amount               | Funders                        |
|--|---|----------------------|--------------------------------|
| 2015 to 2016   | P3 Canada Business Case   | \$7.9m               | TransLink, Surrey (\$310k)     |
| 2016 to 2018   | PTIF 1 Business Case, Due Diligence and Procurement Readiness   | \$20m                | TransLink (50%), Federal (50%) |
| 2018   | Pre-Approval Project Works, including traffic modeling, drafting the master municipal agreement, design refinement, specifications definition, public and First Nations consultation, finalizing environmental reviews  | \$13m                | TransLink                      |
| 2018 to 2019 (in progress)   | Post-Approval RFQ & RFP Management<br>Figure can be reduced by suspending project   | \$7.5m (in progress) | TransLink                      |
| <b>Subtotal specific to SNG LRT Project Planning, Design and Readiness</b> |   | <b>~\$48m</b>        |                                |
| 2018   | PTIF 1 Early Works<br>Construction nearly complete: Bear Creek Bridge & 104/105<br>Utilities*: <b>\$16.4m</b><br>Designed, tendered and ready to award: Guildford Exchange**: <b>\$12.6M</b><br><br>• Benefits any future rapid transit project, as well as the MRN and other travel modes<br>** Significant benefits to transit regardless of SNG LRT but part of SNG overall capital budget | \$29m                | TransLink (50%), Federal (50%) |
| <b>Total Expenditures / specific to \$1.65B SNG Capital Budget</b>         |   | <b>~\$77M</b>        |                                |

As noted in the table above, the Post-Approval RFQ & RFP Management is in progress and a project suspension will result in less than the \$7.5 budget being spent. Also, the PTIF Early Works projects will have strong transportation benefits even if the SNG LRT project is cancelled, but are included as they are components of the approved \$1.65B budget. Management is working with Provincial staff to establish if the Federal or Provincial government may require any of the funds to be reimbursed for projects such as the Bear Creek Bridge if the project is cancelled. The TransLink expenditures to date may have to be written down or recovered as there would no longer be a capital asset. This will have an impact on TransLink's finances.

As these expenditures were all part of the \$1.65B Capital Project envelope approved in the Phase Two Investment Plan, the remaining funding capacity is about \$1.58B which in principle could be redirected subject to business case approvals by the region and senior governments.

#### Funding approved or allocated to South of Fraser Rapid Transit

**In summary**, the envelope of expenditures for 27km of South of Fraser Rapid Transit is currently assumed to be:

|   |   |
|---|---|
| Current project remaining budget:       | \$1.6B (approved through Phase Two Plan)                  |
| Fraser Highway LRT project development: | \$30M (approved through Phase Two Plan)                   |
| Future Surrey to Langley LRT budget:    | <u>\$1.9B (to be secured and approved in Phase Three)</u> |
| Total envelope for 27km:                | \$3.5B  |

#### Status of the Planning for Surrey to Langley Line

In early 2017, TransLink completed an updated cost validation of both the assumed LRT project, as well as an alternative SkyTrain extension at the request of the Provincial government.<sup>1</sup> The validation incorporated updated travel and ridership modelling to better understand trip patterns generated by the two options. The technical work is the equivalent of about 10% design which given the status of the project at the time, and provides significant level of detail. This reference case has not been validated with municipal partners or discussed with public and stakeholders. In summary, the reference case work found that:

- The capital cost estimate for a SkyTrain reference case at \$2.92B was approximately \$965 million higher than the \$1.95B LRT reference case which included one more station than the SkyTrain alternative. These estimates assumed a 2022 start of procurement.
- The operating cost estimate for the SkyTrain solution was approximately \$7 million per year higher than the LRT solution, an amount that would be only marginally offset by higher ridership revenue than LRT.
- The use of LRT resulted in a greater proportion of trips remaining in the South of Fraser. The SkyTrain extension supports longer commutes, with more trips crossing the Fraser and going

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<sup>1</sup> The previous Provincial Government Commitments commitment had been support for the 10-Year Vision in principle, subject to review of a business case. Furthermore, the Provincial Treasury Board business case process requires that at least one alternative be presented for comparison.

into Downtown Vancouver during the morning peak period. For the SkyTrain extension, the majority of demand would forecast to be between Fleetwood and King George station.

TransLink provided these findings to the Mayors' Council and the Township of Langley and Langley City Councils over the summer and fall of 2017. TransLink has not engaged the general public or stakeholders on this project or any specific alignment information (Annex 3). The last public engagement on Fraser Highway was in 2011 and was on the high level concepts for the alternatives analysis.

#### Updating the Regional Transportation Strategy

The completion of the rapid transit network committed to in the 10-YR Vision would fulfill the long-term regional rapid transit network that has been identified consistently over the past 25 years. This network includes Rail to UBC that was identified as a regional priority in the 10-YR Vision but not envisioned to be constructed within the first 10 years.

The new Regional Transportation Strategy is now under development and is targeted for completion in 2020. Looking out a minimum of 30 years, this strategy sets the vision, investment strategies and policies that the region intends to pursue to meet the regional objectives including Metro Vancouver's Regional Growth Strategy and Provincial and regional environmental objectives. Under the direction of the Board and Mayors' Council, TransLink will identify additional priorities over the next 30 years, including both investments and policies, which will set the path for what comes after the investments in the 10-Year Vision. TransLink is in the initial stages of that update and plans to develop a new strategic network through broad public, stakeholder and policy maker engagement. This work should be completed by 2020. Suggestions have already been received for new high capacity transit connection to the North Shore, Delta and South Surrey, Maple Ridge, and into the Fraser Valley. These and other concepts will be explored as part of the RTS update.

## **DISCUSSION**

The Mayors' Council faces the following decisions when determining how to respond to the City of Surrey motion on LRT and SkyTrain, given the existing policy direction, plans approved and work already initiated on South of Fraser rapid transit, including the Surrey-Newton-Guildford LRT:

1. How and when to cancel or suspend the SNG LRT Project
2. How and when to initiate design work on Surrey to Langley SkyTrain along Fraser Highway
3. How to revise the funding strategy, if required, for the Phase Two and Three Plans
4. If and how to revise the South of Fraser Rapid Transit Expansion Strategy for 27 km of rapid transit along the SNG and Fraser Highway Corridors, and three new B-Lines.

#### Canceling or Suspending the SNG LRT project.

On November 5<sup>th</sup>, 2018, the City of Surrey Council passed a resolution to ask TransLink and the Mayors' Council to stop all activity on the Surrey-Newton Guildford LRT project and immediately start work on a SkyTrain alternative from Surrey Centre towards Langley. Since strong host municipality support is necessary and essential for the delivery of an LRT project, the TransLink Board and Management advise

the Mayors' Council that the LRT project can no longer be implemented. TransLink suspended work on the project as of November 6 2018, to prevent further resource expenditures and to allow policy makers an opportunity to provide direction. The TransLink Board of Directors passed a resolution (Annex 4) requesting the Mayors' Council provide definitive direction. Management is recommending that the Mayors' Council endorse a suspension of the project indefinitely until staff can return with options. In the event that the project is restarted in the future, there would be additional costs and mobilization time associated with the decision.

### Funding Context

Securing additional funding beyond the roughly \$1.58B available in the Phase Two Plan from the SNG LRT project and \$30M for Fraser Highway design and project development to accommodate the project changes proposed by the City of Surrey is not recommended, because it would require new funding from the Senior Governments and the Region. This requirement would delay work. Other funding considerations that require further analysis in a future report:

- There is \$185M remaining in potential federal funding for future projects from the region's allocation of Federal Public Transportation Infrastructure Funding (\$2.62B over the 10-Year period ending in 2027). This has been ear-marked by the Mayors' Council for the Surrey to Langley Line for a Phase Three Plan. Federal funding requires a minimum 60% match from regional, local and provincial funding.
- The Provincial Government has pledged 40% to the Capital Costs of the Vision; however, they have not budgeted for any additional contributions beyond their commitments to the Phase Two Investment Plan.
- Accessing additional federal and provincial funding would also require a new regional funding match on the order of 25-35%<sup>2</sup> plus any incremental operating expenditures associated with the project<sup>3</sup>.

### **Developing Options for Next Steps**

There are a several possible approaches for moving forward that depend on the range of potential questions that need to be answered and how the uncommitted SNG LRT funds are treated. Each option would have a different work plan associated with it, timeline and budget and implications for consistency with established policy direction. All of these options assume relying only on funds either already approved in the Phase Two Plan, or notionally allocated to South of Fraser rapid transit for a Phase Three Plan.

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<sup>2</sup> While both the Provincial and Federal Governments commit up to 40% each of capital costs, some costs are ineligible, most notably if property acquisition for the Federal Government, which is typically in the hundreds of millions of dollars for a rapid transit project. As a result, the regional match ends up being much higher than 20%.

<sup>3</sup> As noted in the earlier analysis on Surrey to Langley LRT and SkyTrain alternatives, SkyTrain had higher operating costs on the order of \$7M/yr.; if a SkyTrain project is advanced in lieu of the SNG LRT, this operating cost differential would need to be accounted for in a revised Investment Plan and could either impact the capital funding available for SkyTrain or require additional regional revenues.

- **Option 1.** Proceed immediately with planning, design and procurement readiness works for the SkyTrain on Fraser Highway project. Defer any further planning or public consultation work on rapid transit along the Surrey Newton Guildford corridor until a future Phase Three Investment Plan.
- **Option 2.** Proceed immediately with planning, design and procurement readiness works for the SkyTrain on Fraser Highway project. And, concurrently, initiate a planning process to refresh the Surrey-Newton-Guildford rapid transit, consistent with the 10-Year Vision of building 27 km of rapid transit along both corridors.
- **Option 3.** Initiate a planning process to update the South of Fraser Rapid Transit Strategy for 27 km identified in the Vision. Delay launching any projects until the outcome is clear from this planning work and the identification of additional regional priorities through the Regional Transportation Strategy.

TransLink’s legislation requires that the approval of any new capital project over \$50 million be included in a 10-Year Investment Plan that is approved by the TransLink Board and Mayors’ Council following public and stakeholder consultation. An Investment Plan can only be approved once all funding is secured; the senior government funding assurances for major projects come only after Treasury Board approvals of new business case(s) by the Provincial and Federal Governments.

In relation to Options 1 and 2, there is a set of questions that need to be answered to advance a business case for a new SkyTrain project from Surrey to Langley and another set to develop a new overall strategy for South of Fraser Rapid Transit. The former can’t be resolved without answering at least some of the broader elements of an updated South of Fraser Rapid Transit Strategy due to possible impacts on the design of a Surrey to Langley SkyTrain extension. These questions are on the critical path to preparing a business case for senior governments.

Given the funding available in Phase Two, management advises that it is likely that SkyTrain from Surrey to Langley would have to be constructed in two phases, the first using available Phase Two funding, and the second phase to complete the line to Langley, commencing once the Phase Three Plan is funded and approved. However, management also recommends that a Surrey to Langley SkyTrain business case be completed for the corridor as a whole, regardless if the construction is conducted in one or two stages.

The business case and an implementation and funding strategy for TransLink needs to include technical and engagement work to answer at least the following questions:

*For a new Surrey to Langley SkyTrain project:*

1. What alignment, station and corridor design elements may need to be further explored? For example:
  - Will the Surrey Central to Fleetwood segment be based on the 2017 reference case or should a different design configuration through Green Timbers be considered?

- Are there any alternative alignments into Langley City to consider?
  - What park and ride facilities should be included based on current demand and a potential staged construction for the 16.5km line?
2. What are the updated costs (compared to the early 2017 estimates) for the current reference case and/or any variations to determine what extent can be built for the available funding?
  3. What community, municipal and stakeholder perspectives about the project design and urban integration may need to get incorporated into the new project?
  4. Do any land use and employment forecasts need to be updated that underpin the business case and financial forecasts?
  5. Are there alternative service operating scenarios, which may have capital implications but which could impact the life-cycle costs and effectiveness of the project?
  6. Are there implications for the new Fraser Highway B-Line that is to launch in fall 2019?

