



PUBLIC MEETING AGENDA

Version: June 24, 2022

June 30, 2022, 9:00AM to 10:00AM

Via Videoconference (live streamed to the [TransLink YouTube Channel](#))

Chair: Mayor Jonathan X. Coté

Vice-Chair: Mayor Jack Froese

Note that times for each agenda item are estimates only. This meeting will be livestreamed to the TransLink YouTube channel, and available afterwards on the Mayors’ Council’s YouTube channel.

8:50AM *Technology Test: Members, please connect to the meeting early, by 8:50AM, to provide time to trouble-shoot any connection problems.*

9:00AM	1. PRELIMINARY MATTERS	
	1.1. Adoption of agenda	Page 1
	1.2. Approval of Minutes (May 26, 2022)	2
9:05AM	2. PUBLIC DELEGATES	6
9:25AM	3. REPORT OF TRANSLINK MANAGEMENT	ON TABLE
9:40AM	4. REPORT OF THE NEW MOBILITY COMMITTEE	
	4.1. Transit Service Partnership in Fraser Mills	7
10:00AM	5. OTHER BUSINESS	
	5.1. Next Meeting (via videoconference) – July 28, 2022	
10:00AM	6. ADJOURN to open joint session with the TransLink Board (Meeting #2)	

Note that Mayors’ Council members and Public Delegates will be participating via Zoom videoconferencing. Zoom connection information sent separately via e-mail.

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

Minutes of the Public Meeting of the Mayors' Council on Regional Transportation (Mayors' Council) held Thursday, May 26, 2022 at 9:00 a.m. via videoconference.

PRESENT:

Mayor Jonathan Coté, New Westminster, Chair
Mayor Jack Froese, Langley Township,
Vice-Chair
Mayor Malcolm Brodie, Richmond
Mayor Linda Buchanan, North Vancouver City
Councillor Craig Cameron, West Vancouver
(arrived at 9:09 a.m.)
Mayor George Harvie, Delta
Mayor Mike Hurley, Burnaby
Mayor Mike Little, North Vancouver District
Mayor Doug McCallum, Surrey
Director Jen McCutcheon, Electoral Area A

Mayor John McEwen, Anmore
Mayor Ron McLaughlin, Lions Bay
Councillor Alison Morse, Bowen Island
Mayor Jamie Ross, Belcarra
Mayor Kennedy Stewart, Vancouver
Mayor Richard Stewart, Coquitlam
Mayor Robert Vagramov, Port Moody (arrived
at 9:09 a.m.)
Mayor Val van den Broek, Langley City
Mayor Darryl Walker, White Rock
Mayor Brad West, Port Coquitlam

REGRETS:

Chief Ken Baird, Tsawwassen First Nation
Mayor Bill Dingwall, Pitt Meadows

Mayor Mike Morden, Maple Ridge

ALSO PRESENT:

Michael Buda, Executive Director, Mayors' Council on Regional Transportation Secretariat
Matt Craig, Director, System Planning, TransLink
Sarah Ross, Vice-President, Transportation, Planning and Policy, TransLink

PREPARATION OF MINUTES:

Haely Lindau, Recording Secretary, Mosaic Writing Group
Carol Lee, Recording Secretary, Mosaic Writing Group

CALL TO ORDER

Chair Jonathan Coté declared that a quorum was present and called the meeting to order at 9:00 a.m.

Chair Coté acknowledged that the meeting is taking place on the traditional and unceded territories of the Halq'eméylem, Semiahmoo and Skwxwú7mesh speaking people. These refer to the language groups that more widely encompass the Indigenous people of many nations who use and continue to use the land on whose territories TransLink works, operates and serves. The Mayors' Council recognizes the importance of doing its best to build respectful relationships that contribute to stewarding the land and waters in the community with integrity and consideration for future generations.

1. PRELIMINARY MATTERS

1.1. Adoption of the Agenda

Draft agenda for the May 26, 2022 Public Meeting of the Mayors' Council on Regional Transportation, version dated May 20, 2022, was provided with the agenda material.

It was MOVED and SECONDED

That the agenda of the May 26, 2022 Public Meeting of the Mayors' Council on Regional Transportation be adopted, as presented.

CARRIED

1.2. Approval of Minutes (April 22, 2022)

Draft minutes of the April 22, 2022 Public Meeting of the Mayors' Council on Regional Transportation was provided with the agenda material.

