



# PUBLIC MEETING AGENDA

**Version:** February 8, 2019

**February 15, 2019, 9:00AM to 11:15AM**

TransLink, Room 427/428, 400 – 287 Nelson’s Court, New Westminster, BC

**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 and available afterwards on TransLink’s on [Periscope](#) and [Facebook](#) pages.

<b>9:00AM</b>	<b>1. PRELIMINARY MATTERS</b>	
	1.1. Adoption of agenda .....	Page 1
	1.2. <a href="#">Approval of Minutes (January 24, 2019)</a> .....	2
<b>9:10AM</b>	<b>2. <a href="#">PUBLIC DELEGATES</a></b> .....	<b>8</b>
<b>9:50AM</b>	<b>3. REPORT OF THE FINANCE AND GOVERNANCE COMMITTEE</b>	
	3.1. <a href="#">Committee Terms of Reference and 2019 Work Plan</a> .....	9
	3.2. <a href="#">10-Year Vision Implementation Update</a> .....	14
	3.3. <a href="#">Green Infrastructure Fund</a> .....	17
<b>10:15AM</b>	<b>4. REPORT OF THE REGIONAL TRANSPORTATION PLANNING COMMITTEE</b>	
	4.1. <a href="#">Committee Terms of Reference and 2019 Work Plan</a> .....	19
	4.2. <a href="#">Rail to UBC</a> .....	24
	• <i>Annex A: <a href="#">Staff presentation</a></i> .....	27
	• <i>Annex A: <a href="#">January 24, 2019 Report</a></i> .....	30
	• <i>Annex B: <a href="#">Technical Report</a></i> .....	<a href="#">DOWNLOAD HERE</a>
<b>10:45AM</b>	<b>5. REPORT OF THE NEW MOBILITY COMMITTEE</b>	
	5.1. <a href="#">Committee Terms of Reference and 2019 Work Plan</a> .....	44
	5.2. <a href="#">Provincial Ride-Hailing Legislation</a> .....	49
<b>11:15AM</b>	<b>6. ADJOURN to closed session</b>	

## 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 Thursday, January 24, 2019 at 9:00 a.m. in Rooms 427/428, TransLink Head Office, 400 – 287 Nelson's Court, New Westminster, BC.

### PRESENT:

Mayor Jonathan Coté, New Westminster, Chair  
Mayor Jack Froese, Langley Township, Vice  
Chair  
Mayor Neil Belenkie, Belcarra  
Mayor Malcolm Brodie, Richmond  
Councillor Craig Cameron, West Vancouver  
(alternate)  
Mayor Bill Dingwall, Pitt Meadows  
Director Justin LeBlanc, Electoral Area A  
Mayor Mike Little, North Vancouver District  
Mayor Doug McCallum, Surrey  
Mayor John McEwen, Anmore  
Mayor Ron McLaughlin, Lions Bay

Mayor Mike Morden, Maple Ridge  
Councillor Alison Morse, Bowen Island  
(alternate)  
Mayor Kennedy Stewart, Vancouver  
Mayor Richard Stewart, Coquitlam (arrived at  
9:20 a.m.)  
Mayor Rob Vagramov, Port Moody  
Mayor Val van den Broek, Langley City  
Mayor Darryl Walker, White Rock  
Mayor Brad West, Port Coquitlam  
Chief Bryce Williams, Tsawwassen First Nation  
(arrived at 10:40 a.m.)

### PRESENT:

Mayor Linda Buchanan, North Vancouver City  
Mayor George Harvie, Delta  
Mayor Mike Hurley, Burnaby

### ALSO PRESENT:

Mike Buda, Executive Director, Mayors' Council Secretariat  
Geoff Cross, Vice-President, Transportation Planning and Policy, TransLink  
Kevin Desmond, Chief Executive Officer, TransLink  
Brian Solvent, Senior Planner, TransLink

### PREPARATION OF MINUTES:

Megan Krempel, Recording Secretary, Raincoast Ventures Ltd.

### CALL TO ORDER

A quorum being present, the meeting was called to order at 9:02 a.m.

#### 1. PRELIMINARY MATTERS

##### 1.1 Adoption of Agenda

*Draft Agenda for the January 24, 2019 Public Meeting of the Mayors' Council on Regional Transportation, version dated January 18, 2019.*

**It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation adopts the agenda for its Public meeting scheduled January 24, 2019, version dated January 18, 2019.

**CARRIED**

**1.2 Adoption of the Minutes**

*Draft Minutes of the December 13, 2018 Public Meeting of the Mayors' Council on Regional Transportation.*

**It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation adopts the minutes of its Public meeting held December 13, 2018, as circulated.

**CARRIED**

**2. PUBLIC DELEGATES**

*Report dated January 15, 2019, from Mike Buda, Executive Director, Mayors' Council Secretariat, titled "Item 2 (On-Table) – Public Delegates".*

Sean Hunyadi was not present to provide his comments.

Gwyer Webber would like to see the Lower Mainland Rail Rapid Transit implemented in the Regional Growth Strategy (RTS). He reviewed systems in other jurisdictions and compared travel times between Light Rapid Transit (LRT) and SkyTrain. Mr. Webber claimed SkyTrain will provide better travel times, suggested LRT would have a negative effect on travel times, and proposed that the Canada Line be extended to Langley. A northern terminus would be less expensive and extending the Expo Line along the Fraser Highway would keep growth to within that area rather than spreading through Langley. He suggested extending the Millennium Line east to the Tri Cities and west to connect to the University of British Columbia (UBC). Although extending the Expo Line to Lonsdale Quay may not be feasible, he provided other possibilities and considered London, England as a good example of an expanding transit system.

Roderick Louis expressed concerns with the Broadway Subway project and encouraged the Mayors' Council to consider long-term damage, economic development, and the neglect of the South Fraser area. He suggested that due diligence had not been done for building an above-ground option. The Phase 1 report of the UBC Rapid Transit estimated a cost of \$4.8 billion. This, combined with the \$2.9 billion to build a subway from Commercial Broadway to Arbutus is a significant amount. He suggested postponing a decision on this project to allow time to analyse the building of a SkyTrain from Commercial Broadway to UBC. He requested a copy of the Phase 1 report of the UBC Rapid Transit project and asked for public consultation before moving forward.

Dr. Kia and Mr. Essa proposed that a SkyBus system, not developed by Bombardier, would be the best solution for the Broadway Corridor as it would be 50% less expensive. SkyBus trains can travel from Abbotsford to downtown Vancouver in 35 minutes, do not require a driver and many cities around the world are using them. Unlike Bombardier, this system is earthquake approved and the cable wire used has been proven in the Europe.

Mayor Richard Steward arrived at the meeting.

**It was MOVED and SECONDED**

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

**CARRIED**

**3. REPORT OF THE REGIONAL TRANSPORTATION PLANNING COMMITTEE**  
**3.1 Rail to UBC**

*The following items were included in the agenda package:*

- *Presentation slides "Rail to UBC Briefing"*
- *Report titled "Technical Annex to the Rail to UBC Report".*

Geoff Cross, Vice President, Transportation Planning and Policy, TransLink, referenced the included briefing deck and technical assessment noting the latter provided options for connecting rail rapid transit (RRT) along the Broadway Corridor to UBC. Transit options that include LRT, RRT and SkyTrain, would allow the region to meet forecasted ridership estimates. Incorporating input and feedback from the Mayors' Council and TransLink Board, the goal is to advance this project to Phase 2.