*On the broader South of Fraser Rapid Transit Network:*

7. What options need to be considered for the Surrey- Newton-Guildford corridors?
8. Do any of those options include a SkyTrain extension, which would impact the design of a Surrey- Langley SkyTrain project?
9. If they are bus-based, are new concept designs required to inform funding asks and municipal land-use integration?
10. If so, is the most current design concept the appropriate one for further developing?
11. What are the target implementation timelines for completing the new network?
12. Depending upon the timeline, are additional funds required to upgrade the 96 B-Line to the new B-Line or Better service parameters?

**Table 2. Comparison of Options for Next Steps**

| Option  | Pros   | Cons  |
|---|--|---|
| <b>Option 1. Direct all resources to Surrey-Langley SkyTrain and defer resolution of Rapid Transit Strategy on SNG Corridor</b>                                 | <ul style="list-style-type: none"> <li>-commences SkyTrain work immediately</li> <li>-may be marginally faster than Option 2</li> <li>-has less impact on resources for other current regional planning priorities.</li> </ul>   | <ul style="list-style-type: none"> <li>-may not future proof decisions for other rapid transit expansion if Surrey to Langley considered in isolation.</li> <li>-leaves unanswered questions for 10-Yr Vision, may slow implementation</li> <li>-public fall-out for SNG uncertainty</li> </ul>   |
| <b>Option 2. Commence Surrey-Langley SkyTrain project and concurrently refresh South of Rapid Transit Strategy</b>  | <ul style="list-style-type: none"> <li>-holds Vision intact</li> <li>-commences SkyTrain work immediately</li> <li>-supports better public involvement and transparency</li> <li>-supports near term efforts to secure additional senior government funding for remainder of 10-YR Vision</li> </ul> | <ul style="list-style-type: none"> <li>-requires more resources and policy-maker bandwidth</li> </ul>   |
| <b>Option 3. Create a new South of Fraser Rapid Transit Plan and put into the context of a new Regional Transportation Strategy network for decision-making</b> | <ul style="list-style-type: none"> <li>-opportunity for new Mayors' Council to re-examine all regional priorities and sequence accordingly</li> </ul>  | <ul style="list-style-type: none"> <li>-SkyTrain project launch delayed by up to a year or more.</li> <li>-Opens up the 10-YR Vision for a range of changes and force the region to do a major revision.</li> <li>-Risks losing Senior government funding and probably slows down the implementation of the remaining investments in the 10-YR Vision.</li> </ul> |

**Management recommends Option 2** and would like feedback on the questions and if there are other perspectives that need to be taken into account to develop a more detailed work plan option for the Mayors' Council to consider.

Canceling versus Suspending Surrey LRT

If there is any uncertainty amongst the Mayors' Council if the SNG LRT project or a portion of it could be part of the future mix, there is the potential to suspend the project versus cancelling it outright. If the suspension is for a period longer than 4 to 6 months then this option does differ from canceling the project and starting over. After about 6 months the business case would need to be completely refreshed.

In the event that there is a desire to suspend while some questions are answered there would be some incremental costs to relaunch the project such as reconfirming or updating project costs and reactivating the RFQ process. The costs would be material.

## RECOMMENDATIONS

TransLink recommends that the Mayors' Council respond to the City of Surrey Council's by supporting the approach to immediately cease expending resources on the SNG LRT project and request a work plan be prepared for the next meeting of the Mayors' Council that both moves immediately on advancing a new SkyTrain project from Surrey towards Langley and refreshes the broader South of Fraser rapid transit strategy.

### Proposed Resolution

*That the Mayors' Council on Regional Transportation:*

1. Endorse TransLink's decision to suspend the Surrey-Newton-Guildford Project, stopping all expenditures of money and resources on the project, based on the request from the City of Surrey;
2. Use the 10-Year Vision as the basis for South of Fraser rapid transit planning, recognizing the City of Surrey request to change the technology and timing of the Fraser Highway project from LRT to SkyTrain, and draw only on the available funding currently allocated for South of Fraser rapid transit in the Phase Two Plan, and the financial framework for the Phase Three Plan.
3. Request the additional analysis and a work plan on "Option 2" in this report, for consideration at the December 13, 2018 meeting of the Mayors' Council to:
  - a. Start immediately with planning, consultation, design and procurement readiness works for the SkyTrain on Fraser Highway project, building on the 2017 SkyTrain design study; and concurrently to,
  - b. Initiate a planning process to refresh the South of Fraser transit strategy.

### ATTACHMENTS

- **Annex 1** City of Surrey Council resolution
- **Annex 2** South of Fraser Rapid Transit Planning and Engagement Milestones
- **Annex 3** September 27, 2017 Staff Report to Mayors' Council on Surrey to Langley LRT and SkyTrain comparison
- **Annex 4** TransLink Board of Directors resolution from November 7<sup>th</sup>, 2018
- **Annex 5** Staff presentation slides on report

ANNEX 1

City of Surrey Council resolution

**Motion – Cancel Surrey Newton Guildford (SNG) – LRT and build SkyTrain from the King George SkyTrain Station to Langley City**

***Motion***

WHEREAS in the October 20, 2018 municipal election, the citizens of Surrey strongly expressed a desire to cancel the SNG – Light Rail Transit (LRT) Project and build SkyTrain from the existing King George SkyTrain station into Langley City; and,

WHEREAS the authority responsible for delivering transit services in Surrey is TransLink under the authority given in the South Coast British Columbia Transportation Authority Act by the Province of British Columbia; and,

WHEREAS the SNG-LRT project is part of TransLink’s current “Phase Two Investment Plan: 2018-2027” which is funded by Federal, Provincial and Regional governments; and,

WHEREAS TransLink has the responsibility to deliver, operate and maintain the project in the Phase Two Investment Plan; and,

WHEREAS the Mayors’ Council in its 10-Year Vision on Metro Vancouver Transit and Transportation has committed to build 27KM of rapid transit connecting Surrey Centre with Langley, Guildford and Newton as part its “Phase Two” and “Phase Three” Investment Plans.

**Be it resolved:**

THAT Council direct staff stop all work on the SNG-LRT project and immediately start working with TransLink on a SkyTrain extension from the existing King George SkyTrain Station to Langley City; and,

THAT Council request the Mayors’ Council and the TransLink Board to cancel the SNG-LRT Project and immediately initiate a new SkyTrain Extension Project along Fraser Highway by changing the technology originally proposed in the Phase Two Investment Plan to SkyTrain, and re-allocating all available funds in the Phase Two Plan dedicated for rapid transit in Surrey and Langley to start the SkyTrain extension towards Langley as soon as possible; and,

THAT Council request the Mayors’ Council to seek the required funding for the Phase Three Plan of the 10-Year Vision as soon as possible, to complete all 27KM of rapid transit in Surrey and Langley.

ANNEX 2

**Surrey-Newton-Guildford LRT Historical Milestones**  
(from January 23, 2018 report to Mayors' Council)

*Historical planning milestones taken from Slide 4 of the [Surrey LRT Open House Boards](#)*

| Project Phase   | Action  | Decision-Maker                                     | Status  |
|---|---|--|---|
| <a href="#">Transport 2021</a>                            | Identified need for rapid transit south of the Fraser   | Greater Vancouver Regional District/Province of BC | <ul style="list-style-type: none"> <li>Approved in 1993</li> </ul>  |
| Surrey Official Community Plan                            | Proposed high density development on King George Blvd and 104 Avenue supported by high-capacity transit   | City of Surrey                                     | <ul style="list-style-type: none"> <li>Approved in 1996</li> </ul>  |
| South of Fraser Area Transit Plan                         | Proposed ultimate LRT on 104 Avenue, King George Blvd, and Fraser Hwy   | TransLink  | <ul style="list-style-type: none"> <li>Approved in 2007</li> </ul>  |
| <a href="#">Transport 2040</a>                            | Established goal of more than 50% of trips in the region by transit, walking or cycling   | TransLink  | <ul style="list-style-type: none"> <li>Approved in 2008</li> </ul>  |
| Surrey Transportation Strategy                            | Plan to achieve the 50% goal by linking transit investment with municipal land use plans for high density, mixed use, compact development                     | City of Surrey                                     | <ul style="list-style-type: none"> <li>Approved in 2008</li> </ul>  |
| Surrey Rapid Transit Study Phase 1                        | Identifies a shortlist of alternatives for further evaluation   | TransLink  | <ul style="list-style-type: none"> <li>Completed in 2011</li> </ul> |
| <a href="#">Metro Vancouver 2040 – Shaping our Future</a> | Vision for sustainable regional growth, including rapid transit to connect Surrey Centre with Fleetwood, Guildford, Newton and Langley as a regional priority | Metro Vancouver                                    | <ul style="list-style-type: none"> <li>Approved in 2011</li> </ul>  |
| Surrey Rapid Transit Study Phase 2                        | Multiple Accounts Evaluation of the Shortlist of 4 preferred alternatives for South of Fraser Rapid Transit: BRT, LRT+BRT, LRT, RRT+BRT                       | TransLink/City/MoTI                                | <ul style="list-style-type: none"> <li>Completed in 2013</li> </ul> |
| Surrey Council Decision                                   | Confirms LRT as priority capital project for Federal funding application  | City of Surrey                                     | <ul style="list-style-type: none"> <li>2013</li> </ul>              |

|  |   |                                    |   |
|--|---|------------------------------------|---|
| Surrey Council Decision  | Updates to Newton, Cloverdale, and Fleetwood Town Centre Plans, based on LRT to support density in Town Centres and urban design policies that facilitate pedestrian/transit connections                                      | City of Surrey                     | <ul style="list-style-type: none"> <li>2014</li> </ul>                      |
| Alternative Selection in <a href="#">Mayors' Council's Regional Transportation Investments: a Vision for Metro Vancouver</a> | <p>Identification of preferred alignment and technology choice: Light Rail Transit on three corridors.</p> <p>Decision to deliver project in two stages: Stage 1 Surrey-Newton-Guildford LRT, Stage 2 Surrey-Langley LRT.</p> | Mayors' Council                    | <ul style="list-style-type: none"> <li>Completed June 2014</li> </ul>       |
| Reference Case Design Business Case Development  | Draft Business Case for Surrey-Newton-Guildford LRT. Scope: 10.4 km, 11 stops, 16 40m vehicles as described in DF2 documents; Procurement approach: DBVFOMR; Total capital cost (YOE): \$1.444B                               | TransLink                          | <ul style="list-style-type: none"> <li>Completed Nov 2016</li> </ul>        |
| Procurement Options Analysis   | Review of delivery options to support the submission of the Business Case to the federal government. A DBFOMR was selected for SNG.   | Partnerships BC                    | <ul style="list-style-type: none"> <li>Completed in 2016</li> </ul>         |
| Provincial Due Diligence Review  | Review of draft business case, and recommended modifications  | Provincial Due Diligence Panel     | <ul style="list-style-type: none"> <li>Approved January 2017</li> </ul>     |
|  | City of Surrey Response to Due Diligence Panel  | City of Surrey                     | <ul style="list-style-type: none"> <li>Completed Feb 2017</li> </ul>        |
| Due Diligence Technical Response   | Presentation on "Major Projects Due Diligence Process: Findings and Implications"   | TransLink Board                    | <ul style="list-style-type: none"> <li>Presented May 18, 2017</li> </ul>    |
|  |   | Joint Planning & Funding Committee | <ul style="list-style-type: none"> <li>Presented on May 19, 2017</li> </ul> |
|  |   | Mayors' Council                    | <ul style="list-style-type: none"> <li>Presented on May 25, 2017</li> </ul> |
|  | Revise design based on the recommended modifications to reference case design assumptions   | SNG Project Board                  | <ul style="list-style-type: none"> <li>Revised Summer 2017</li> </ul>       |

|   |   |                                |   |
|---|---|--------------------------------|---|
| Procurement Readiness Public Engagement Program | Public & Stakeholder Engagement   | TransLink/City of Surrey       | <ul style="list-style-type: none"> <li>• Jan/Feb 2017</li> <li>• May/June 2017</li> </ul> |
| Procurement Options Analysis                    | Review of initially-selected delivery options. 2016 outcome of DBFOMR was re-confirmed. | Partnerships BC                | <ul style="list-style-type: none"> <li>• Summer of 2017</li> </ul>                        |
| Business Case Submission                        | Draft Business Case submitted to MoTI   | Provincial Treasury Board/MoTI | <ul style="list-style-type: none"> <li>• Submitted Sept 2017</li> </ul>                   |
|   | Draft Business Case submitted to Federal Treasury Board                                 | Federal Treasury Board         | <ul style="list-style-type: none"> <li>• Submitted Sept 2017</li> </ul>                   |
|   | Revised Draft Business Case following comments from Senior Government                   | Provincial Treasury Board/MoTI | <ul style="list-style-type: none"> <li>• Expected to be submitted Jan 2018</li> </ul>     |

## ANNEX 3

### **From September 27, 2017 Staff Report to Mayors' Council on Surrey to Langley LRT and SkyTrain comparison**

#### **INTRODUCTION**

The 10-Year Vision was released in 2014, and includes 34 major capital projects, including the South of Fraser Rapid Transit (SoFRT). The SoFRT project is being implemented in two stages: Stage 1 is the Surrey-Newton Guildford Light Rail Transit, currently in planning and development; Stage 2 is the Fraser Highway corridor, connecting communities in Surrey with the Township and City of Langley. The direction in the 10-Year Vision was to implement LRT in the Fraser Highway corridor, based on a comprehensive rapid transit alternatives analysis and multiple account evaluation conducted prior to development of the Vision.