It was MOVED and SECONDED

That the minutes of the April 22, 2022 Public Meeting of the Mayors' Council on Regional Transportation be adopted, as presented.

CARRIED

2. PUBLIC DELEGATIONS

The following documents were provided with the agenda material:

- *Report titled "Item 2 – Public Delegate Presentations", dated May 18, 2022*
- *Report titled "Item 2 (On-Table) – Public Delegates: names, topics and presentations", dated May 24, 2022.*

2.1. Jean Swanson

Ms. Swanson noted the need for increased senior government funding to reduce fares and offer free transit service, end the ticketing of minors and increase the bus lane network.

Member Arrived

Councillor Craig Cameron and Mayor Robert Vagramov joined the meeting at 9:09 a.m.

2.2. Joe Kunzler

Mr. Kunzler requested the Mayors' Council approve the 2022 Investment Plan.

2.3. Elizabeth Murphy, Coalition of Vancouver Neighbourhoods

Ms. Murphy urged the Mayors' Council not to approve the Millennium Line Extension to UBC (UBCx) as part of the 10-Year Vision until a viable business case is made for transit that is based on community supported planning for growth and required infrastructure and funding is identified for the UBCx.

2.4. Laura Chow, Vancouver Coastal Health Authority

Ms. Chow expressed support for the 2022 Investment Plan and noted the need to add affordable fare options for low-income individuals.

2.5. Nathan Davidowicz

Mr. Davidowicz requested the Mayors' Council defer approval of the Transport 2050: 10-Year Priorities until the 2022 municipal elections are concluded.

3. REPORT OF THE REGIONAL TRANSPORTATION PLANNING COMMITTEE
3.1. 2021 Transit Service Performance Review and HandyDART Service Performance Review

The following documents were provided with the agenda material:

- *Report titled “Item 3.1 – 2021 Transit Service Performance Review and HandyDART Service Performance Review”, dated May 13, 2022*
- *Presentation titled “2021 Transit Service Performance Review & HandyDART Service Performance Review”*
- *2021 Transit Service Performance Review*
- *2021 HandyDART Service Performance Review.*

Matt Craig, Director, System Planning, TransLink, led the review of the presentation provided with the agenda material and highlighted:

- Key trends from 2021:
 - In fall 2021, nearly 2.2 million unique customers used the transit system
 - Regional travel constituted the same proportion of total transit travel as in 2019
 - System-wide ridership began to return at similar levels throughout the day, including during weekday peak periods, which previously lagged in recovery behind off-peak periods in the first year of the pandemic
 - Bus routes that provide frequent service throughout the day continued to rank among the top 10 bus routes and drove ridership across the region
 - Bus routes serving industrial employment areas continued to see high ridership recovery
 - Customers boardings on bus routes that primarily serve post-secondary campuses and office commuters have recovered significantly since 2020
 - The top 10 busiest SkyTrain stations remained mostly the same as in 2019
 - The Southeast sub-region was the leader in ridership recovery
 - Systemwide ridership continued to return slightly more on weekends than on weekdays in fall 2021
 - HandyDART continued to provide critical access to medical services and other important destinations
- Service adjustments:
 - Between 2020 and 2021, bus service in the Southeast sub-region was increased by 8%
 - In other sub-regions, service was increased on routes with overcrowding and strong ridership recovery
- 2021 was a year of resiliency that underscored the important role of TransLink services in the regional recovery from the COVID-19 pandemic.

Discussion ensued on:

- Confirmation that the 70% transit ridership recovery numbers are relative to 2019 passenger boardings, which included overcrowding and pass-ups
- The funding provided by the provincial government to provide HandyDART service:
 - In other provincial transit systems, the provincial contribution to HandyDART service is a higher proportion than the funding provided for conventional service.

It was MOVED and SECONDED

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

CARRIED

3.2. Cost Considerations for the Millennium Line UBC Extension (UBCx) Regional Base Scope
Report titled "Item 3.2 – Alignment Considerations for the Millennium Line UBC Extension", dated May 13, 2022, was provided with the agenda material.

Sarah Ross, Vice-President, Transportation, Planning and Policy, TransLink, referenced the report provided with the agenda material and highlighted factors that contributed to the decision to proceed with the Broadway/8th Avenue corridor alignment.