Presentation highlights included: potential Rail to UBC transit solutions; evaluation of long-term overall system capacities; LRT network concepts; preliminary cost estimates; and multi-phase alternative analysis process, timelines and approach.

Discussion ensued on:

- Project cost estimates, which are 2018 figures, and could increase by 25%
- Jericho land review and UBC campus development could influence system alignment and demands
- Federal and Provincial funding has been secured for both the Surrey Langley SkyTrain and the South of the Fraser LRT; however, additional funding is needed
- Potential partners for the Rail to UBC project include UBC and the Squamish First Nation
- Vancouver's need for evidence-based rationale for the project development in a cost-effective manner
- Considering the RTS and the Federal election strategy in identifying regional priorities, opportunities and funding sources
- Governments are keen to fund transit systems that support the largest ridership figures
- This project does not address regional congestion reduction
- Rationale for expanding the transit system on the Broadway Corridor
- Phase 2 of the project will consider the impacts of an elevated train system and will include a SkyTrain Noise Mitigation Study
- Both proprietary and non-proprietary technology will be evaluated
- Focusing on longer and more frequent train lines rather than speed of train
- The lifestyle impacts of communities with no transit at all should be considered
- Transit projects should be looked at regionally and not in isolation
- The Regional Growth Strategy (RGS) drives investment to larger city centres and the increased

- land value forces workers to commute
- Opportunities for diversification in employment uses in town centres
- Priority should be given to reducing the number of cars on the road
- The cost benefits of LRT should be considered over the more expensive SkyTrain service
- The Mayors' 10-Year Vision affects the ability for municipalities to meet their Metro 2040 commitments.

**It was MOVED and SECONDED**

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

**CARRIED**

**3.2 Massey Crossing Review**

*Report dated December 11, 2018 from Geoff Cross, Vice-President Transportation Planning and Policy, titled "George Massey Crossing Review".*

Mr. Cross referenced the distributed report. Upon completion of an independent review of the George Massey Tunnel Replacement Project, the review team requested input from TransLink, Metro Vancouver, and affected municipalities regarding:

- Potential regional objectives that may impact project design and delivery
- Providing a technical perspective
- Effects on community livability and cost.

The independent review identified three key draft design considerations, each of which will eliminate congestion in the crossing or corridor and have lanes that do not touch the river nor impact the Agricultural Land Reserve (ALR). A six-lane crossing would meet demands but a regional conversation should be had on tolling and mobility pricing. The goal is to have a completed business case by end of 2020 with consensus on a preferred solution.

**It was MOVED and SECONDED**

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

**CARRIED**

Chief Bryce Williams arrived at the meeting.

**4. REPORT OF THE CEO**

*Presentation dated January 24, 2019 and titled "TransLink Management Report".*

Kevin Desmond, Chief Executive Officer, TransLink, referenced the presentation and reported on:

- B-Line updates at Lougheed Highway, Marine/Main and 41<sup>st</sup> Avenue and improvements to bus priority measures
- West Vancouver Council's decision pending the proposed B-Line route from Phibbs Exchange to Dundarave
- The near completion of upgrades to the Commercial/Broadway and Surrey Central SkyTrain stations, part of a seven-station upgrade project

- TransLink partnering with Evo Car Share, Modo and Mobi bike service, through an Open Innovation Call; its focus is on evolving transit systems and easy multimodal travel.

Addition of B-Line bus routes in South Surrey and White Rock after completion of Phase 2 in 2021. The Mayors' Council praised the work of TransLink staff in assisting municipalities with their community visions and goals.

**It was MOVED and SECONDED**

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

**CARRIED**

**5. REPORT OF THE EXECUTIVE DIRECTORS**

**5.1 2019 Mayors' Council Budget**

*Report dated January 17, 2019, from Mike Buda, Executive Director, Mayors' Council Secretariat, titled "Item 5.1 – 2019 Mayors' Council Budget".*

Mike Buda, Executive Director, Mayors' Council Secretariat, referenced the report provided in the agenda package and advised that the maximum budget envelope can be used at the Mayors' Council's discretion. The increase in the 2019 budgeted expenses is due to the additional committee and sub-committee meetings. Mr. Buda proposed the creation of a coordinators position to assist the Mayors' Council Secretariat with its expanded workload.

In response to a request for an official consultation process for meetings with local First Nations, Mr. Buda informed that TransLink had hired a dedicated resource with the appropriate expertise to assist with development of this process.

**It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation:

1. Allocate \$611,295 towards projected expenditures, out of an estimated total 2019 budget envelope of \$1.181 million, leaving \$569,705 unallocated until or unless otherwise directed;
2. Direct the Chair and Vice-Chair to oversee the 2019 Mayors' Council budget, and report back on plans and results as needed to the Finance and Governance Committee, and the Mayors' Council;
3. Determines that all costs and expenses approved by the Mayors' Council Executive Director, Chair or Vice-Chair are necessary for the Mayors' Council on Regional Transportation to perform its duties under the *South Coast British Columbia Transportation Authority Act*; and,
4. Receive this report.

**CARRIED**

**6. ADJOURN TO CLOSED MEETING**

**It was MOVED and SECONDED**

That the Mayors' Council on Regional Transportation Public Meeting held January 24, 2019 adjourned to in-camera.

**CARRIED**  
(11:09 a.m.)

Certified Correct:

\_\_\_\_\_  
Mayor Jonathan X. Coté, Chair

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

**TO:** Mayors' Council on Regional Transportation  
**FROM:** Mike Buda, Executive Director, Mayors' Council Secretariat  
**DATE:** February 2, 2019  
**SUBJECT:** **ITEM 2 – Public Delegates**

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**RECOMMENDATION:**

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

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**PURPOSE:**

To introduce the objectives and process for hearing from 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 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](mailto: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 and the subjects they indicated they will speak on, as well as any written submissions, 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 five minutes to address the Mayors' Council. As a general rule, there are no questions or discussion between Council and delegates.



**TO:** Mayors' Council on Regional Transportation

**FROM:** Mike Buda, Executive Director, Mayors' Council Secretariat  
Geoff Cross, Vice President, Transportation Planning and Policy

**DATE:** February 2, 2019

**SUBJECT:** **ITEM 3.1 – Committee Terms of Reference and Work Plan**

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**RECOMMENDATIONS:**

The Mayors' Council Finance and Governance Committee recommends that the Mayors' Council:

1. Approve the Mayors' Council Finance and Governance Committee Terms of Reference and Work Plan;
  2. Approve the Joint Finance and Governance Committee Terms of Reference and Work Plan;
  3. Receive this report.
- 

**PURPOSE:**

To provide a Terms of Reference and Work Plan for the Mayors' Council and Joint Committees for consideration by the Mayors' Council.