In 2016, the Provincial government requested that TransLink conduct an updated cost validation of both the assumed LRT project, as well as an alternative SkyTrain extension to help inform their decision-making regarding funding for the project. This memo reviews the results of the cost validation, and identifies efficiencies for the SoFRT project if the Fraser Highway corridor technology were confirmed now.

The focus of this memo is on how the most recent work changes any of the previous alternatives analysis work that was the basis the Mayors' Council decision in 2014. This memo highlights the more detailed project definition, the revised modeling and costs, the current projections on federal funding which may inform affordability and timing and the potential benefits that could be attained from finalizing a decision with the Provincial Government. The revised cost estimates are still in draft form and have not yet been released to the public. Release may occur once the draft business cases for all rapid transit projects have been finalized.

#### **DISCUSSION**

##### Background

An extensive analysis of technology options for SoFRT was conducted through the *Surrey Rapid Transit Alternatives Analysis* undertaken by TransLink and the BC Ministry of Transportation and Infrastructure (published in August 2012). Metro Vancouver, Surrey and Langley were partners in the study, and the Corporation of Delta, City of White Rock and Township of Langley were involved at key milestones.

The Alternatives Analysis reviewed over 1,000 technology and route combinations to develop a shortlist of four options. This analysis included a multiple account evaluation to highlight trade-offs for decision-makers regarding transportation, financial, environment, urban development, economic development, social and community, and deliverability objectives. This work included intensive public and stakeholder consultations to identify shortlisted alternatives, and on the design development and evaluation of the alternatives. A full communications strategy was undertaken to support the consultation process<sup>4</sup>.

The results of the Alternatives Analysis and multiple account evaluation were used in further refining the direction for SoFRT, through the development of the 10-Year Vision in 2014. The Mayors' Council emphasis on shaping future land use objectives for this project led to the direction to employ LRT for all

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<sup>4</sup> Please see Appendix for consultation summary.

SoFRT corridors, acknowledging that SoFRT will be a catalyst for city-building and urban and economic development consistent with the Regional Growth Strategy.

The ability to attract or stimulate development was deemed similar for both LRT and SkyTrain technologies, as the main factors affecting urban growth are favourable market demand and supportive land use and zoning; the type of transit rail technology has minimal impact. All alternatives were found to attract similar amounts of development demand (14 to 19 million square feet of high density development through 2041). However, the Alternatives Analysis found the large guideway structures of SkyTrain negatively impacts urban design. The key trade-offs identified between LRT and SkyTrain technologies included:

- **Speed, Reliability, and Frequency:** SkyTrain on Fraser Hwy provided the greatest speed and reliability improvements for those travelling on that corridor, associated with grade segregation and removing the transfer penalty for riders continuing onto the Expo Line. All alternatives provide high frequencies of service.
- **Transit Access:** LRT was found to provide somewhat easier access due to at-grade stations, whereas SkyTrain stations may have somewhat longer access times due to platforms above street level that must be accessed by stairs, escalators or elevators.
- **Urban Design:** LRT provided the greatest potential to improve urban design, such as through widening of sidewalks and/or increases to boulevards. SkyTrain on Fraser Hwy would introduce an elevated guideway and stations, and have a negative visual impact on the corridor.
- **Environment:** All rapid transit technology alternatives produce noise and vibration although SkyTrain has the most potential impact.
- **Safety and Security:** SkyTrain would provide the greatest improvements in operational safety and remove conflicts with other transport modes because of full grade-separation. However, LRT with well-designed intersections that include signalization, signalized turns and turn restrictions can mitigate conflicts. LRT with street-level stations and driver-operated vehicles are perceived as more secure than SkyTrain.

#### Cost Validation Exercise

In August 2017, TransLink completed the cost validation exercise requested by the Provincial government, to better understand how costs for both LRT and SkyTrain have changed since 2012. The results of the cost validation exercise are summarized in the following table. The cost figures are provided in Year of Expenditure Dollars and are based upon a 2022 construction start.

#### Key Cost Changes

|                       | Previous LRT estimate | Previous SkyTrain estimate | Current LRT estimate | Current SkyTrain estimate |
|-----------------------|-----------------------|----------------------------|----------------------|---------------------------|
| Date of estimate      | Mar 2016              | Feb 2016                   | Jul 2017             | Jul 2017                  |
| Capital Costs (YOE)   | \$1,603,100,000       | \$2,149,644,931            | \$1,949,248,444      | \$2,914,798,721           |
| Operating Costs (YOE) | \$13,997,982          | Not calculated             | \$18,313,717         | \$25,603,340              |

**Capital Costs:** According to the latest 2017 cost estimates, the capital cost estimate for a SkyTrain solution is approximately \$965 million higher than the LRT solution. These figures are inflated to year of expenditure and assume that construction would start immediately following the Stage 1 Surrey-Newton-Guildford Line.

Operating Costs: The annual operating cost estimate for the SkyTrain solution is approximately \$7.7 million higher than the LRT solution, an amount that is only marginally offset by higher ridership revenue than LRT. Although SkyTrain is driverless, operating costs associated with vehicle propulsion and maintenance are linked to the vehicle kilometers traveled, and in the SkyTrain scenario, larger 5-car trains would have to be run between Surrey and Langley in order to integrate with the rest of the Expo Line. That is not the case for LRT, where capacity and frequency can be set to efficiently meet demands in the corridor. In addition, maintenance associated with above-grade SkyTrain stations (e.g. elevators and escalators) would cost more than at-grade LRT platforms.

Update Details: The technical work concluded in 2017 resulted in the following cost estimate updates:

SkyTrain cost estimates have increased due to:

- Additional property requirements and costs
- Requirement for deeper caissons for the guideway due to soil conditions based on geotechnical analysis
- 11 additional vehicles to support 5-car trains along the entire Expo Line
- Maintenance facility identified as a free-standing satellite rather than part of another facility
- Utilities as a result of detailed studies on corridor utilities
- Overall increase in contingencies as result of increase in overall costs

LRT cost estimates have increased due to:

- Additional property requirements and costs
  - Elevated structure through the Serpentine Valley due to soil conditions based on geotechnical analysis and to avoid traffic intersection on Highway 15 (176 St)
  - 2 additional vehicles to reflect revised LRT travel times
  - Utilities as a result of detailed studies on corridor utilities
- Overall increase in contingencies as result of increase in overall

Additional design work on the LRT alignment has resulted in cost savings, due to:

- Reduction in the number of sub-stations from 11 to 8
- Reduction in the number of track switches (72 to 24)

#### Alignment and Right-of-Way

The alignment is similar for both technologies. The figures below show the LRT alignment as primarily at-grade, with two elevated sections, over Highway 15 and near the terminus in Langley, whereas the SkyTrain alignment would be elevated along the entire corridor.

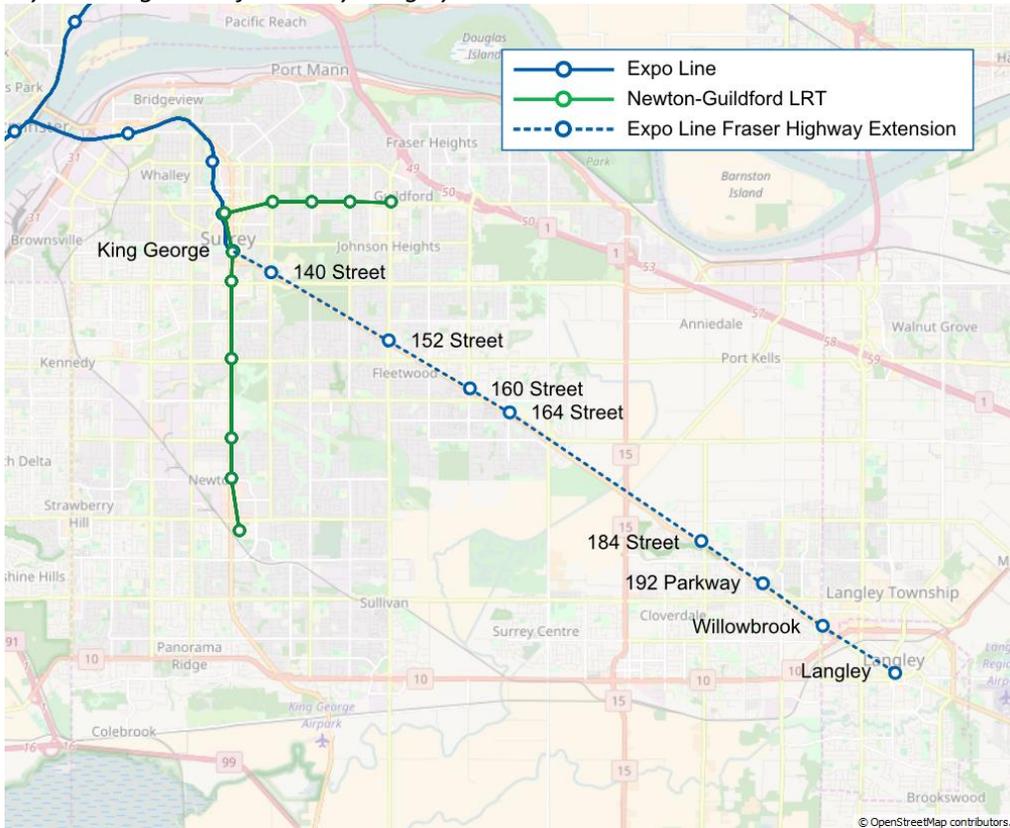
*LRT alignment for Surrey-Langley corridor*