Discussion ensued on:

- Confirmation that the technical analysis indicates that SkyTrain extension is the best option for the connection from Arbutus to the UBC campus
- Concern that the report is incomplete as it does not include costs and measures of cost effectiveness
- Concern regarding the incremental cost of utilizing SkyTrain technology for the extension to UBC.

It was MOVED and SECONDED

That the Mayors' Council on Regional Transportation receive this report and request staff to provide information regarding the incremental cost of utilizing SkyTrain technology for the Millennium Line UBC extension.

CARRIED

4. OTHER BUSINESS

4.1. Next Meeting

The next Public Meeting of the Mayors' Council, to be held jointly with the TransLink Board of Directors, was scheduled for June 30, 2022 and will be held via videoconference.

5. ADJOURNMENT

There being no further business, the May 26, 2022 Public Meeting of the Mayors' Council on Regional Transportation was adjourned to a joint public meeting with the TransLink Board of Directors at 9:50 a.m.

Certified Correct:

Mayor Jonathan X. Coté, Chair

Carol Lee, Recording Secretary
Mosaic Writing Group

TO: Mayors' Council on Regional Transportation
FROM: Gemma Lawrence, Coordinator, Mayors' Council Secretariat
DATE: June 22, 2022
SUBJECT: **ITEM 2 – Public Delegate Presentations**

RECOMMENDATION:

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

PURPOSE:

To introduce the objectives and process for hearing from public delegates.

BACKGROUND:

Public participation at meetings is valued by the Mayors' Council, and 30 minutes is set aside at each open meeting to receive public delegations. The Mayors' Council will only receive public delegations who intend to speak on 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.

The webpage for public delegates includes a Protocol for Public Delegates that notes:

- the Mayors' Council Chair will exercise discretion in maintaining a reasonable level of order and decorum;
- delegates and all meeting participants are reminded that different points of view are respected, and discussions are kept above the level of personal confrontation, disruptive behaviour and profanity.

DISCUSSION:

The deadline to apply to speak to the Mayors' Council is 8:00am two days prior to the meeting. At the time of this report, not all prospective speakers will have had a chance to complete applications. Accordingly, the **list of approved speakers, as well as any written submissions or presentations, will be provided on table**. Any presentations provided by delegates will also be provided to Mayors' Council members only, on table (up to 10-pages maximum). Each delegation will be given a maximum of three minutes to address the Mayors' Council. As a general rule, there are no questions or discussion between Council and delegates. The policy governing Public Delegates can be [found online](#).

TO: Mayors' Council on Regional Transportation

FROM: Sarah Ross, Vice President, Transportation Planning & Policy
Adam Lougheed, Planner, System Plans

DATE: June 10, 2022

SUBJECT: **ITEM 4.1 - Transit Service Partnership – Fraser Mills**

RECOMMENDATION:

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

PURPOSE:

The purpose of this report is to provide an update on the Transit Service Partnership (TSP) between Beedie Development and TransLink relating to the provision of future TransLink bus service to the proposed Fraser Mills development in southwest Coquitlam.

BACKGROUND:

What is the Fraser Mills Development?

Fraser Mills is the proposed redevelopment of 92 acres of industrial land in southeast Coquitlam south of Highway #1 between United Boulevard and the Fraser River. Subject to final approval by the City of Coquitlam, the development will be mixed-use, comprised of approximately 5,500 residential units and a range of commercial, light industrial, retail, and civic uses – including a new community centre and riverfront park.

If approved, the total build out of Fraser Mills is expected to take roughly 20 years. The approval of all development permits relating to the project are conditional upon Beedie's ongoing transit demand management commitments and will be monitored throughout the development timeline. Official Community Plan and Zoning Bylaw amendments regarding the project received first reading in late April, where they were referred to a May 30 public hearing, and where they received 2nd and 3rd readings.

What is a Transit Service Partnership?

Transit Service Partnerships are defined as regularly scheduled transit service provided by TransLink that is funded wholly or in part by a third-party partner. While some policy development work has been completed, currently there is no formal TransLink policy or existing funding mechanism that would enable this type of service delivery. Potential third-party partners may include developers, business associations, municipalities, large employers, attractions, or others.

TransLink Board and Mayors' Council Direction

In February 2020 the Mayors' Council endorsed a report outlining a proposed Transit Service Partnership policy framework and asked staff to continue development of the policy with the TransLink Board (see Annex A for report).