**BACKGROUND:**

At its December 13, 2018 meeting, the Mayors' Council approved the creation of three committees. The Mayors' Council also committed that these committees meet jointly with the Board of Directors as needed, to facilitate joint consideration of responsibilities that are shared between the two bodies.

The Mayors' Council Committee requires a Terms of Reference and Work Plan to guide its procedures and activities. When the Board and Mayors' Council meets as a joint committee, a Joint Terms of Reference is also needed to provide guidance to the co-Chairs to facilitate these joint meetings. The Terms of Reference and Workplans are necessarily very similar, but both bodies need independent authority on how to operate.

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**ATTACHMENTS**

- #1 Terms of Reference and Work Plan for Mayors' Council Committee
  - #2 Terms of Reference and Work Plan for Joint Committee
-

Mayors' Council Finance and Governance Committee**TERMS OF REFERENCE AND WORK PLAN****Purpose**

The primary responsibilities of the Finance and Governance Committee are to assist the Mayors' Council to:

- the development of new 10 Year Investment Plans, including the development of funding strategies and intergovernmental and public relations strategies
- monitoring the progress and risks in the implementation of the existing 10 year Investment Plan
- Monitor the Transit Fare Policy implementation (including youth and low-income fare subsidies), and Goods Movement Strategy
- review TransLink enabling legislation/governance, and make recommendations for amendments, as appropriate, to the Province of B.C.
- review the Executive Compensation Plan and Board Remuneration and make recommendations for amendments, as appropriate, to the Mayors' Council
- recommendations to the Mayors' Council regarding Screening Panel appointments, Board appointments, and Board remuneration
- recommendations regarding Executive Director performance
- Mayors' Council budget
- other statutory responsibilities, including proposed changes to the customer satisfaction and complaints process, and the fare infraction bylaw, as well as the review of intended sales of major facilities or major assets under section 226 of the *South Coast British Columbia Transportation Authority Act*.

**Composition and Membership**

Committee members are appointed by the Mayors' Council. Other Mayors' Council members may attend as observers to participate in the debate but will not be eligible to vote or receive remuneration.

**Committee Chair and Vice-Chair**

The Committee Chair and Vice Chair are appointed by the Mayors' Council. The Chair and Vice-Chair will be responsible for convening and co-chairing all Committee meetings and reporting activities and recommendations to the Mayors' Council. The Chair and Vice-Chair may invite representation from other agencies or stakeholders to participate on the Joint Committee, as appropriate. The Chair and Vice-Chair, with staff advice, will determine the agenda for each meeting.

**Governance and Authority**

The Committee will provide advice and recommendations to the Mayors' Council for action. The Committee has no authority to direct management or to commit TransLink or the Mayors' Council.

**Quorum and Voting**

Quorum shall be a majority of committee members. Committees are advisory in nature, and in general it

is expected that most decisions are based on consensus. In the event of a call for a recorded vote, resolutions will be carried if passed by a majority of all members present.

### **Frequency of Meetings**

Committee meetings are scheduled monthly but may be cancelled or changed as determined by the Chair and Vice Chair with reasonable notice.

### **Resources**

The Mayors' Council Secretariat will provide staff support and other required resources, with assistance from TransLink if requested and when available, to the Committee when it is working on issues defined in the Mayors' Council's 2019 Work Plan or as directed by the Mayors' Council. The Executive Director will ensure that accurate minutes of each Committee meeting are prepared and provided to each Committee member in a timely fashion.

The Committee may also request support from a group of senior TransLink and local government staff who sit on the Regional Transportation Advisory Committee (RTAC), and other key partners and stakeholders.

### **Proposed 2019 Work Plan**

Major committee work plan items for 2019 are expected to be, but are not limited to:

1. Investment Plan Development
  - a. Timing, scope and regional revenues
  - b. Partner funding, including:
    - Regional priority-setting for Green Infrastructure Fund (i.e. Low-carbon Fleet Strategy (LCFS), Burnaby Mountain Gondola)
    - Federal Election Strategy
    - Changes to Surrey rapid transit strategy
  - c. Real Estate Development / Land-value Capture
2. Phase One and Two Implementation (i.e. Rapid Bus, Expo-Millennium Line Upgrade Project (EMUP), SkyTrain operations and maintenance centre (OMC))
3. Review of TransLink enabling legislation/governance
4. Oversee Transit Fare Policy implementation (including youth and low-income fare subsidies) and the Goods Movement Strategy
5. Other statutory responsibilities:
  - Executive Compensation Plan
  - Screening Panel appointment (not for Joint Committee)
  - Board Remuneration review (not for Joint Committee)
  - Board nominations
  - Executive Director performance and Mayors' Council budget (not for Joint Committee)
  - Other issues: Customer satisfaction/ complaints process; Fare infraction bylaw amendments; Sale of major assets – oversight

Agenda items that relate to areas of joint responsibility of the Board and Mayors' Council will be considered at Joint Committee meetings.

Joint Finance and Governance Committee**TERMS OF REFERENCE AND WORK PLAN****Overview**

The TransLink Board and the Mayors' Council have both approved joint committee participation by their respective members. TransLink's enabling legislation does not provide a formal mechanism for joint decision-making, therefore joint committee meetings will be legally constituted as separate meetings of the respective TransLink Board and Mayors' Council Committees, governed by their respective rules of procedure. However, for the purposes of providing guidance to the Board and Mayors' Council Committee Co-Chairs in facilitating joint meeting ("Joint Committees"), the following Joint Terms of Reference and Work Plan will be used (subject to the respective bodies' established rules of procedure).

**Purpose**

The primary responsibilities of the Joint Finance and Governance Committee are to facilitate improved coordination between the Board and Mayors' Council by assisting both bodies to:

- the development of new 10 Year Investment Plans, including the development of funding strategies and intergovernmental and public relations strategies
- monitoring the progress and risks in the implementation of the existing 10 Year Investment Plan
- review TransLink enabling legislation/governance, and make recommendations for amendments, as appropriate, to the Province of B.C.
- review the Executive Compensation Plan and make recommendations for amendments, as appropriate, to the Board and Mayors' Council
- other statutory responsibilities, including proposed changes to the customer satisfaction and complains process, and the fare infraction bylaw, as well as the review of intended sales of major facilities or major assets under section 226 of the *South Coast British Columbia Transportation Authority Act*.

**Governance and Authority**

The Joint Committee will provide advice and recommendations to the TransLink Board of Directors and Mayors' Council for action. The Joint Committee has no authority to direct management or to commit TransLink or the Mayors' Council.

**Composition and Membership**

The Joint Committee's membership includes representation from the TransLink Board of Directors and Mayors' Council on Regional Transportation. Committee members will be appointed by the Mayors' Council and TransLink Board of Directors.

**Joint Committee Co-Chairs**

The Joint Committee will be Co-Chaired by one member from the TransLink Board of Directors and one member from the Mayors' Council on Regional Transportation. The Co-Chairs will be responsible for convening and chairing all Committee meetings and reporting activities and recommendations to their respective decision-making bodies (i.e. Mayors' Council and TransLink Board). The Co-Chairs may invite

representation from other agencies or stakeholders to participate on the Joint Committee, as appropriate. The Co-Chairs, with staff advice, will determine the agenda for each meeting.