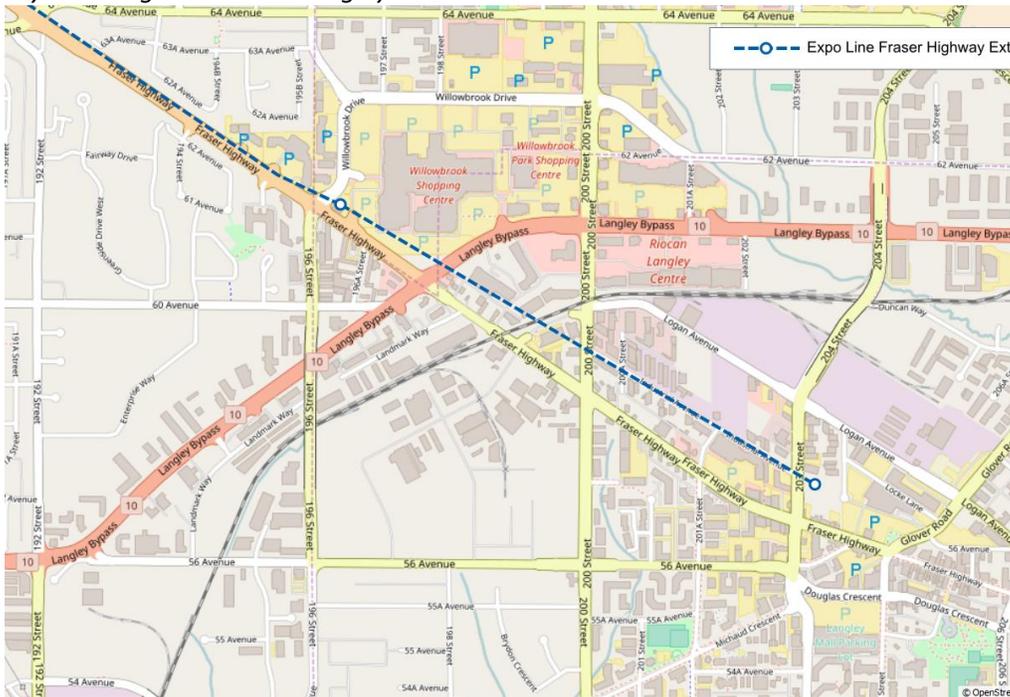
*LRT alignment near Langley terminus*



*SkyTrain alignment for Surrey-Langley corridor*



*SkyTrain alignment near Langley terminus*





## Ridership and Trip Patterns

Recent modelling updates have also resulted in improved information travel times, ridership and trip patterns for both technologies. LRT travel time estimates have been revised to account for traffic delays. This has resulted in travel times in the range of 31 to 35 minutes for Surrey Centre to Langley (signal priority planning and travel time estimates are currently being finalized). SkyTrain travel times have remained constant at 22 minutes.

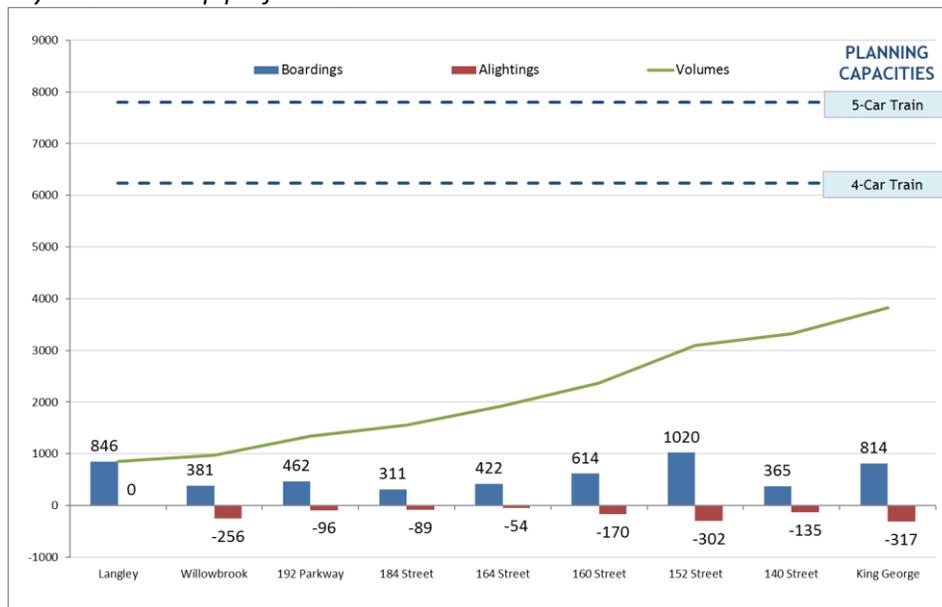
As shown in the table below, the use of LRT results in a greater proportion of trips remaining in the South of Fraser. The SkyTrain extension supports longer commutes, with more trips crossing the Fraser and going into Downtown Vancouver during the morning peak period.

*Trip patterns from the Surrey-Langley corridor in the AM Peak (2045)*

| Destination        | LRT | SkyTrain extension |
|--------------------|-----|--------------------|
| South of Fraser    | 40% | 34%                |
| North of Fraser    | 60% | 66%                |
| <i>Of which</i>    |     |                    |
| New West/Burnaby   | 24% | 24%                |
| Tri Cities         | 4%  | 4%                 |
| City of Vancouver  | 12% | 12%                |
| Downtown Vancouver | 16% | 19%                |
| North Shore        | 1%  | 1%                 |
| Richmond           | 3%  | 4%                 |

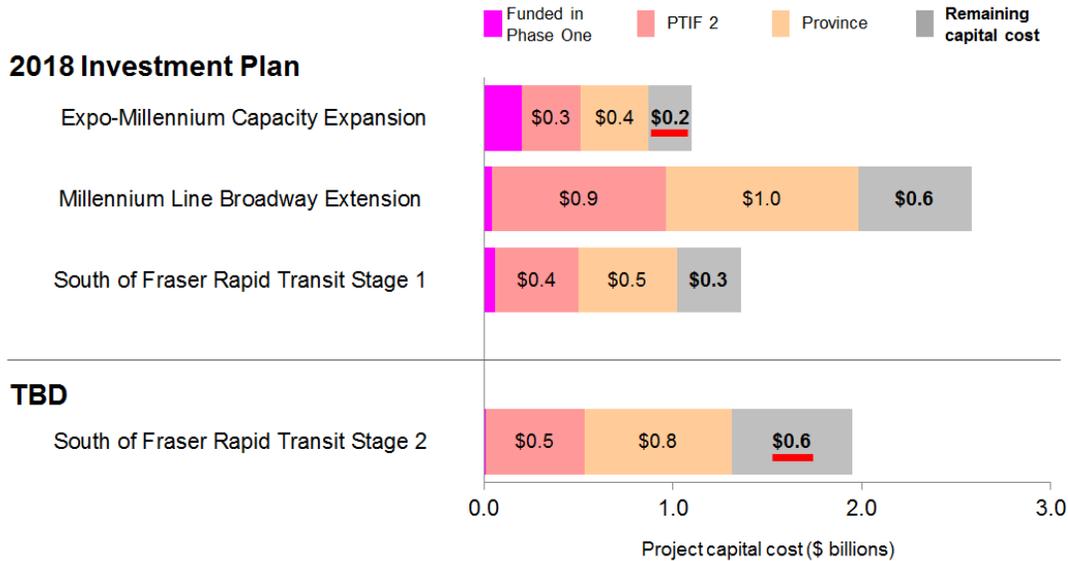
For the SkyTrain extension, as shown in the figure below, the majority of demand would be between Fleetwood and King George station. Travel demand between Langley and 160<sup>th</sup> Street is well below the capacity afforded by a 4- or 5-car SkyTrain. Because the trains also serve the rest of the network system, where greater capacity is required to meet demand, it is not operationally feasible to use smaller trains.

*SkyTrain ridership profile in 2045*



Additional Considerations

The level of federal funding amounting to \$2.2 Billion over the next 10 years was announced through the Public Transit Infrastructure Fund (PTIF) in March 2017. This is the final installment of PTIF funding, and must be allocated to all remaining projects in the 10-Year Vision. The Joint Planning & Funding Committee has been working with an assumption of LRT technology, as stipulated in the Mayors' Vision:



**Note: figures based on LRT technology preliminary estimates of due diligence savings**

Based on the current analysis, about \$500 Million in federal funding would be reserved for the Surrey-Langley project. Since the federal funding program is based on an allocation model, the amount of funding would not increase if SkyTrain were chosen. Therefore, the Province and Region would need to fund the \$965M differential. Given the magnitude of transportation projects within the region over the next 10 years, pursuing the more costly alternative may slow down the project timeline.

Questions were raised about the resiliency of the technology choice to any future expansion further east into the Fraser Valley. The long-term forecasts for population, employment, land use and travel patterns do not point to the need for rapid transit rail beyond the City of Langley in the next 30 years. If conditions changed in coming years, the significant travel distances involved and lower capital and operating costs of LRT would make it more viable than SkyTrain<sup>5</sup>.

Timing of Decision

The purpose of this memo is to see if the Provincial question on the LRT technology solution, per the Mayors' Vision can be resolved. The benefits of resolving this question arise from a number of dependent factors:

<sup>5</sup> Travel time differences between the technologies for any extension beyond Langley to neighboring communities could be mitigated by separated right of way operations as LRT is capable of similar operating speeds to SkyTrain in under those conditions.

### ***Efficiencies in In-Service Date***

Changes in the technology assumption from LRT to SkyTrain would create the potential for delay in project implementation as the Province and the Region would have to find an additional \$965M (in 2022\$) to fund the additional estimated capital cost, plus additional annual operating funds.

### ***Efficiencies in Procurement-Readiness Elements of Stage 2***

If technology choice was known at the same time as procurement for Stage 1 (Surrey-Newton-Guildford), key system expansion elements can be included, such as track-work, overhead catenary systems, setting aside city properties, and future-proofing the Operations and Maintenance facility for future expansion. Specifically, turn-outs for a Stage 2 LRT could be included on the Stage 1 line on King George Boulevard.

### ***Potential Efficiencies in Procurement***

If the technology choice is the same as the Surrey-Newton-Guildford LRT and procurement for both stages occurred simultaneously, the greater certainty and longer-term contract could result in more, and higher-quality, proposals from contractors and concessionaires.

### ***Efficiencies in Master Agreement and Project Agreement processes***

A project Master Agreement will be negotiated with the City of Surrey prior to Stage 1 procurement. The second stage of the project could be included in this agreement for greater efficiencies, rather than re-negotiate a second Master Agreement when the Fraser Highway technology is confirmed. A Project Agreement will be negotiated with the Stage 1 project builder. The Agreement can be substantively simplified if the Stage 2 technology is confirmed. It is expected that the most favourable conditions for the Fraser Highway component could be achieved if both stages were negotiated at the same time, as greater certainty could be provided about the lengths of operations and maintenance contracts. This would also enable a smoother transition to Stage 2 operation.

## **CONCLUSION/RECOMMENDATIONS**

The most recent technical work confirms that the trade-offs, that informed the Mayors' Council LRT decision, have not fundamentally changed. With the removal of uncertainty around the technology decision, TransLink could take advantage of numerous efficiencies to save costs and time and ensure the smooth transition between design and engineering work for both stages of the South of Fraser Rapid Transit project. Based upon the feedback received at the August briefing session with the Mayors of the City of Langley, Township of Langley and City of Surrey, and at the direction of the Joint Planning and Funding Committee, TransLink is requesting that the Provincial government confirm LRT as the Fraser Highway rapid transit technology choice. If that happens, the confirmation would need to come in advance of the 2018 procurement process for Surrey-Newton-Guildford in order to secure efficiencies in Stage 1, and to allow subsequent financial and project planning to proceed with more certainty.

## APPENDIX

### Surrey Rapid Transit Study

*Study partners: City of Surrey, the City of Langley and Metro Vancouver*

In Surrey, we studied rapid transit options extending from Surrey City Centre Station, connecting centres along King George Boulevard, 152 Street, Fraser Highway, and 104 Avenue. This area included areas in Surrey, the City and Township of Langley, North Delta, and White Rock.

We examined how three technologies—bus rapid transit, light rail transit, and rail rapid transit—combined with a wide variety of routes might well serve this area. Goals for this study included meeting and shifting travel demand through improved service quality; shaping future land use; and helping to achieve lower emissions and higher biking, walking, and transit use.