In support of advancing the development of a TSP policy, Fraser Mills was identified as a pilot project that would help TransLink develop a better understanding of how to operationalize this policy while allowing for opportunity to adapt and improve it through practice. Specific to the Fraser Mills TSP pilot project the TransLink Board of Directors approved the following resolution:

*“Direct staff to continue negotiations with Beedie Development Group regarding an agreement for TransLink to provide increased service to the proposed Fraser Mills development at **no increase in net cost** to TransLink.”*

Since that time staff have been working to [1] develop a service plan for the new service, [2] identify all capital and operational costs relating to the provision of this new service, and [3] finalize a non-binding TSP term-sheet with Beedie that defines roles and responsibilities, important timing points (e.g., when Beedie’s subsidy will begin and end), and outlines the process for executing a binding agreement.

DISCUSSION:

Term Sheet Details

The non-binding term sheet between Beedie and TransLink has Beedie subsidizing transit implemented in advance of initial residential occupancy. Subject to all final approvals by Coquitlam and the development proceeding as planned, initial residential occupancy (and the implementation of Beedie-subsidized TransLink service) is projected to occur sometime in 2026. Beedie’s subsidy will continue until the time that they achieve 50% development of total project buildout. The duration of Beedie’s subsidy, from implementation to that threshold being met, is expected to be between 6-8 years.

Once that development threshold has been met, and Beedie’s subsidy ends, TransLink would decide to either continue or discontinue the service, primarily dependent on inclusion (or not) in an Investment Plan. Beedie will provide advance notice to TransLink when they expect to reach the 50% development threshold so that TransLink can include (or not) the service in an Investment Plan in advance of Beedie’s subsidy ending.

There is also a scenario in which the service is not included in an Investment Plan, but the service is continued through the budget process. In either scenario approval would be sought from the Mayors’ Council before TransLink assumes any new costs. Further detail on the agreement timeline, as well as a high-level description of the new service, can be found in Annex B.

New Approach to Funding Service Delivery

The Fraser Mills TSP represents a new and innovative approach to funding TransLink service delivery, in which TransLink is able to leverage third party funding in order to accelerate the implementation of new or increased service in a timelier manner than is typically possible. In TransLink’s current funding model and service expansion planning process, there is often a delay between known demand and the provision of increased transit service. The Fraser Mills pilot is an example of how the TSP policy could allow TransLink to be more proactive in responding to growing transit demand that projects of this scale generate as they progress towards completion.

That the City of Coquitlam has made the transportation demand management plan (including the requirement for FTN level service in advance of residential occupancy) a condition for advancing the project has been key to the framing and development of the Fraser Mills TSP – especially as it relates to

the implementation timeline and the provision of Beedie-subsidized TransLink service in advance of residential occupancy. As mentioned above, future development approvals are dependent on Beedie's ongoing travel demand management commitments.

Next Steps

Following the completion of ongoing legal review TransLink and Beedie will sign a non-binding term sheet agreement, required by the City of Coquitlam for final approval to the project and amendments to both their Official Community Plan and Zoning Bylaw. A binding agreement will be entered into before the City issues the first development permit relating to the project. Subject to all other requirements being met, Coquitlam staff expect that final approval by Coquitlam council could occur in the fall, potentially October or November.

ATTACHMENTS:

Annex A – February 2020 report to the Mayors' Council

Annex B – Fraser Mills Project Summary – presentation slides

TO: Mayors' Council on Regional Transportation

ANNEX A

FROM: Geoff Cross, Vice President, Planning & Policy

DATE: February 3, 2020

SUBJECT: **Item 3.2** - Transit Service Partnerships Policy Framework and Fraser Mills Agreement

RECOMMENDATION

The Joint Finance Committee recommends that the Mayors' Council:

1. Endorse the proposed Transit Service Partnership policy framework and direct staff to continue development of the policy with the Board;
 2. Receive this report.
-

PURPOSE

The purpose of this report is to provide an update on the development of the Transit Service Partnerships Policy, including advancing an initial agreement between Beedie, Coquitlam and TransLink relating to the proposed Fraser Mills development in southeast Coquitlam. It is Management's perspective that the proposed TSP agreement is an opportunity to apply third party funding in order to increase the provision of transit service within the region and as well for organizational learning that will inform the ongoing development of the Transit Service Partnerships Policy (TSP).