### **Quorum and Voting**

Quorum shall be a majority of the Mayors' Council appointees plus a majority of the TransLink Board appointees. Committees are advisory in nature, and in general it is expected that most decisions are based on consensus, without the need for a formal recorded vote. In the event of a call for a recorded vote, resolutions will be carried if passed by a majority of the Mayors' Council appointees present plus a majority of the TransLink Board appointees present.

### **Frequency of Meetings**

Committee meetings will be convened on an as needed basis, as determined by the Co-Chairs.

### **Resources**

TransLink and the Mayors' Council will provide staff support and other required resources to the Joint Committee when it is working on issues noted under the Committee's Purpose or as directed by the Mayors' Council and the TransLink Board. The Corporate Secretary and the Executive Director will ensure that accurate minutes of each Joint Committee meeting are prepared and provided to each Committee member in a timely fashion.

The Joint Committee will be also supported by a group of senior TransLink and local government staff who sit on the Regional Transportation Advisory Committee (RTAC), and other key partners and stakeholders. This staff working group is chaired by TransLink staff and is available to undertake tasks and activities as directed by the Committee.

### **Proposed 2019 Work Plan**

Major joint committee work plan items for 2019 are expected to be, but are not limited to:

1. Investment Plan Development
  - a. Timing, scope and regional revenues
  - a. Partner funding, including:
    - Regional priority-setting for Green Infrastructure Fund (i.e. Low-carbon Fleet Strategy (LCFS), Burnaby Mountain Gondola)
    - Federal Election Strategy
    - Changes to Surrey rapid transit strategy
  - b. Real Estate Development / Land-value Capture
2. Phase One and Two Implementation (i.e. Rapid Bus, EMUP, OMC)
3. Review of TransLink enabling legislation/governance
4. Other statutory responsibilities:
  - Executive Compensation Plan
  - Board nominations
  - Other issues: Customer satisfaction/ complaints process; Fare infraction bylaw amendments; Sale of major assets – oversight

**TO:** Mayors' Council on Regional Transportation

**FROM:** Geoff Cross, Vice President, Transportation Planning and Policy

**DATE:** February 7, 2019

**SUBJECT:** **ITEM 3.2 – 10-Year Vision Implementation Update**

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**RECOMMENDATION:**

That the Mayors' Council on Regional Transportation:

1. Request staff to accelerate planning of some Phase Three improvements for the next Investment Plan;
  2. Receive this report.
- 

**PURPOSE:**

To provide an update on initiatives underway to implement the first phases of the 10-Year Vision and discuss options for developing the Phase Three Investment Plan. This report identifies the need and opportunity to accelerate planned future investments.

**BACKGROUND:**

Developed and approved in 2014, the 10-Year Vision for Metro Vancouver Transit and Transportation (the 10-Year Vision) is a region-wide, multi-modal plan for expansion to support our 30-year Regional Transportation Strategy and Regional Growth Strategy. The Vision reflects agreement by 23 local governments across Metro Vancouver.

The 10-Year Vision outlined major investments in new bus, rapid transit, West Coast Express, Sea Bus service, and roads, walking and cycling infrastructure. The Mayors' Council designed the 10-Year Vision to help the region recover from 8 years of no investment and declining transit service hours per capita as well as to add new and improved service region-wide to meet future ridership projections and advance the regional goal of reducing automobile dependency.

**DISCUSSION:**

**Implementation of the Vision is funded through investment plans**

The 10-Year Vision is being rolled out in three phases through a series of Investment Plans. Each Investment Plan includes contributions from the federal government and provincial government for capital projects along with regional revenues required to fund operating investments.

The Phase One Plan funded approximately \$2 billion in expanded transit services, transit infrastructure and improvements for roads, cycling, and walking, beginning in 2017. The Phase Two Plan was approved in June 2018. It funds an estimated \$7.3 billion of transportation improvements, including two new rapid

transit projects. These two plans represent the largest investments in transit service improvement and expansion in the province's history.

### **Vision implementation has been underway since early 2017**

The Phase One Plan was approved in November 2016 and improvements were implemented across the region starting the following January. In early 2017, SeaBus sailings were increased to every 15 minutes. For the remainder of 2017, bus service increased by 4%, with improvements to over 60 different routes, and service to new areas such as Silver Valley, Clayton Heights, and Morgan Creek. Planning began for the new 41st Avenue, Fraser Highway, Lougheed Highway, and Marine Drive B-Lines. Available trips on HandyDART increased by 8% in 2017 and capacity was increased on both the Expo-Millennium and Canada Lines to reduce overcrowding at the peak.

In 2018, TransLink continued to make improvements to over 20 bus routes as part of Phase One service improvements and initiated procurement for the 56 Expo-Millennium Line cars and 24 Canada Line cars funded under Phase One. By the end of this year the MRN will be expanded by 237 lane-kms and TransLink will have funded nearly \$75 million to municipalities in 2017 and 2018 to fund roads, cycling, and walking projects - all made possible by the Phase One Investment Plan.

### **Despite investment, many parts of the network are overcrowded**

While TransLink is on pace to deliver the Vision, the recent growth in ridership has shown that the Vision may not increase service enough to satisfy demand. For example, service was increased by six per cent between 2016 and 2018, while ridership increased by 15 per cent over the same period.

This ridership boom has resulted in overcrowding throughout the system, and a challenge for TransLink to keep up with demand. The Phase Three Investment Plan will complete the Vision with further expansion of bus and rail services, but given chronic overcrowding on the system today, it may not be enough to satisfy the growing demand.

### **TransLink will need a new investment plan to initiate construction on the Surrey-Langley SkyTrain**

In December 2018, the Mayors' Council directed TransLink staff to proceed immediately with planning and project development work for a SkyTrain on Fraser Highway project. This project development work is estimated to take a minimum of 15 months. Following its completion, should the Mayors' Council decide to approve funding and initiate construction on the Surrey-Langley SkyTrain, TransLink will need a new investment plan to enable delivery of this project.

### **Recommend delivering the remaining Vision projects in two parts**

Management recommends delivering the remainder of the Vision improvements in two parts, and on an accelerated basis. Early work on the next investment plan, including identifying near-term needs and funding options, would be accelerated to occur in parallel to the Surrey-Langley SkyTrain project development work. These improvements would address immediate needs, for approval in an accelerated Investment Plan in mid-2020.

This approach would give more time for the Mayors' Council to confirm a sustainable long-term funding solution through the Regional Transportation Strategy process, which could be implemented to complete remaining Vision projects. This follow up investment plan would be prepared for approval in 2023, with improvements starting as early as 2024.