From hundreds of possibilities, thirteen alternatives for the region were identified and evaluated **over two phases of public consultation.**

Phase 1 Stakeholder sessions included the following events:

- Between March 11 - 30, 2010, seven small stakeholder meetings were held around Surrey and Langley to identify initial concerns and ideas.
- On April 13, 2010, stakeholders from Surrey and Langley were invited to a three-hour evening workshop at the Chuck Bailey Centre to share perspectives and progress the discussion further.
- On June 22 and 23, 2010, TransLink held two further interactive workshops with a range of community stakeholders in the study area. These events provided an important link between the project kick-off and the transition towards a shortlist of rapid transit network alternatives
- There were four different mechanisms for collecting feedback from the public throughout the consultation process. These were a series of four public workshops held in different parts of the study area, which were attended by 130 people; an online webinar that attracted 30 participants; an online questionnaire completed by close to 600 people; and an interactive blog (The Buzzer).
- From these, a total of over 1,000 comments were tracked and categorized. The most common area of comment was “Route Options”, followed by “Service”. “Planning Context” was the third most frequent comment theme, followed by “Design” related themes.

Phase 2 Stakeholder sessions:

- from May 26 to June 24, 2011, to talk about the preliminary design assumptions and evaluation results of the 10 alternatives being considered:
- About 100 people joined the workshops and webinar
- 3,600 visited the online consultation
- 750 specific comments were received

ANNEX 4

**TransLink Board of Directors resolution from November 7<sup>th</sup>, 2018**

RESOLUTION APPROVED BY THE TRANSLINK BOARD ON NOVEMBER 7, 2018

**It was MOVED and SECONDED**

That the TransLink Board of Directors direct Management to:

- A. Cease the expenditure of resources to progress the Surrey-Newton-Guildford Light Rail Transit Project (the “LRT Project”);
- B. Suspend the current Request for Qualifications process for the LRT Project;
- C. Seek formal support from the Mayors’ Council on Regional Transportation to:
  - 1. Suspend the LRT Project and cancel the Request for Qualifications process;
  - 2. Develop options for revising the South of Fraser Rapid Transit strategy, for consideration by the TransLink Board and Mayors’ Council on Regional Transportation; and
- D. Subject to receiving Mayors’ Council support as set out paragraph C, proceed to:
  - 1. Cancel the Request for Qualifications process; and
  - 2. Develop options for revising the South of Fraser Rapid Transit strategy, for consideration by the TransLink Board and Mayors’ Council on Regional Transportation.
- E. Direct staff to provide the Board a detailed accounting of the expenditures to date on the LRT project, the financial impacts of what expenditures would have to be written down and/or recovered and the implications for what approved funding capacity is available going forward.

**Carried**

Item 6.1

# South of Fraser Rapid Transit

Management Report to Mayors' Council  
November 15<sup>th</sup>, 2018

[translink.ca](http://translink.ca)



## PURPOSE

Respond to a City of Surrey request to cancel the Surrey-Newton-Guildford LRT project, and redirect approved funding to a SkyTrain extension along Fraser Highway towards Langley City. This TransLink report recommends:

- immediate suspension of the SNG LRT project, and
- direction to prepare additional analysis and a detailed a work plan for revisions to the South of Fraser rapid transit strategy

## Strategy Background

2012 Surrey Rapid  
Transit Study



2014 Mayors' Council  
LRT Decision and  
10-Year Vision

- Defined mission, vision and objectives
- **Thirteen** alternatives evaluated, including Best Bus, BRT, LRT, RRT and combinations
- **Four** alternatives showed promise in meeting objectives
- Significant community engagement to gauge public support

- Direction to:
  - Move forward with LRT in two phases, starting with Surrey-Newton-Guildford (SNG)
  - Emphasis on shaping future land use objectives
- Limited project-specific community engagement

## South of Fraser Rapid Transit: Shortlist of Alternatives Considered

Rapid Transit Includes: **RRT (SkyTrain)**, **LRT (Light Rail Transit)** and **BRT (Bus Rapid Transit)** all have dedicated right of way



**RRT Alternative 1A**  
Rail Rapid Transit connects Surrey City Centre to Langley Centre.  
Bus Rapid Transit connects Surrey City Centre to Guildford, Newton and White Rock.



**BRT Alternative 1**  
Bus Rapid Transit connects Surrey City Centre to Guildford, Langley Centre and White Rock.



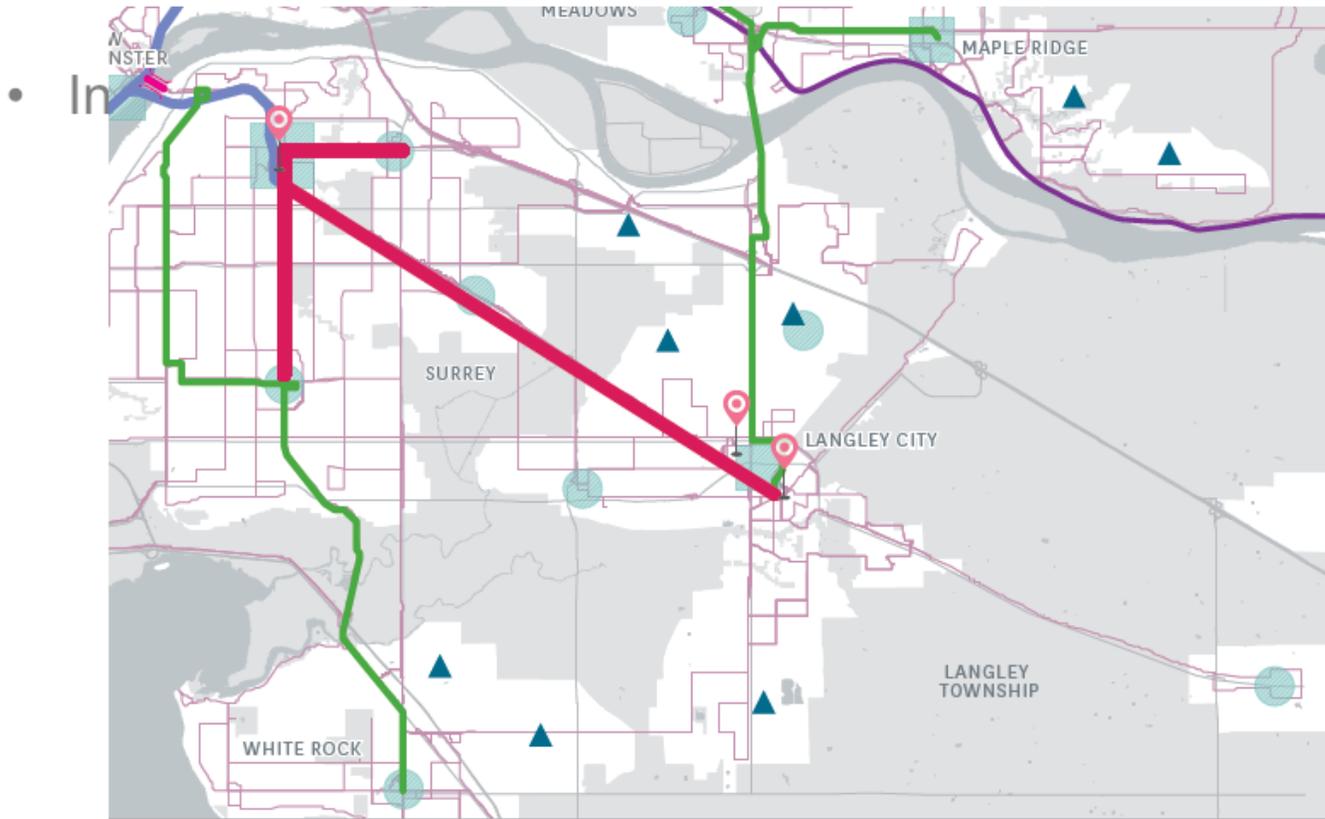
**LRT Alternative 5A**  
Light Rail Transit connects Surrey City Centre to Langley Centre.  
Bus Rapid Transit connects Surrey City Centre to Guildford, Newton and White Rock.



**LRT Alternative 1**  
Light Rail Transit connects Surrey City Centre to Guildford, Langley Centre and Newton.  
Bus Rapid Transit connects Newton to White Rock.



## South of Fraser Rapid Transit In the 10-YR Vision



## Status of SNG LRT Project

\$1.65B approved capital funding as of 2018 Phase Two Investment Plan

Work Completed to Date includes :

- Project design and Environmental assessments
- Procurement and delivery model assessments
- Business Case development for Provincial and Federal Government Treasury Board Processes
- An independent due-diligence review
- First Nations consultation and Three rounds of public engagement in Surrey
- Preconstruction work including the Bear Creek Bridge project, utilities work on 104<sup>th</sup> and 105<sup>th</sup> Avenue, and design and tendering of Guildford Exchange upgrades
- Partnership Agreement between TransLink and the City of Surrey
- Request For Qualifications process that launched on September 5, 2018
- Request For Proposals process preparation, including preparing a Project Agreement and a Master Municipal Agreement

Will provide detailed accounting and financial implications for TransLink including any write-downs at future meeting

## Expenditures on SNG LRT Project

| Date   | Item  | Amount               | Funders                        |
|--|---|----------------------|--------------------------------|
| 2015 to 2016   | P3 Canada Business Case   | \$7.9m               | TransLink, Surrey (\$310k)     |
| 2016 to 2018   | PTIF 1 Business Case, Due Diligence and Procurement Readiness   | \$20m                | TransLink (50%), Federal (50%) |
| 2018   | Pre-Approval Project Works, including traffic modeling, drafting the master municipal agreement, design refinement, specifications definition, public and First Nations consultation, finalizing environmental reviews  | \$13m                | TransLink                      |
| 2018 to 2019 (in progress)   | Post-Approval RFQ & RFP Management<br>Figure can be reduced by suspending project   | \$7.5m (in progress) | TransLink                      |
| <b>Subtotal specific to SNG LRT Project Planning, Design and Readiness</b> |   | <b>~\$48m</b>        |                                |
| 2018   | PTIF 1 Early Works<br>Construction nearly complete: Bear Creek Bridge & 104/105<br>Utilities*: <b>\$16.4m</b><br>Designed, tendered and ready to award: Guildford Exchange**: <b>\$12.6M</b><br><br>• Benefits any future rapid transit project, as well as the MRN and other travel modes<br>** Significant benefits to transit regardless of SNG LRT but part of SNG overall capital budget | \$29m                | TransLink (50%), Federal (50%) |
| <b>Total Expenditures / specific to \$1.65B SNG Capital Budget</b>         |   | <b>~\$77M</b>        |                                |

## Existing Funding Approvals & Allocations

### Phase Two Plan (approved funding remaining)

- \$1.58B for construction
- Annual operating expenditures starting 2024
- \$30M for Fraser Hwy LRT project development and procurement readiness

### Future Phase Three Plan (not yet funded)

- \$1.9B for Fraser Hwy LRT Construction

**\$3.5B total remaining envelope for 27km of LRT**

## Status of Surrey to Langley Line Planning

### 2017 Cost Validation Exercise for 16.5km LRT versus SkyTrain

- Significant design detail (internal process) assumes 2022 start
- \$1.95B for LRT
- \$2.92B for SkyTrain (ALRT)
- \$965M capital cost difference
- \$7M higher operating costs for SkyTrain marginally offset by higher ridership

### Key Trade-offs:

- Higher speeds lead to higher ridership for SkyTrain and more commuting trips into Burrard Peninsula
- Higher percentage of internal trips for LRT, lower cost, likely quicker overall network completion

## Canceling or Suspending the Surrey-Newton-Guildford LRT Project

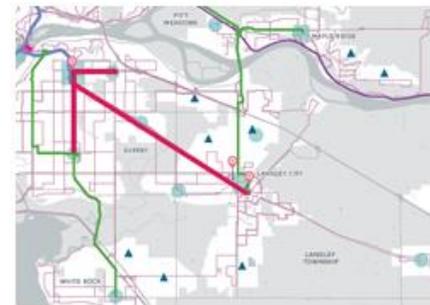
- Project can't be delivered without City of Surrey partnership
- Suspended work on November 6<sup>th</sup> following Surrey Council Resolutions
- Stops further resource expenditures for government and private sector
- If ever restarted, there would be mobilization costs
- Management come back with options

## Options for Next Steps

**Option 1:** Proceed only with development work on Surrey to Langley SkyTrain



**Option 2:** Proceed with development work on Surrey to Langley SkyTrain AND refresh South of Fraser Rapid Transit



**Option 3.** Refresh the South of Fraser Rapid Transit Strategy and prioritize projects as part of full regional view



## Next Steps Considerations- Approval Processes

- **TransLink 10-Year Investment Plan**
  - Include all capital projects over \$50M
  - Funding certainty from senior government partners and regional funding
  - Legislated consultation requirements
- **Senior Government Business Cases**
- **TransLink Major Project Development Practices**

## Questions to be Addressed to complete Business Cases & Investment Plans

- What alignment, station and corridor design elements may need to be further explored?
- What community, municipal and stakeholder perspectives about the project design will need to get incorporated?
- What are the updated costs for reference case or variations?
- What extent can be built and be effective with available funding ?
- Do land use and employment forecasts need to be updated for a business case and Investment Plan financial forecasts?
- Are there alternative ways to operate the service that could impact the capital costs?
- Are there implications for the new Fraser Highway B-Line that is to launch in fall 2019?