BACKGROUND

What is a Transit Service Partnership?

Transit Service Partnerships are defined as regularly scheduled transit service provided by TransLink that would be funded wholly or in part by a third-party partner. Currently there is no TransLink policy or funding mechanism that would enable this type of service delivery. Potential third-party partners may include developers, business associations, municipalities, large employers, attractions, or others.

The primary aim of transit service partnerships is to increase the delivery of transit service across the region by leveraging funding from third-parties, while ensuring other regional interests and desired outcomes can be met. Examples of potential service partnerships may include:

- Augmenting existing transit services (e.g., increasing frequency, hours of operation, or extending service area of an existing route)
- Accelerating planned service improvements outlined in a 10-Year Investment Plan (e.g., delivering planned investments earlier)
- Providing new transit access (e.g., extending transit service to locations with limited or no service).

TransLink Board Direction

In April 2019, the Board approved of the scope and consultation plan for developing a policy framework for Transit Service Partnerships. In June 2019, staff presented an initial list and evaluation of policy options

to the Planning and Stakeholder Committee of the Board. In September staff presented an updated policy framework with more detail on mitigation approaches to previously identified risks.

The Board endorsed the recommended policy framework for Transit Service Partnerships and directed staff to seek Mayors’ Council input.

DISCUSSION:

In 2019, the Board Planning and Stakeholder Committee considered and endorsed a number of key elements which comprise of the TSP framework. These include:

- 1) Policy goals and objectives
- 2) Policy framework options
- 3) Risk Mitigation measures

Policy goals and objectives

The Board supported the following goals and objectives which provide a framework for policy development.

Table 1: Proposed goals and objectives to guide policy development

Goal	Supporting Objectives
1. Accelerate and increase the provision of public transit	<ul style="list-style-type: none"> • Accelerate the implementation of the planned service enhancements • Provide service to new and underserved areas • Improve service for existing customers
2. Advance regional outcomes	<ul style="list-style-type: none"> • Support the Regional Growth Strategy • Encourage transit-oriented communities • Enhance the customer experience
3. Ensure transparent and accountable decision making	<ul style="list-style-type: none"> • Ensure public resources are allocated fairly • Ensure decisions are transparent and accountable
4. Protect public confidence in TransLink	<ul style="list-style-type: none"> • Minimize reputational risk from discontinued service resulting from withdrawn funding • Maximize long term viability of service and increase certainty for partners and public

Proposed Policy Framework Options

The policy development process considered several policy option frameworks for Transit Service Partnerships.

Table 2: Policy Framework Options Considered

Option	Recommendation	Rationale
1. Do not pursue TSP	Option not advanced for further consideration	This option was not recommended by staff or advanced by the Board as it does not support the objective of accelerating and increasing the provision of public transit and does not advance regional outcomes.
2. TSP policy requires new service to be fully funded by third parties.	Pursue only this option until a specific allocation of TransLink funds allows for matching 3 rd party funds, and draft the policy with flexibility to allow for future options that warrant matching funding.	TSP would allow TransLink to rely upon third party funding to increase transit service. However, staff predict that few agreements will be reached for TSP given the cost of providing transit service. This opinion is based on discussions with potential funding partners and previous experience with Independent Transit Services. (The Fraser Mills agreement would fall into this option.
3. Partnerships are funded through a combination of third-party contributions and TransLink matching funding.	Staff recommended option advanced by the Board if TransLink funding program is established in future Investment Plan.	This option maximizes the provision of public transit by leveraging third party funding. There were some risks highlighted by the Board with this approach, and approaches for mitigation of these risks are outlined later in the discussion section.

Management recommended Option 3 to TransLink Board for consideration, conditional on the allocation of TSP-specific funding. Under this option, the share of costs that a potential third-party would contribute to a service would be dependent on an evaluation of the alignment of the service with TransLink’s goals and the public benefit achieved by the service. Third-parties could be credited/reimbursed by TransLink for new fare revenue generated by incremental ridership resulting from the new service.

Until the time that matching TransLink funding is available, or if the Board and Mayors’ Council decide against TSP-specific funding in a future Investment Plan, Option 2 would also allow TransLink to rely upon third party money to increase transit service, although not likely at the same scale as through Option 3. The proposed agreement for Fraser Mills would fall into this category.