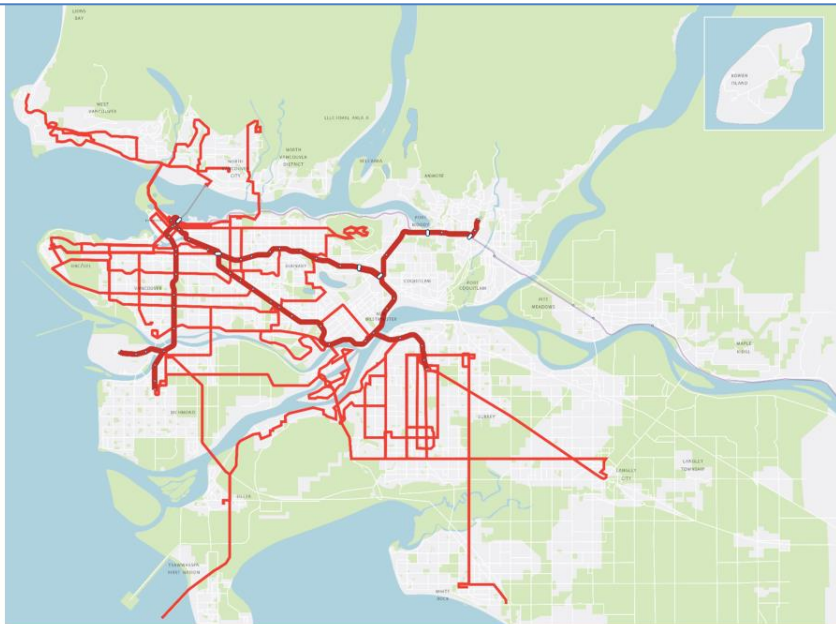
### **ATTACHED BELOW: Staff presentation slides**

### 3.2 10-Year Vision Implementation Update

ENTIRE 10 YEAR VISION		APPROVED/UNDERWAY FUNDED		REMAINING INVESTMENTS UNFUNDED
		Phase One	Phase Two	Phase Three
BUS SERVICE	<ul style="list-style-type: none"> <li>25% increase</li> <li>12 B-Lines</li> <li>10 new service areas</li> </ul>	<ul style="list-style-type: none"> <li>10% increase</li> <li>5 new B-Lines</li> <li>5 new service areas</li> </ul>	<ul style="list-style-type: none"> <li>8% increase</li> <li>2 new B-Lines</li> <li>3 new service areas + 4 additional service areas</li> </ul>	<ul style="list-style-type: none"> <li>7% increase</li> <li>5 new B-Lines</li> <li>2 new service areas</li> </ul>
SEABUS SERVICE	<ul style="list-style-type: none"> <li>1 new Seabus</li> <li>10-minute peak frequency; 15-minute all day</li> </ul>	<ul style="list-style-type: none"> <li>1 new Seabus</li> <li>10 minute peak frequency; 15-minute all day</li> </ul>		
HANDYDART SERVICE	<ul style="list-style-type: none"> <li>30% increase</li> </ul>	<ul style="list-style-type: none"> <li>15% increase</li> </ul>	<ul style="list-style-type: none"> <li>7% increase</li> </ul>	<ul style="list-style-type: none"> <li>8% increase</li> </ul>
SKYTRAIN & WEST COAST EXPRESS (WCE)	<ul style="list-style-type: none"> <li>164 Expo/Millennium Line cars</li> <li>24 Canada Line cars</li> <li>10 WCE cars + locomotives</li> <li>Upgrades of power and control systems, stations</li> </ul>	<ul style="list-style-type: none"> <li>56 Expo/Millennium Line cars</li> <li>24 Canada Line cars</li> <li>2 new + 6 refurbished WCE locomotives</li> <li>Upgrades to Expo/Millennium &amp; Canada Line Stations and stations</li> </ul>	<ul style="list-style-type: none"> <li>108 Expo/Millennium Line cars (including Broadway Extension)</li> <li>Upgrades to Expo/Millennium Stations and systems</li> </ul>	<ul style="list-style-type: none"> <li>Upgrades to Expo/Millennium &amp; Canada Line Stations</li> <li>10 WCE cars</li> <li>Upgrades to Canada Line Stations and systems</li> </ul>
MAJOR PROJECTS	<ul style="list-style-type: none"> <li>Millennium Line Broadway Extension</li> <li>South of Fraser Rapid Transit (SOFRT)</li> <li>Pattullo Bridge Replacement</li> </ul>	<ul style="list-style-type: none"> <li>Pre-construction of Broadway Extension</li> <li>Pre-construction of Stage 1 of SOFRT (Surrey-Newton-Guildford LRT)</li> <li>Design for Pattullo Bridge replacement</li> </ul>	<ul style="list-style-type: none"> <li>Construction of Broadway Extension</li> <li>Construction of Stage 1 of SOFRT (Surrey-Newton-Guildford LRT)</li> <li>Construction of Pattullo Bridge replacement (by the province)</li> <li>Planning for Stage 2 of SOFRT (Surrey-Langley Line)</li> <li>Planning for rapid transit to UBC Point Grey campus</li> <li>Planning for a potential gondola to SFU Burnaby campus</li> </ul>	<ul style="list-style-type: none"> <li>Construction of Stage 2 of SOFRT (Surrey-Langley Line)</li> </ul>
MAJOR ROADS NETWORK (MRN)	<ul style="list-style-type: none"> <li>MRN upgrades: \$200M</li> <li>MRN seismic: \$130M</li> <li>MRN expansion: 1% annual increase + one-time 10% increase</li> </ul>	<ul style="list-style-type: none"> <li>\$50M (25% of Vision)</li> <li>\$32.5M (25% of Vision)</li> <li>MRN expansion: 1% annual increase + one-time 10% increase</li> </ul>	<ul style="list-style-type: none"> <li>\$40M (20% of Vision)</li> <li>\$26M (20% of Vision)</li> </ul>	<ul style="list-style-type: none"> <li>\$110M (55% of Vision)</li> <li>\$71.5M (55% of Vision)</li> </ul>
WALKING & CYCLING	<ul style="list-style-type: none"> <li>Regional Cycling: \$97M</li> <li>Translink-owned Cycling: \$34M</li> <li>Walking Access to Transit: \$35M</li> </ul>	<ul style="list-style-type: none"> <li>\$30M (31% of Vision)</li> <li>\$12M (35% of Vision)</li> <li>\$12.5M (36% of Vision)</li> </ul>	<ul style="list-style-type: none"> <li>\$24M (25% of Vision)</li> <li>\$9M (27% of Vision)</li> <li>\$10M (29% of Vision)</li> </ul>	<ul style="list-style-type: none"> <li>\$43M (44% of Vision)</li> <li>\$13M (38% of Vision)</li> <li>\$12.5M (36% of Vision)</li> </ul>
TRANSIT EXCHANGES	<ul style="list-style-type: none"> <li>13 new or expanded transit exchanges</li> </ul>	<ul style="list-style-type: none"> <li>4 updated transit exchanges</li> </ul>		<ul style="list-style-type: none"> <li>9 upgraded transit exchanges</li> </ul>
MOBILITY INNOVATION	<ul style="list-style-type: none"> <li>Integrated travel planning and payment</li> <li>New technologies and services</li> </ul>	<ul style="list-style-type: none"> <li>Vanpool pilot</li> <li>Innovation Lab to explore mobility concepts</li> </ul>	<ul style="list-style-type: none"> <li>Pilot, field test, and scale flexible, shared-use services</li> </ul>	

**Dramatic ridership increases are outpacing investment – there is chronic overcrowding throughout the system**

Note: Service has increased by 6% between 2016 and 2018, but ridership has increased by 15%



**T** Together all the way

**TRANS LINK**



**TO:** Mayors' Council on Regional Transportation  
**FROM:** Geoff Cross, VP, Transportation Planning and Policy  
**DATE:** February 7, 2019  
**SUBJECT:** **ITEM 3.3 – Green Infrastructure Fund**

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**RECOMMENDATION:**

That the Mayors' Council on Regional Transportation:

1. Ask staff to submit a CleanBC Communities Fund application to secure federal and provincial funding for electric vehicle charging infrastructure as outlined in the Low Carbon Fleet Strategy;
  2. Receive this report.
- 

**PURPOSE:**

The purpose of this report is to provide the Mayors' Council with information on the CleanBC Communities Fund and to seek direction to submit the Low Carbon Fleet Strategy as the region's priority for application to this fund.