## Questions to refresh 27km South of Fraser Rapid Transit Strategy

- What options need to be considered for the Surrey- Newton-Guildford corridors?
- Do any of those options include a SkyTrain extension, which would impact the design of a Surrey- Langley SkyTrain?
- If BRT, are new concept designs required to inform senior government funding asks and municipal land-use integration?
- What are the funding and timeline implications for implementing the refreshed strategy?
- Depending upon the timeline, are additional funds required to upgrade the 96 B-Line like the other B-Lines in the Vision?

## Pros and Cons

| Option          | Pros  | Cons   |
|-----------------|---|--|
| <b>OPTION 1</b> | <ul style="list-style-type: none"> <li>-commences SkyTrain work immediately</li> <li>-may be marginally faster</li> <li>-less impact on resources for other current regional planning priorities.</li> </ul>  | <ul style="list-style-type: none"> <li>-may not future proof decisions for other rapid transit expansion if considered in isolation.</li> <li>-Uncertainty for 10-Yr Vision</li> <li>-public fall-out for SNG plan uncertainty</li> </ul>                            |
| <b>OPTION 2</b> | <ul style="list-style-type: none"> <li>-holds 10-YR Vision intact</li> <li>-commences SkyTrain work immediately</li> <li>-better public involvement &amp; transparency</li> <li>-supports efforts to secure additional senior government funding for remainder of 10-YR Vision</li> </ul> | <ul style="list-style-type: none"> <li>-more resources and policy-maker bandwidth</li> </ul>   |
| <b>OPTION 3</b> | <ul style="list-style-type: none"> <li>-opportunity for new Mayors' Council to re-examine all regional priorities and sequence accordingly</li> </ul>   | <ul style="list-style-type: none"> <li>- a SkyTrain project launch delayed by year or more.</li> <li>-Opens 10-YR Vision to a major revision.</li> <li>-Risks losing Senior government funding and slows implementation of the remainder of 10-YR Vision.</li> </ul> |

## Proposed Recommendations

1. *Endorse TransLink's decision to suspend the Surrey-Newton-Guildford Project, stopping all expenditures of money and resources on the project, based on the request from the City of Surrey;*
2. *Use the 10-Year Vision as the basis for South of Fraser rapid transit planning, recognizing the City of Surrey request to change the technology and timing of the Fraser Highway project from LRT to SkyTrain, and draw only on the available funding currently allocated for South of Fraser rapid transit in the Phase Two Plan, and the financial framework for the Phase Three Plan.*
3. *Request the additional analysis and a work plan on "Option 2" in this report, for consideration at the December 13, 2018 meeting of the Mayors' Council to:*
  - a) *Start immediately with planning, consultation, design and procurement readiness works for the SkyTrain on Fraser Highway project, building on the 2017 SkyTrain design study; and concurrently to,*
  - b) *Initiate a planning process to refresh the South of Fraser transit strategy.*
4. *Receive this report.*

**TO:** Mayors' Council on Regional Transportation  
**FROM:** Mike Buda, Executive Director, Mayors' Council Secretariat  
**DATE:** November 14, 2018  
**SUBJECT:** **ITEM 7 – Public Delegates**

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**RECOMMENDATION:**

That the Mayors' Council on Regional Transportation receive this report.

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**PURPOSE:**

To provide background on how Section 8 of the [Mayors' Council Rules of Procedure](#) applies to public delegates, and to provide a list of approved applications to speak to the Mayors' Council from prospective public delegates.

**BACKGROUND:**

Public participation at meetings is valued by the Mayors' Council, and up to one hour is set aside at open meetings to receive public delegations. The Mayors' Council will receive public delegations only on those matters that are within the authority of the Mayors' Council.

Individuals can apply to be a delegate by completing the online [Application Form](#) up until 8:00AM, two business days prior to the meeting. In situations where there isn't enough time to hear from everyone wishing to speak, the Mayors' Council encourages written submissions be sent to [mayorscouncil@translink.ca](mailto:mayorscouncil@translink.ca).

**DISCUSSION:**

By the deadline to apply to speak to the Mayors' Council at 8:00am on Tuesday, November 13, 2018, ten applications from prospective delegates were received. All indicated that they wished to speak on matters that are within the authority of the Mayors' Council. In addition, one public delegate offered a written submission, in lieu of speaking.

Each delegation will be given a maximum of five minutes to address the Mayors' Council. As a general rule, there are no questions or discussion between Council and delegates.

**Public delegates (in order of receipt):**

| <b>Delegate</b>      | <b>Stated presentation topic</b>  |
|----------------------|---|
| 1. Imtiaz Popat      | The proposed Skytrain through Green Timbers Urban Forest  |
| 2. Anita Huberman    | The investments for Transit infrastructure in Surrey, including the planned LRT. With about 70% of traffic movement in Surrey stays within Surrey, the need for a rapid transit system that alleviates Surrey's congestion is critical.   |
| 3. Peter Ladner      | maintain the momentum of current funding and transit improvements   |
| 4. Mike Soron        | The need for urgent, increased investment in public transit as a means to slow the worsening climate breakdown and improve our region's resilience.   |
| 5. Alex Boston       | The need to integrate major transit infrastructure investments—newly proposed, planned and existing—with land use. The region, every municipality, taxpayers, transit riders, drivers can accrue much greater benefit from finite dollars.  |
| 6. Cristina Ilnitchi | Introduction to Alma Mater Society of UBC Vancouver and our advocacy on the SkyTrain Broadway Extension out to Vancouver  |
| 7. Adrian Crook      | What cities can do to enable efficient transit in and through their communities. For instance, while TransLink has funding to assist in the creation of things like Bus Rapid Transit lanes, Mayor and Council of affected cities have to support and approve it. Mayors should take the action item back to their communities to advocate for support of BRT lanes, ensuring our region moves more efficiently.  |
| 8. Brad Cavanagh     | Welcoming the new mayors to the Mayors' Council, and speaking to remind and inform mayors about smaller programs that they can help institute through TransLink and in their cities that will help bring about an abundance of transit.   |
| 9. Daryl Dela Cruz   | I am the founding director and chair of SkyTrain for Surrey, a local citizens' group that has called for the adoption of a Surrey-Langley SkyTrain extension over the years. On behalf of those who have joined our campaign and stood with us, I would like to address the Mayors' Council in support of Surrey City Council's unanimous decision to halt work on Surrey-Newton-Guildford LRT, and call for a Surrey-Langley SkyTrain extension in the Mayors' 10-Year-Vision. |
| 10. Greg Thomas      | I would like the opportunity to speak before the upcoming Mayors Council in support of the LRT.   |

## Written submission #1

**From:** Ryan Gilmore  
**Subject:** Commitment to the Metro Vancouver Mayors' Council 10 Year Vision

In advance of the first meeting of the new Mayors' Council on November 15, I am writing to ask that the Mayors' Council maintain their commitment to LRT in Surrey. The Mayors' Council 10 Year Vision represents a hard won consensus plan for the Metro Vancouver region's transportation network. This vision is a significant achievement and was accomplished after almost a decade of in-fighting between the region's mayors and the Province over sustainable funding for Metro Vancouver's transportation priorities (including an ill-conceived referendum). After all of this time we finally have a consensus plan at the local level, and senior governments have committed funding to support this vision. Please, let's not squander this opportunity. A change to this vision so late in the game undermines the entire plan and the consultation and engagement that went into creating the vision.

The proposed shift to Skytrain is not simply a change in technology, it is a change to the alignment, effectively advancing Phase 2 of the Surrey rapid transit expansion ahead of Phase 1. There are some very good reasons that the extension to Langley is a the lesser priority, not least of which being that 25% of the proposed 16.5 km line runs through either City parkland (~2 km) or through agricultural land/floodplain (~2 km). LRT has been the consensus technology choice for the Phase 1 of for many years. It was championed by previous Surrey Mayors and Councils over two separate mandates. This must be weighed against the mandate of the Mayor-elect, who received 41% of the vote in an election with 33% voter turnout. That's 14% of eligible voters or about 8% of the city's population. Neither of his two primary mayoral opponents were championing Skytrain (59% of voters). This is hardly a strong mandate, and it is certainly not strong enough to overturn years of regional planning and cooperation, or veto a funded plan.

I will leave it to the experts at Translink and others to advise you on how far along this project is, but it is safe to say that with construction expected to begin in about a year, things are pretty advanced. Tens of millions of dollars of public money have been spent on planning for the current alignment, not to mention money spent by both the public and private sectors to secure land in and around the LRT corridor in preparation for development along the corridor. None of this advanced work has been done for the second phase of rapid transit to Langley.

However, what concerns me the most about the proposed shift to Skytrain and the change in the alignment priority, is the missed city-building opportunity that would result from the change. The current SNG-LRT alignment connects Surrey's three most urban regional town centres - Guildford, City Centre, and Newton. The line would become the backbone around which an urban-Surrey can be built. Street level LRT allows for a far more human-scaled form of development than Skytrain. Elevated Skytrain tracks cut through neighbourhoods and result in "lumpy" development around stations only, with nothing in between connecting these areas. One only has to look to Burnaby to see what this looks like and the obvious downsides. These islands of density are not neighbourhoods or communities, and avoiding this pattern of development is particularly important for Surrey as it transitions from a distinctly suburban community to a regional urban centre. Mixed-used developments will want to orient themselves towards a street-level LRT line, whereas developments flanking an elevated Skytrain line must mitigate all of the negative aspects of being adjacent to a large elevated concrete guideway. In short, Skytrain cements Surrey as a suburb of Vancouver, while LRT offers the opportunity for a more urban future, one where downtown Surrey is a destination unto itself, and not simply a place to

pass through on your way to Vancouver. LRT can and will be a success in Surrey and it can be a model for future rapid transit investments in the region.

Skytrain along Fraser Highway would connect Fleetwood and Cloverdale, two Town Centres that have historically rejected density and anything resembling urban development. Add to that a newly elected Mayor who wants to slow development and who has stated he does not want to amend the OCP (two positions that are incompatible with rapid transit investments). I think it is likely that a Fraser Highway Skytrain will become a very expensive network of park & ride facilities, which is not good value for money in my opinion. Spending more money to serve fewer people in neighbourhoods that are not ready for urban density does not make a lot of sense. In contrast, the Guildford-104 Ave and Newton-King George corridors are already transitioning to more dense, urban forms of development, even in advance of updated land use plans for those areas being completed.

Finally, I would like to note that nothing about the current Mayor's Council 10 Year vision necessarily precludes Skytrain to Langley for the second phase of Surrey's rapid transit investment. There should be an open debate about the best technology for this second phase, and I believe there could be a case for this phase to be Skytrain, provided there is a commitment to density along this corridor in the form of complete land use plans. However, the same case does not exist for the first phase of rapid transit connecting Guildford, City Centre, and Newton, and there is certainly no strong rationale for prioritizing the extension to Langley over the LRT investment in Surrey. If I put my "politician's hat" on for a moment, I can see a clear compromise solution: stay the course for Phase 1 (technology & alignment) and begin studying the Phase 2 alignment to Langley using Skytrain technology. Similarly, extending the Broadway Line to UBC could be part of this later phase of study and funding. In this scenario, everyone saves face, and we can all move forward with the region's long-awaited rapid transit investments without delay.