If the Mayors’ Council and Board endorse development of Option 3, Management will bring forward options for the potential scale of funding to initiate a cost-share program for future direction, i.e. 2021 Investment Plan.

Risk Mitigation

The Board Planning and Stakeholder Committee identified potential risks that may result from entering into service partnerships with third-parties. These are outlined below, along with recommended approaches or actions that can be taken to minimize potential impacts.

Risk 1: Reputational risks to TransLink if service is discontinued due to withdrawal of partnership funding
 Entering into service partnerships creates a risk to TransLink’s brand and public perceptions if third-party funding is no longer available to support service delivery and a service needs to be eliminated or reduced.

Risk mitigation approaches that can be incorporated into a policy framework to address this issue may include:

- **Establishing eligibility criteria:** These criteria would help ensure long-term and stable partnership agreements. Criteria may include: whether partner has a long-term interest in providing viable service, partner is well-established with strong governance structures, and partner has enough funding to ensure longevity of proposed service.
- **Establishing penalties:** Require a long-term contract with third-parties with penalties for early withdrawal from the contract. For example, in King County, Washington, third-party service partners are required to purchase any surplus buses that were acquired for the purpose of partnership service if they end funding for partnership service.
- **Establishing clear conditions under which TransLink would assume full costs of service:** Partnerships will include conditions outlining when TransLink would consider assuming the full costs of incremental service. Conditions may include when the service is confirmed for implementation in a funded investment plan, achieves a cost-recovery level that is comparable to similar routes/services, or other appropriate criteria identified by staff.

Risk 2: Perception of delivering service that is not aligned with the commitments in Investment Plan

Contributing TransLink funds to partnership driven projects may redirect funding away from other Investment Plan priorities to projects driven by partner interests. This may raise concerns that those who can afford to pay more are provided with better service or concerns of “queue-jumping” outside the Investment Plan. These risks can be mitigated in a policy framework using the following approach:

- **Establishing criteria to ensure level of TransLink funding contribution aligns with public benefit of service:** The greater the extent to which the proposed service meets the criteria, the more matching funds it could be eligible for from TransLink. Conversely, it may be that a proposed service that does not align with these criteria would not be considered as a potential TSP. Eligibility criterion could include:
 - a) Whether the service is included in an investment plan
 - b) Whether the service meets or will meet the Transit Service Guidelines
 - c) Number of people and jobs who would be provided transit access by the proposed service
 - d) Anticipated ridership

Even with criteria in place to guide decision-making and resource allocation, TransLink contributions to service partnerships would represent resources that could be deployed to deliver other initiatives.

Risk 3: Partnership service could necessitate capital infrastructure spending

TransLink has limited capacity for service expansion and proposed new service may require expansion of facilities or other capital expenditures. This risk can be mitigated in a policy framework using the following approaches:

- **Ensure capital implications of any service partnership are adequately assessed:** An analysis of whether partnership service would strain existing capacity or operational constraints would be completed as a precondition before entering into any new partnership agreements. This analysis would include bus depot space, maintenance capacity, operator availability and other constraints determined through consultation with operational stakeholders.
- **Require third-parties to fund wholly or in part any required capital infrastructure costs:** Costs of partnership projects are expected to be covered through program funding, whether fully funded by the partner or co-funded by the partner and specific program funding from TransLink. These include the full cost of service delivery and capital costs for new buses.

Roadside infrastructure such as bus stops and shelters are generally the responsibility of the municipalities and are governed under separate policies. Consideration of these policies and further consultation with municipal partners would be needed if roadside infrastructure is to be included in this future policy.

POLICY THROUGH DOING – FRASER MILLS

One of the key challenges in developing a TSP policy is lack of direct experience. Undertaking an initial agreement has been identified by staff as one method to gain a better understanding of how to operationalize a policy while allowing for opportunity to adapt it with those learnings.

Development Context

The proposed agreement is an opportunity to test early application of the policy in relation to a potential redevelopment of 94 acres of industrial land in southeast Coquitlam, satisfying a requirement by the City of Coquitlam for certainty on delivering appropriate transit for the scale of development. The Fraser Mills development site is located south of Highway #1 between United Boulevard and the Fraser River. The surrounding area is characterized by a broad mix of highway retail, light and heavy industrial, service commercial, and entertainment. The development would be mixed-use, ultimately comprised of approximately 5,000 residential units and a range of commercial, light industrial, and civic uses.