**BACKGROUND:**

The Government of Canada invested approximately \$9.2 billion in the Green Infrastructure Fund (GIF) as part of the Investing in Canada Infrastructure Program announced in the 2016 federal budget. Of this amount, \$930 million is allocated to the British Columbia under the Integrated Bilateral Agreement signed in 2018. The Green Infrastructure Fund has three sub-streams: 1) Climate Change Mitigation, 2) Adaptation, Resilience and Disaster Mitigation 3) Environmental Quality.

Federal and provincial funding for the Climate Change Mitigation sub-stream is being administered through the CleanBC Communities Fund. The program is making \$62.94 million available in 2019, out of \$490 million allocated to B.C. under this stream. The federal/provincial fund covers up to 73.33% of eligible project costs. The balance of project costs would be paid by the region.

The Mayors' Council has directed staff to investigate the Green Infrastructure Fund as a potential funding source for either or both the Low Carbon Fleet Strategy (LCFS) and the Burnaby Mountain Gondola from the 10-Year Vision.

**DISCUSSION:**

Projects eligible for CleanBC Communities funding must support tangible capital assets for public use or benefit. Projects will be scored based on how meeting desired outcomes of the program. All eligible projects must be consistent with a land-use or transportation development plan or strategy, as well as the approved plans of regional bodies. Rolling stock (i.e. vehicles) is not eligible.

The initial intake of applications is due March 27. A total of \$62.94 million is available for projects across the province, with a suggested phasing for projects over \$6.29 million.

### **Low Carbon Fleet Strategy**

Consistent with previous direction of the Mayors' Council, the joint Finance and Governance Committee considered both the LCFS and the Burnaby Mountain Gondola as potential projects for this initial round of funding. Staff recommend, and the Committee concurred, that the 2019 application support capital infrastructure to implement the LCFS, for the following reasons:

- The LCFS was approved by the Mayors' Council, with funding allocated through the Phase Two Investment Plan to finalize the strategy, but no funding yet available to implement;
- In fall 2018 the Mayors and Board adopted a policy for TransLink to reduce carbon emissions by 80% by 2050;
- To fully implement the LCFS, TransLink will need substantial capital support for charging infrastructure and new rolling stock;
- The infrastructure needs identified in the LCFS are scalable, making it a good fit to phase over multiple years for the CleanBC Communities Fund; and
- The Burnaby Mountain Gondola is in an earlier planning stage and needs further development and public consultation before it can be considered by the Mayors' Council for funding and approval.

The joint Finance and Governance Committee directed TransLink staff to draft a funding application for electric vehicle charging infrastructure.

### **NEXT STEPS:**

Staff will draft a CleanBC Communities Fund application for review and feedback at the March 7 Joint Finance Committee. Submissions must be received by the Province by March 27, 2019.

**TO:** Mayors' Council on Regional Transportation

**FROM:** Mike Buda, Executive Director, Mayors' Council Secretariat  
Geoff Cross, Vice President, Transportation Planning and Policy

**DATE:** February 2, 2019

**SUBJECT:** **ITEM 4.1 – Committee Terms of Reference and Work Plan**

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**RECOMMENDATIONS:**

The Mayors' Council Regional Transportation Planning Committee recommends that the Mayors' Council:

1. Approve the Mayors' Council Regional Transportation Planning Committee Terms of Reference and Work Plan;
  2. Approve the Joint Regional Transportation Planning Committee Terms of Reference and Work Plan;
  3. Receive this report.
- 

**PURPOSE:**

To provide a Terms of Reference and Work Plan for the Mayors' Council and Joint Committees for consideration by the Mayors' Council.

**BACKGROUND:**

At its December 13, 2018 meeting, the Mayors' Council approved the creation of three committees. The Mayors' Council also committed that these committees meet jointly with the Board of Directors as needed, to facilitate joint consideration of responsibilities that are shared between the two bodies.

The Mayors' Council Committee requires a Terms of Reference and Work Plan to guide its procedures and activities. When the Board and Mayors' Council meets as a joint committee, a Joint Terms of Reference is also needed to provide guidance to the co-Chairs to facilitate these joint meetings. The Terms of Reference and Workplans are necessarily very similar, but both bodies need independent authority on how to operate.

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**ATTACHMENTS**

- #1 Terms of Reference and Work Plan for Mayors' Council Committee
  - #2 Terms of Reference and Work Plan for Joint Committee
-

Mayors' Council Regional Transportation Planning Committee**TERMS OF REFERENCE AND WORK PLAN****Purpose**

The primary responsibilities of the Regional Transportation Planning Committee are to assist the Mayors' Council to:

- Oversee major project studies as planning inputs to future investment plans
- Oversee service planning for the next Investment Plans
- Undertake a Strategic Network Review as input to the Regional Transportation Strategy

**Composition and Membership**

Committee members are appointed by the Mayors' Council. Other Mayors' Council members may attend as observers to participate in the debate but will not be eligible to vote or receive remuneration.

**Committee Chair and Vice-Chair**

The Committee Chair and Vice Chair are appointed by the Mayors' Council. The Chair and Vice-Chair will be responsible for convening and co-chairing all Committee meetings, and reporting activities and recommendations to the Mayors' Council. The Chair and Vice-Chair may invite representation from other agencies or stakeholders to participate on the Joint Committee, as appropriate. The Chair and Vice-Chair, with staff advice, will determine the agenda for each meeting.

**Governance and Authority**

The Committee will provide advice and recommendations to the Mayors' Council for action. The Committee has no authority to direct management or to commit TransLink or the Mayors' Council.

**Quorum and Voting**

Quorum shall be a majority of committee members. Committees are advisory in nature, and in general it is expected that most decisions are based on consensus. In the event of a call for a recorded vote, resolutions will be carried if passed by a majority of all members present.

**Frequency of Meetings**

Committee meetings are scheduled monthly but may be cancelled or changed as determined by the Chair and Vice Chair with reasonable notice.

**Resources**

The Mayors' Council Secretariat will provide staff support and other required resources, with assistance from TransLink if requested and when available, to the Committee when it is working on issues defined in the Mayors' Council's 2019 Work Plan or as directed by the Mayors' Council. The Executive Director will ensure that accurate minutes of each Committee meeting are prepared and provided to each Committee member in a timely fashion.

The Committee may also request support from a group of senior TransLink and local government staff who sit on the Regional Transportation Advisory Committee (RTAC), and other key partners and stakeholders.