**Written submission #2**

**From:** Roderick V. Louis,  
**Subject:** **Actions Requested of Translink’s Mayors’ Council at their Nov 15-2018 mtg**

Vote to amend point #2 of agenda *Item 6.1’s* proposed resolution by deleting:

*"...draw only on the available funding currently allocated for South Of Fraser rapid transit in the Phase 2 Plan, and the financial framework for the Phase 3 Plan"*

And replace with:

*"... draw on:*

- 1) The currently allocated funding for South Of Fraser rapid transit; and**
  - 2) The **\$2.71 Billion** of currently allocated BC and federal govts' funding for "North Of Fraser" rapid transit\*\* ... by transferring all (or most) of this funding to South Of Fraser rapid transit...**
  - 3) Additional funding as made available by the BC & federal govts, pursuant to MC's & Translink's to-be-written letters requesting additional funding for (& to expedite) South Of Fraser rapid-transit projects..."**
- =====

**Background/ references:**

Currently there ***isn't any*** BC govt funding allocated to pay for Translink's proposed South of Fraser street-car ("LRT") lines-  
[https://archive.news.gov.bc.ca/releases/news\\_releases\\_2017-2021/2018MAH0112-001691.pdf](https://archive.news.gov.bc.ca/releases/news_releases_2017-2021/2018MAH0112-001691.pdf) :

Page #4:

*"The funding breakdown...is:  
Government of Canada: **\$483.8 million**  
TransLink/Regional: **\$1.12 billion**"*

The absence of ***any*** BC govt funding for SOF rapid transit projects evidences inappropriate, counterproductive funding priorities of the previous Mayors Council and Metro Vancouver Board members...

This should be expeditiously rectified by the new Mayors Council and MV Board of directors...

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**\*\* [https://archive.news.gov.bc.ca/releases/news\\_releases\\_2017-2021/2018MAH0112-001691.pdf](https://archive.news.gov.bc.ca/releases/news_releases_2017-2021/2018MAH0112-001691.pdf)** - 4-pages, 1 Mb, See page 3;

**Page #3:**

*"The Broadway Subway, with an estimated budget of **\$2.83 billion**, will be funded and delivered by the Government of British Columbia, with contributions from the Government of Canada..."*

*"The funding breakdown... is:*

*"Government of Canada: **\$888.4 million**  
"Government of British Columbia: **\$1.82 billion**"*

**MAYORS' COUNCIL ON REGIONAL TRANSPORTATION  
RULES OF PROCEDURE FOR THE CONDUCT OF MEETINGS**

**1. DEFINITIONS**

In these Rules of Procedure for the Conduct of Meetings:

“Act” means the *South Coast British Columbia Transportation Authority Act*;

“Board” means the Board of Directors of TransLink;

“Board Chair” means the Chair of the Board, appointed by the Board;

“Chair” means a Council Member, elected as Chair by the Mayors’ Council;

“Chief Executive Officer” means the person appointed as Chief Executive Officer of TransLink;

“Committee” means a committee of Council Members established by the Mayors’ Council;

“Committee Chair” means the Committee member appointed as chair by the Committee;

“Corporate Secretary” means the Corporate Secretary of TransLink or his/her designate;

“Council Member” means a member of the Mayors’ Council;

“Delegate” means a person appointed by a Council Member to attend and act on his/her behalf, in his/her absence, at a meeting of the Mayors’ Council or a Committee, which person must be:

- (a) In the case of a mayor, a member of the mayor’s municipal council,
- (b) In the case of the head of a treaty First Nation, a member of the governing body of the treaty First Nation, and
- (c) In the case of the Electoral Area A Director, an alternate appointed in accordance with section 201 of the *Local Government Act*;

“Director” means a member of the Board;

“Executive Director” means the Executive Director of the Mayors’ Council on Regional Transportation Secretariat appointed by the Mayors’ Council to so act;

“In-Camera Meeting” means a meeting of the Mayors’ Council where attendance is restricted to Council Members, Delegates and invited attendees;

“Mayors’ Council” means the Mayors’ Council on Regional Transportation established under the Act;

“Presiding Member” means the person chairing a Mayors’ Council meeting;

“Public Meeting” means a meeting of the Mayors’ Council where the public is invited to attend;

“TransLink” means the South Coast British Columbia Transportation Authority;

“Vice-Chair” means a Council Member, elected as Vice-Chair by the Mayors’ Council; and

“Workshop” means a meeting of the Mayors’ Council convened for the purpose of sharing information or discussion and at which no decisions are to be made.

## **2. ELECTION OF CHAIR AND VICE-CHAIR**

2.1 The Chair and Vice-Chair are elected at the last meeting of each year of the Mayors’ Council.

2.2 Any Council Member may be nominated for the positions of Chair and Vice-Chair at the Mayors’ Council meeting where the election of the Chair and Vice-Chair is to be considered. The nomination must be seconded by another Council Member and must be accepted by the Council Member so nominated.

2.3 If more than one person is nominated for the position of Chair or Vice-Chair, a vote by secret ballot will be taken to determine the outcome at the meeting when the nominations are made. The person who receives the most votes, as determined by the Executive Director and Corporate Secretary, will be the Chair and Vice-Chair.

2.4 The election of Chair and Vice-Chair will be determined on the basis of one (1) vote per Council Member and Delegate present at the meeting.

2.5 The Chair and Vice-Chair will hold office for a one (1) year term, commencing on January 1 and ending on December 31 of the ensuing year.

2.6 The Chair and Vice-Chair should declare their intention to seek re-election by notifying the Council Members by email no later than November 15.

- 2.7 If the office of the Chair or Vice-Chair becomes vacant, the Mayors' Council will elect a new Chair or Vice-Chair at its next meeting, to hold office until December 31.

### **3. REGULAR MEETINGS**

- 3.1 The Chair will establish a schedule of regular meetings.
- 3.2 At the request of the Chair, the Executive Director will provide notice of the meeting to Council Members at least five (5) clear calendar days before the date of the meeting and:
- (a) The notice will state the general purpose of the meeting and the day, hour and place of the meeting; and
  - (b) Notice of the meeting will be sent to the email address provided by each Council Member.
- 3.3 If the regular meeting is to be a Public Meeting, the Executive Director will provide public notice of the day, hour and place of the regular meeting, by way of notice posted on the TransLink website at least five (5) calendar days before the date of the meeting.

### **4. URGENT MEETINGS**

- 4.1 In an emergency, the Chair, or any three (3) or more Council Members upon written request, may call a meeting with less than five (5) clear calendar days notice.
- 4.2 The notice of an urgent meeting will indicate the agenda items to be dealt with at the meeting and only those matters will be dealt with at the meeting except where a resolution to place an additional item on the agenda has been passed unanimously by those Council Members and Delegates present at the meeting.
- 4.3 The Executive Director will provided notice of the urgent meeting as soon as practicable and:
- (a) The notice will state the purpose of the urgent meeting and the day, hour and place of the meeting; and
  - (b) Notice of the urgent meeting will be sent to the email address provided by each Council Member.
- 4.4 If the urgent meeting is to be a Public Meeting, the Executive Director will provide public notice of the day, hour and place of the urgent meeting, by way of notice posted on the TransLink website as soon as practicable.

- 4.5 Urgent In-Camera Meetings may be held via teleconference and all resolutions will be valid as if passed at an in-person meeting.

## **5. ATTENDANCE AT MEETINGS**

- 5.1 A Council Member may appoint a Delegate to attend a meeting and to act on his/her behalf at that meeting.
- 5.2 The Chair and Vice-Chair may not appoint a Delegate to act as Chair or Vice-Chair, respectively.
- 5.3 Council Members and Delegates must attend regularly scheduled meetings in person.
- 5.4 The Corporate Secretary will attend all meetings and record the business and proceedings thereof.
- 5.5 Attendance of individuals at In-Camera Meetings, with the exception of the Executive Director and Corporate Secretary, requires the approval of a majority of the Council Members and Delegates present at the meeting.

## **6. IN-CAMERA MEETINGS**

- 6.1 A part of a meeting must be closed to the public if the subject matter being considered relates to one or more of the following:
- (a) A request under the *Freedom of Information and Protection of Privacy Act*, if the Mayors' Council is designated as head of the local public body for the purposes of that *Act* in relation to the matter;
  - (b) The consideration of information received and held in confidence relating to negotiations between the Mayors' Council and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party; and
  - (c) A matter that under the provisions of another enactment is such that the public must be excluded from the meeting.
- 6.2 A part of a meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:
- (a) Personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the Mayors' Council or another position appointed by the Mayors' Council;
  - (b) The security of the property of the Mayors' Council;

- (c) Labour relations or other employee relations;
  - (d) The acquisition, disposition or expropriation of land or improvements, if the Mayors' Council considers that disclosure could reasonably be expected to harm the interests of the Mayors' Council;
  - (e) Law enforcement, if the Mayors' Council considers that disclosure could reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment;
  - (f) Litigation or potential litigation affecting the Mayors' Council;
  - (g) An administrative tribunal hearing or potential administrative tribunal hearing affecting the Mayors' Council, other than a hearing to be conducted by the Mayors' Council or a delegate of the Mayors' Council;
  - (h) The receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;
  - (i) Information that is prohibited, or information that if it were presented in a document would be prohibited, from disclosure under section 21 of the *Freedom of Information and Protection of Privacy Act*;
  - (j) Negotiations and related discussions respecting the proposed provision of a Mayors' Council service that are at their preliminary stages and that, in the view of the Mayors' Council, could reasonably be expected to harm the interests of the Mayors' Council if they were held in public;
  - (k) Relations or negotiations between the Mayors' Council and other levels of government and/or agencies;
  - (l) A matter that under the provisions of another enactment is such that the public may be excluded from the meeting;
  - (m) The consideration of whether a meeting should be closed under a provision of this Item or Item 6.1; and
  - (n) A vote on whether particular individuals may attend the part of a meeting that is closed to the public.
- 6.3 If the only subject matter being considered at a meeting is one or more matters referred to in Items 6.1 or 6.2, the applicable subsection applies to the entire meeting.
- 6.4 The Executive Director or Corporate Secretary will circulate the proposed agendas for the Public and In-Camera Meetings to all Council Members seven (7)

days prior to the scheduled meeting date. Upon receipt of the proposed agendas, the Council Members may request the Chair to move items from the Public meeting agenda to the In-Camera meeting agenda and vice versa, prior to the agendas being finalized.

## **7. QUORUM**

- 7.1 The quorum necessary for the transaction of the business of the Mayors' Council will be a majority of the Council Members.
- 7.2 Delegates will be included in the determination of quorum.

## **8. PUBLIC DELEGATIONS**

- 8.1 The Mayors' Council will allot a maximum of one (1) hour on the day of a Public Meeting to receive public delegations.
- 8.2 Each delegation will be given a maximum of five (5) minutes to address the Mayors' Council.
- 8.3 Any person or organization wishing to appear before the Mayors' Council must submit an application to the Executive Director no later than 8:00 a.m., two (2) business days prior to the scheduled meeting.
- 8.4 The application must indicate the agenda item or issue the applicant wishes to address, the name of the designated speaker and the specific action that is being requested of the Mayors' Council. The Mayors' Council will receive public delegations only on those matters that are within the authority of the Mayors' Council to decide.
- 8.5 The Mayors' Council will receive one representative from an organization at each meeting. If an organization wishes to appear as a delegation, one person should be selected as a designated speaker for the organization. If more than one individual from an organization submits an application, the individual who registered first with the Executive Director will be deemed to be the designated speaker for the organization. Additional representatives from the organizations will be received, time permitting within the time allotted to receiving public input, in accordance with Item 8.7(c).
- 8.6 The Executive Director will, no later than noon on the business day prior to the scheduled meeting, advise the applicant whether he/she is scheduled to appear before the Mayors' Council.