Metro Vancouver's Regional Growth Strategy (RGS) designates the majority of the Fraser Mills site as General Urban and located entirely within the Urban Containment Boundary. There are two parcels along United Boulevard that are designated Mixed Employment and are classified as employment land in Coquitlam's Waterfront Village Neighbourhood Plan (2008). As such, the application does not require an amendment to the RGS.

In advance of a second OCP amendment related to the proposed Fraser Mills development, the City of Coquitlam has identified various preconditions that Beedie must resolve in order to move the project forward. Among these the development of a comprehensive traffic demand management plan and the provision of transit service to the Fraser Mills site beyond what TransLink currently provides along the corridor.

Development Timeline

Dependent on Beedie and the City of Coquitlam resolving the final preconditions in a timely manner, it is anticipated that initial residential occupancy will occur sometime in 2025. Required as part of the development approval process, agreement on service terms with Beedie and the City are anticipated to be confirmed in mid-2020.



Figure 1: Fraser Mills Site and Current TransLink Routing (Beedie Development Group)

Potential Alternatives to Increase Transit

During initial discussions between Beedie, the City of Coquitlam, and TransLink, two alternatives were identified that would satisfy Coquitlam’s requirement for additional transit service:

- an Independent Transit Service (ITS), approved by TransLink but operated independently by Beedie, or
- an agreement in which Beedie would pay TransLink directly for additional transit service.

With respect to Coquitlam’s development approval process requirements, the ITS would provide year-round service seven days a week between the Fraser Mills site and Braid Station in New Westminster. This service would require approval from the TransLink Board, as mandated by the South Coast British Columbia Transportation Authority Act and per the evaluation criteria within TransLink ITS Policy. Once approved, the administration, management and cost for providing this service would be Beedie’s responsibility, subject to any terms and conditions required by TransLink upon approval.

In the second scenario, as an alternative to an ITS, Beedie, the City of Coquitlam and TransLink would enter into an agreement similar in structure and intent to Option 2 in the Policy Framework options table above, in which any new or increased transit service would be fully funded by the third party.

TSP Agreement for Fraser Mills service expansion

Beedie, the City of Coquitlam and TransLink have had initial discussions regarding the two alternatives above, with all parties preferring the second option, a TSP agreement. From TransLink's perspective, the agreement would be an opportunity to accelerate and increase the provision of service in order to address increased transit demand that is expected to follow the development of the site – as well as to test the development and implementation of a TSP agreement.

The proposed service increase is not expected to require additional peak fleet (i.e. no bus procurement required) and would have no impact on depot constraints. Details that remain to be confirmed are a start date for increased service, the length of any potential agreement, and in collaboration with Coquitlam determining what happens at the conclusion of the agreement.

CONCLUSION

Transit Service Partnerships offer an opportunity for TransLink to apply and in some cases leverage third-party funding to accelerate the delivery of planned or needed transit service in ways that can support regional outcomes. Contributing matching funding to TSPs would increase the number of viable projects and help increase overall transit service in the region. Management is confident that potential risks associated with TransLink entering into service partnerships agreement can be mitigated by incorporating the approaches outlined in this report into a policy framework.

Given the development and approvals of an Investment Plan is a joint accountability of the Board and Mayors' Council, the staff intend to engage the Mayors' Council on a specific allocation of funds. The discussion on a matching fund is anticipated to take place during Phase 3 investment plan deliberations.

Related to this process, the proposed agreement between Beedie, Coquitlam and TransLink is a unique opportunity to increase the delivery of transit service in southeast Coquitlam by leveraging funding from a third party, while also advancing the development of the TSP policy through practice. Given that the agreement would not involve any previously committed TransLink funding, and is not projected to require any additional fleet, staff consider it to be relatively low risk and likely to provide valuable insight on the development and implementation of potential future TSP agreements.

A photograph of a modern urban street scene. In the background, there are several tall, modern buildings with glass facades. A transit station with a glass-enclosed train is visible. In the foreground, a paved sidewalk runs alongside a road. A woman is jogging on the sidewalk, and a man is riding a bicycle. A street sign with a bicycle symbol and a pedestrian symbol is visible. The scene is overlaid with a semi-transparent purple and blue gradient.