### **Proposed 2019 Work Plan**

Major committee work plan items for 2019 are expected to be, but are not limited to:

1. Major project studies:
  - Fraser Highway SkyTrain Project and South of Fraser Rapid Transit Strategy
  - Rail to UBC corridor plan
  - Burnaby Mountain Gondola business case
2. TransLink input to Massey Crossing technical review
3. Service planning for upcoming Investment Plan (service and infrastructure)
4. Strategic Network Review (input to RTS)

Joint Regional Transportation Planning Committee**TERMS OF REFERENCE AND WORK PLAN****Overview**

The TransLink Board and the Mayors' Council have both approved joint committee participation by their respective members. TransLink's enabling legislation does not provide a formal mechanism for joint decision-making, therefore joint committee meetings will be legally constituted as separate meetings of the respective TransLink Board and Mayors' Council Committees, governed by their respective rules of procedure. However, for the purposes of providing guidance to the Board and Mayors' Council Committee Co-Chairs in facilitating joint meeting ("Joint Committees"), the following Joint Terms of Reference and Work Plan will be used (subject to the respective bodies' established rules of procedure).

**Purpose**

The primary responsibilities of the Joint Regional Transportation Planning Committee are to facilitate improved coordination between the Board and Mayors' Council by assisting both bodies to:

- Oversee major project studies as planning inputs to future investment plans
- Oversee service planning for the next Investment Plans
- Understand a Strategic Network Review as input to the Regional Transportation Strategy

**Governance and Authority**

The Joint Committee will provide advice and recommendations to the TransLink Board of Directors and Mayors' Council for action. The Joint Committee has no authority to direct management or to commit TransLink or the Mayors' Council.

**Composition and Membership**

The Joint Committee's membership includes representation from the TransLink Board of Directors and Mayors' Council on Regional Transportation. Committee members will be appointed by the Mayors' Council and TransLink Board of Directors.

**Joint Committee Co-Chairs**

The Joint Committee will be Co-Chaired by one member from the TransLink Board of Directors and one member from the Mayors' Council on Regional Transportation. The Co-Chairs will be responsible for convening and chairing all Committee meetings, and reporting activities and recommendations to their respective decision-making bodies (i.e. Mayors' Council and TransLink Board). The Co-Chairs may invite representation from other agencies or stakeholders to participate on the Joint Committee, as appropriate. The Co-Chairs, with staff advice, will determine the agenda for each meeting.

**Quorum and Voting**

Quorum shall be a majority of the Mayors' Council appointees plus a majority of the TransLink Board appointees. Committees are advisory in nature, and in general it is expected that most decisions are based on consensus, without the need for a formal recorded vote. In the event of a call for a recorded

vote, resolutions will be carried if passed by a majority of the Mayors' Council appointees present plus a majority of the TransLink Board appointees present.

### **Frequency of Meetings**

Committee meetings will be convened on an as needed basis, as determined by the Co-Chairs.

### **Resources**

TransLink and the Mayors' Council will provide staff support and other required resources to the Joint Committee when it is working on issues noted under the Committee's Purpose or as directed by the Mayors' Council and the TransLink Board. The Corporate Secretary and the Executive Director will ensure that accurate minutes of each Joint Committee meeting are prepared and provided to each Committee member in a timely fashion.

The Joint Committee will be also supported by a group of senior TransLink and local government staff who sit on the Regional Transportation Advisory Committee (RTAC), and other key partners and stakeholders. This staff working group is chaired by TransLink staff and is available to undertake tasks and activities as directed by the Committee.

### **Proposed 2019 Work Plan**

Major joint committee work plan items for 2019 are expected to be, but are not limited to:

1. Major project studies:
  - Fraser Highway SkyTrain Project and South of Fraser Rapid Transit Strategy
  - Rail to UBC corridor plan
  - Burnaby Mountain Gondola business case
2. TransLink input to Massey Crossing technical review
3. Service planning for upcoming Investment Plan (service and infrastructure)
4. Strategic Network Review (input to RTS)

**TO:** Mayors' Council on Regional Transportation  
**FROM:** Geoff Cross, Vice-President Planning & Policy  
**DATE:** February 6, 2019  
**SUBJECT:** **ITEM 4.2 – Rail to UBC**

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**RECOMMENDATION:**

That the Mayors' Council:

1. Endorse a SkyTrain Millennium Line extension from Arbutus Street to UBC as the technology basis to advance to the next stage of project development for Rail to UBC, including development of alternative concept designs and preliminary business case inputs; and
  2. Receive this report.
- 

**PURPOSE:**

The purpose of this report and attached presentation slides is to provide a recommendation to commence the next stage in project development for Rail to UBC with the technology parameters of a SkyTrain extension of the Millennium Line from Arbutus Street to the UBC Point Grey campus. This report is in follow up to a report to the January 24, 2019 meeting of the Mayors' Council and was supported unanimously at the Mayors' Council Regional Transportation Planning Committee on February 6, 2019.

**BACKGROUND:**

The 99 B-Line route on the Broadway Corridor is the busiest bus route in Canada and the United States, moving 60,000 transit customers a day on articulated buses that run every 3 minutes in peak times. Even with buses running this frequently, it is also the region's most overcrowded bus route. After downtown Vancouver, UBC and Central Broadway are the most significant transit destinations in the region. By 2025, when the Millennium Line extension to Arbutus is forecast to open, it is estimated that peak ridership on the 99 B-Line between Arbutus and UBC will already be essentially at the maximum that can be handled by a bus.

In 2014, after 6 years of study, the Mayors' Council 10-year Vision recommended moving forward with the Broadway Subway Project from VCC-Clark to Arbutus:

“This Vision calls for rapid transit between Commercial Drive and the University of British Columbia. The first 10 years of the Vision targets implementing the first phase: extending the Millennium Line westward from its current terminus at VCC-Clark to Arbutus, with frequent B-Line bus connections continuing to UBC from Arbutus... During the design process for the first phase, all stakeholders will work together to conclude how and when to complete the next phase of rail to the Point Grey campus.”



Phase Two of the 10-Year Vision includes \$3 million of funding for Pre-Business Case/Design Development for rapid transit to UBC to help answer the “how and when” questions. This process lays the groundwork to establish a business case, secure funding commitments and enable policy-makers to make decisions about advancing the project to procurement readiness. To initiate the next stage in project development, TransLink has worked with partners on a technical assessment of connecting rail rapid transit to UBC to determine what, if any, technology alternatives to a further SkyTrain extension could meet the forecast long-term capacity requirements, and thus warrant additional consideration as planning advances.

#### *Input from Mayors’ Council*

Information on this project was presented at the January 24<sup>th</sup> Mayors’ Council meeting for comments and feedback (see attachment for this report). Comments generally indicated support for basing the next phase of work on an extension of SkyTrain to UBC. Questions were raised as to the relative merits of this project compared to other regional priorities and how this project would contribute to regional objectives, such as increasing transit usage and reducing congestion. A request was also made to provide more background on how the current Broadway Subway project to Arbutus was planned and funded. The attached presentation slides provide more information in response to these comments and requests.