- 8.7 Applications to appear as delegations will be prioritized in accordance with the following process:
- (a) Those individuals or organizations (in accordance with Item 8.5) speaking on an agenda item to be considered at the meeting will be received first. Priority will be given to those individuals or organizations that have not previously addressed the Mayors' Council on the agenda item of interest.
  - (b) Those individuals or organizations (in accordance with Item 8.5) speaking on issues not included on the agenda for the meeting and on a matter that is within the authority of the Mayors' Council will be received next. Priority will be given to those individuals or organizations that have not previously addressed the Mayors' Council on the issue of interest.
  - (c) Representatives, other than the designated speaker of an organization that has already been heard at the meeting, will be received next in the order in which they register with the Executive Director (subject to Item 8.8), if time permits within the time allotted by the Mayors' Council to receive delegations.
- 8.8 Where the number of applications exceeds the time allotted by the Mayors' Council to receive delegations, a maximum of four (4) presentations on each agenda item or issue will be received. The Executive Director will attempt to provide a balance of perspectives on the action being requested of the Mayors' Council on a specific agenda item or issue.
- 8.9 Where the number of applicants exceeds the time allotted to receiving public input, the applicants that are not accepted will be invited to submit written input to the Mayors' Council.
- 8.10 Where circumstances warrant, the Mayors' Council, at its sole discretion, may extend the length of time allotted to receiving public input.
- 8.11 Meetings of the Mayors' Council may be held for the express purpose of receiving public input and Item 8.1 will not apply. The meeting will be called by the Executive Director at the request of the Chair and notice of the meeting will be delivered to Council Members at least ten (10) clear calendar days before the date of the meeting.

## **9. RULES OF CONDUCT**

- 9.1 The Chair will preside at all meetings. In the absence of the Chair, the Vice-Chair will preside.
- 9.2 In the absence of the Chair and Vice-Chair, the Council Members and Delegates present will elect a Council Member to act as chair for the meeting.

- 9.3 The Presiding Member will preserve order and decide all points of order that may arise during the meeting.
- 9.4 The Presiding Member may expel or exclude any person from a meeting for improper conduct.
- 9.5 Any Council Member or Delegate may appeal a decision of the Presiding Member. On an appeal, the question "Will the Chair be sustained?", will be immediately put by the Presiding Member and decided without debate and:
- (a) The Presiding Member will not be entitled to vote on an appeal;
  - (b) Each Council Member or Delegate will have one (1) vote;
  - (c) In the event of the votes being equal, the decision of the Presiding Member is sustained; and
  - (d) The Presiding Member will be governed by the vote of the majority of those present at the meeting.
- 9.6 If the Presiding Member refuses to put the question "Will the Chair be sustained?", the Council Members and Delegates will immediately appoint another Council Member to chair the meeting and to proceed in accordance with Item 9.5.

## **10. MOTIONS**

- 10.1 A motion must be moved and seconded before the subject of the question is debated or determined.
- 10.2 A motion that has been moved and seconded may be withdrawn at any time by the mover, with the approval of a majority of those present at the meeting.
- 10.3 During the debate on a motion:
- (a) The only motions that may be made are to refer, amend, table or defer it, adjourn the meeting, or call the question; and
  - (b) Motions to defer or refer the motion or to adjourn the meeting will be decided without debate or amendment.
- 10.4 Any Council Member or Delegate may request that a motion that contains multiple parts be divided and that the question on each be called separately.
- 10.5 A motion to adjourn will always be in order, but no second motion to the same effect will be made until some intermediate proceeding will have been taken.

## **11. RULES OF DEBATE**

- 11.1 Where there is a motion under debate, a Council Member or Delegate will not speak other than on that motion under debate and the matters relating to that motion as set out in Item 11.3.
- 11.2 No Council Member or Delegate will speak on any question for longer than five (5) minutes without leave of the Mayors' Council.
- 11.3 No Council Member or Delegate, with the exception of the mover of the motion under debate, will speak more than once to the same motion without leave of the Mayors' Council except in explanation of a material part of his or her speech which may have been misconceived, and in doing so, the Council Member or Delegate is not to introduce any new matter.
- 11.4 If, during debate on a motion, a motion to refer or defer that motion is put while there are Council Members or Delegates remaining who have indicated an intention to speak, the Presiding Member will, at his/her sole discretion, refuse to accept the seconding of such a motion of deferral or referral until those on the list of speakers for the first motion have been heard. No other names will be added to the speakers list, and following the hearing of those entitled to speak, the Presiding Member will ask if there will be a seconder to the motion to defer or refer and, receiving an affirmative response, will call the question on such motion without debate or amendment.
- 11.5 Item 11.4 does not apply to the mover of the motion under debate and the mover will be permitted to speak a second time, for a maximum of five (5) minutes, immediately before the question is finally put by the Presiding Member.
- 11.6 After the question is finally put by the Presiding Member no Council Member or Delegate will speak to such question nor will any other motion be made until after the result is declared.

## **12. VOTING**

- 12.1 Questions arising at any meeting will be decided by a majority of votes of those present.
- 12.2 Questions relating to the following items must be decided by a weighted vote<sup>6</sup>:
  - (a) Approving or rejecting a long-term strategy;

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<sup>6</sup> See Annex 1 for the current table, based on the 2016 census of Canada, for Weighted Voting at the Mayors' Council.

- (b) Approving or rejecting an investment plan; and
  - (c) Approving, rejecting or altering an application to establish a new fare or to increase an existing fare.
- 12.3 Questions relating to the following items must be decided on the basis of one (1) vote per Council Member:
- (a) Election of the Chair and Vice-Chair;
  - (b) Appointing Directors;
  - (c) Varying Director remuneration, except that the Chair and Vice-Chair are not entitled to vote on resolutions regarding varying Director remuneration;
  - (d) Amending the executive compensation plan; and
  - (e) Approving or rejecting a proposed fare collection bylaw or amendment.
- 12.4 For questions related to items other than those set out in Item 12.2 and 12.3:
- (a) If, prior to the question being called, no Council Members requests that a weighted vote be called, the question will be decided on the basis of one (1) vote per Council Member; and
  - (b) If, prior to the question being called, a Council Member requests that a weighted vote be called, the question will be decided by weighted vote.
- 12.5 Except as provided in Item 9.5(a) and 12.3(c), the Presiding Member will vote on all business coming before a meeting.
- 12.6 In the case of an equal number of votes for and against a question, including the vote of the Presiding Member (when he or she is permitted to vote), the question will be defeated.

### **13. NOTICE OF MOTION**

- 13.1 Any Council Member or Delegate desiring to bring a new matter before a meeting of the Mayors' Council, other than a point of order or a point of privilege, will do so by way of motion.
- 13.2 Any new matter that requires further information than could or would normally be available to the Mayors' Council at a meeting, may be ruled by the Presiding Member as a notice of motion and will be dealt with as provided by Item 13.3(b).
- 13.3 A notice of motion may be introduced by a Council Member by:

- (a) Providing the Executive Director or Corporate Secretary with a signed copy of such motion, no later than five (5) clear calendar days prior to the scheduled meeting, and the Executive Director or Corporate Secretary will add the motion to the agenda for said meeting; or
- (b) Providing the Executive Director or Corporate Secretary with a signed copy of such motion during a meeting and the Corporate Secretary will, upon the Council Member or Delegate being acknowledged by the Presiding Member and the notice of motion being read to the meeting, include it in the minutes of that meeting as notice of motion and will add the motion to the agenda of the next regular meeting of the Mayors' Council.

13.4 A motion may be introduced without previous notice having been given by a resolution waiving notice of motion passed by two-thirds (2/3) of those present at the meeting.

#### **14. AMENDMENTS**

- 14.1 An amendment must be moved and seconded before it is debated or determined.
- 14.2 Only two (2) amendments will be allowed to the main question and only one (1) amendment will be allowed to an amendment.
- 14.3 Every amendment must be determined before the main question is put to a vote.
- 14.4 Amendments will be voted upon in the reverse order in which they were moved.
- 14.5 An amendment that has been moved and seconded may be withdrawn at any time by the mover.
- 14.6 A question of referral, until it is decided, will preclude all amendments to the main question.

#### **15. RECONSIDERATION**

- 15.1 A motion to reconsider a matter that has previously been decided by the Mayors' Council may be moved at the same meeting or at a subsequent meeting by a Council Member or Delegate who previously voted with the prevailing side, provided that no steps have been taken to implement the matter previously decided.
- 15.2 A motion to reconsider may be seconded by any Council Member or Delegate.

- 15.3 After the motion to reconsider has been moved and seconded, the mover must state the justification for reconsidering the previous decision. The motion to reconsider will be decided by a simple majority of those present, without debate or amendment.
- 15.4 If the motion to reconsider is carried, the original motion will be reconsidered as the next item of business and all regular rules of debate and voting will apply.

## **16. COMMITTEES**

- 16.1 The Mayors' Council may establish committees and delegate the powers and duties of the Mayors' Council to the committees.
- 16.2 Sections 1, 3, 4, 5, 6, 8, 9, 10, 11, 12, 13, 14 and 15 will apply to meetings of Committees with such modifications as are required, including the substitution of the term "Committee Chair" for the term "Chair" and the term "Committee meeting" for the term "Mayors' Council meeting".
- 16.3 The Chair is an ex officio member of all Committees.
- 16.4 The quorum necessary for the transaction of business at a Committee meeting will be a majority of the Committee members.

## **17. WORKSHOPS**

- 17.1 Workshops will be considered duly constituted meetings of the Mayors' Council.
- 17.2 Workshops may be convened from time to time at the call of the Chair, upon written notice provided to Council Members in accordance with Item 3.2.
- 17.3 In-person attendance by Council Members or Delegates at Workshops will constitute attendance at a meeting for the purposes of remuneration under s. 213(4)(b) of the Act.
- 17.4 The quorum for a Workshop will be those Council Members and Delegates present.

## **18. SUPPLEMENTARY PROVISIONS**

- 18.1 If a situation is not contemplated by these Rules of Procedure for the Conduct of Meetings, the "Council Proceedings" Division of the *Community Charter* will apply.
- 18.2 If a situation is not contemplated by these Rules of Procedure for the Conduct of Meetings nor by the "Council Proceedings" Division of the *Community Charter*, Roberts Rules of Order will apply.

ANNEX 1

**WEIGHTED VOTING AT MAYORS' COUNCIL**

The *South Coast British Columbia Transportation Authority Act (SCBCTA)* stipulates that one weighted vote will be assigned for each 20,000 of municipal population, based on the most recently available census of Canada (2016). Voting procedures, including the use of weighted votes, are guided by [Section 211 \(2\) of the SCBCTA](#), and [Section 12 of the Mayors' Council's Rules of Procedure](#).

| <b>MEMBER GOVERNMENT</b> | <b>POPULATION</b> | <b>VOTES</b> |
|--------------------------|-------------------|--------------|
| Anmore                   | 2,210             | 1            |
| Belcarra                 | 643               | 1            |
| Bowen Island             | 3,680             | 1            |
| Burnaby                  | 232,755           | 12           |
| Coquitlam                | 139,338           | 7            |
| Delta                    | 102,248           | 6            |
| Electoral Area A         | 16,182            | 1            |
| Langley City             | 25,888            | 2            |
| Langley Township         | 117,890           | 6            |
| Lions Bay                | 1,334             | 1            |
| Maple Ridge              | 82,256            | 5            |
| New Westminster          | 70,996            | 4            |
| North Vancouver City     | 53,474            | 3            |
| North Vancouver District | 87,913            | 5            |
| Pitt Meadows             | 18,835            | 1            |
| Port Coquitlam           | 58,612            | 3            |
| Port Moody               | 33,551            | 2            |
| Richmond                 | 198,309           | 10           |
| Surrey                   | 518,007           | 26           |
| Tsawwassen First Nation  | 816               | 1            |
| Vancouver                | 633,138           | 32           |
| West Vancouver           | 45,404            | 3            |
| White Rock               | 19,952            | 1            |
| <b>Totals</b>            | <b>2,463,431</b>  | <b>134</b>   |