Fraser Mills

Transit Service Partnership

MAYORS' COUNCIL
June 30, 2022

Transit Service Partnerships

Background

In February 2020, the Mayors' Council endorsed a report outlining a **proposed** Transit Service Partnership policy framework and directed staff to continue development of the policy with the TransLink Board.

Three primary applications were identified:

1. **Augmenting** existing transit services (e.g., increasing frequency, hours of operation, or extending service area of an existing route).
2. **Accelerating** planned service improvements outlined in a 10-Year Investment Plan (e.g., delivering planned investments earlier).
3. **Providing new** transit access (e.g., extending transit service to areas with limited or no service).

TSPs - Key Characteristics

- Multi-year agreements
- Funded fully or in part by 3rd party
- Service delivered by TransLink, CMBC
- Increase access to the transit network

Fraser Mills Background

Beedie Development is proposing the redevelopment of **92 acres** of industrial land along United Boulevard in southeast Coquitlam. When complete the site will have **5,500** residential units, **800,000** sq. ft. of employment uses, and a community centre.

For the project to be approved, Coquitlam is **requiring** that Beedie ensure the following:

1. That the proposed development be served by **Frequent Transit Network** level service.
2. That FTN level service be in place **in advance** of residential occupancy.

Board Direction (Feb 2020)

*“Direct staff to continue negotiations with Beedie Development Group regarding an agreement for TransLink to provide increased service to the proposed Fraser Mills development at **no increase in net cost to TransLink.**”*



Fraser Mills

Service and Agreement Details

Service Details

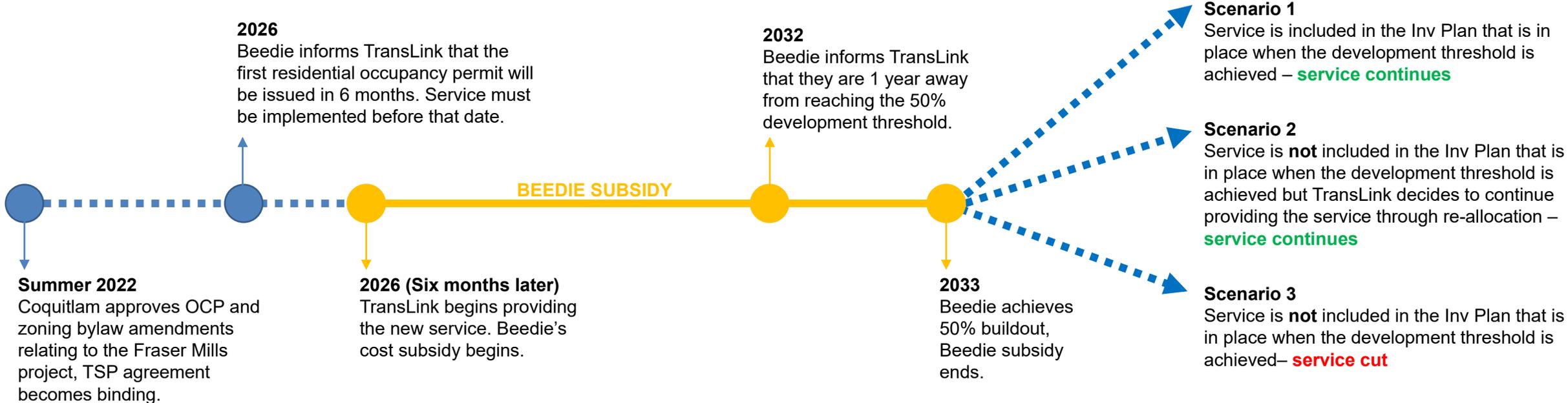
- Shuttle service between Braid Station and Fraser Mills
- 30 min frequency, FTN span throughout week
- Combined with existing 159 service will provide FTN frequency between Braid and Fraser Mills

Agreement Details

- As per Coquitlam Beedie-funded service must be implemented **in advance** of residential occupancy (projected 2026)
- Includes all capital and operating costs as identified by CMBC and TransLink Finance
 - Annual operating cost of **\$1.125M**
 - **2 new** community shuttles
- Beedie's funding contribution will end when **50% buildout** is reached, projected to be **6-8 years** after implementation. This is based on projected transit demand generated that would support FTN level service.



Fraser Mills Agreement Timeline



NOTE The timeline presented here is for illustrative purposes only. Specific dates are dependent on the development approval process and ongoing project development.