#### **DISCUSSION:**

Ridership in 2045 for a new rapid transit line from Arbutus to UBC is projected to exceed 118,000 (over 50% of whom will be residents from outside of the City of Vancouver), which for comparison’s sake is more than the current Millennium Line corridor and less than the current Canada Line corridor. Adding additional capacity along this corridor will accommodate increased use of transit by residents from across the region trying to access this area. It is expected that 50% of riders would be from outside the City of Vancouver and UBC. This, in turn, will slow the growth of vehicle use and congestion not just on this corridor but the entire regional road network. The 2013 Regional Transit Strategy and the 10-Year Mayors’ Vision identified a rail corridor between UBC and Commercial Broadway as a regional priority with benefits that residents from every corner of the region will use. However, it is not the only important transit priority in the region, and expansion of the network in other parts of the region must proceed in tandem to meet needs, avoid gaps and address bottlenecks.

Moving ahead to the next stage in Rail to UBC project development as recommended in this report will not define the project’s prioritization against other regional projects nor timeline for construction – these issues will be considered as part of the Regional Transportation Strategy update process. This report recommends that project development proceed as outlined in the Phase Two Plan, to inform future decisions about project sequencing funding and timelines. This project will then be considered together with other unfunded regional priorities as part of the Regional Transportation Strategy update in 2020.

As reported at the January 24, 2019 Mayors’ Council meeting, staff have concluded that with the Broadway Subway project underway to Arbutus, an extension of the SkyTrain Millennium Line is the only technology option that can provide sufficient capacity to meet demand beyond 2045 to meet the longer-term transportation needs of the corridor, the region. The work also provides confidence that other, potentially lower-cost, alternatives, including one or more LRT lines, have been thoroughly explored and eliminated because of capacity limitations and deliverability challenges.

## **NEXT STEPS:**

TransLink is seeking policy direction from the Mayors' Council and TransLink Board on technology to advance into design development and pre-business case work. Funding is approved in the Phase Two Plan to complete this work. This will result in a recommendation of a preferred concept design to carry forward into the business case and procurement readiness program, which would need to be funded through a future investment plan. All decisions to advance to next stages, including business case design and project funding would be brought forward to the Mayors' Council.

Engagement with regional decision makers (including the Mayors' Council and TransLink Board), First Nations (including the MST Development Corporation), other stakeholders, and the public is anticipated to begin in early-mid 2019 as part of this next stage of work, and will initiate important discussion on issues including:

- vertical and horizontal alignment options; and
- coordination with land use planning for Broadway corridor, Jericho Lands, and UBC; and
- financial contributions and agreements from UBC, developers along the proposed corridor, the City of Vancouver, and senior governments.

It is anticipated that all background and technical work will be made available to the public through ongoing reports to the Mayors' Council. Please refer to the attached presentation for further information on the potential timeline and planning approach. The Mayors' Council and TransLink Board would provide direction at each critical decision point.

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## **ATTACHMENTS:**

- A. Staff Presentation, February 15, 2019
  - B. January 24, 2019 report to the Mayors' Council
  - C. Technical Report ([link](#))
-

# Rail to UBC

Geoff Cross, VP, Planning and Policy



## Recommendation

That the Mayors' Council:

1. Endorse a SkyTrain Millennium Line extension from Arbutus Street to UBC as the preferred technology to advance to the next stage of project development for Rail to UBC, including development of alternative concept designs and preliminary business case inputs; and
2. Receive this report.



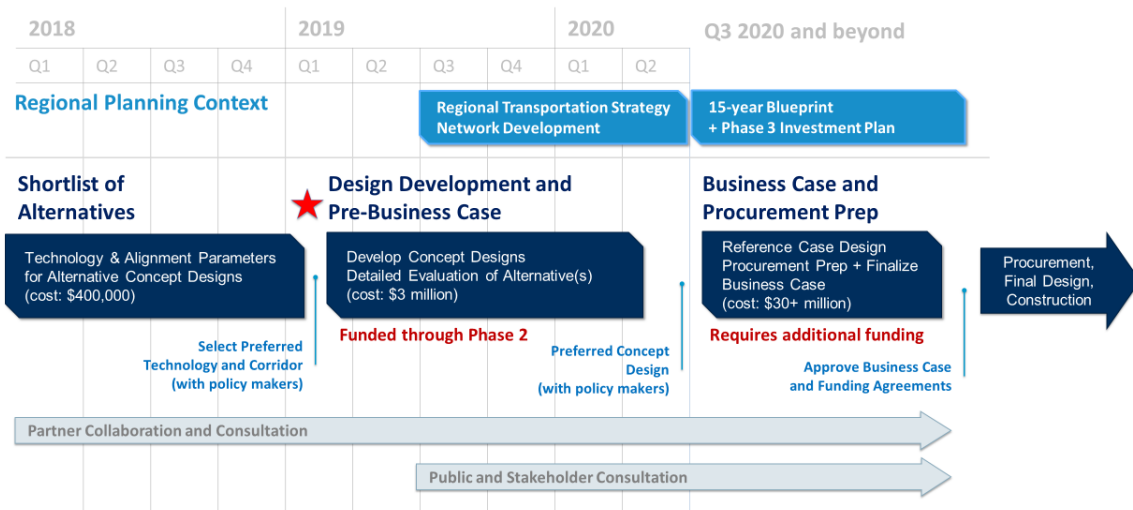
## Rail to UBC Analysis Findings

- At the corridor level, only a SkyTrain extension will provide the sufficient capacity in the long-term.
- A network alternative of two LRT corridors could also meet the forecast demand and generate additional ridership, but has limited long-term capacity and would be more expensive than SkyTrain.
- **Unless additional objectives are identified by Board and Mayors' Council or questions identified,** Management is recommending a SkyTrain extension for the next stage of design development and pre-business case work.

## Key Questions Raised by Mayors' Council on January 24, 2019

- **How does moving onto the next stage work for Rail to UBC contribute to completing the 10-year vision?**
  - The next stage of work is funded through the Phase 2 Investment Plan and fulfills the Mayors' 10-year Vision which includes studying a high capacity rail connection to UBC.
- **How does Rail to UBC perform compared to other regional priorities?**
  - The analysis has not compared Rail to UBC with other regional priorities, this will occur through the Regional Transportation Strategy update.
- **How this project would contribute to regional objectives, such as increasing transit usage and reducing congestion?**
  - Daily boardings (2045): 118,800
  - New daily transit trips (2045): 13,600
  - 50% riders from areas outside City of Vancouver
  - Decrease to regional VKT (10.92 m KM to 10.89 m KM)

# Rail to UBC Timeline and Approach



**T** Together all the way

TRANS LINK

## Rail to UBC – Next Steps

- Finalize Rail to UBC Transit Study (Feb)
  - Board and Mayors' Council to provide agreement on technology parameters to study in next stage of work
- Proceed with next stage of analysis, evaluating to select a preferred concept design, including public and stakeholder engagement (Q1 2019)

**T** Together all the way

TRANS LINK

**TO:** Mayors' Council on Regional Transportation  
**FROM:** Geoff Cross, Vice-President Transportation Planning & Policy  
**DATE:** January 18, 2019 (*for January 24, 2019 meeting of Mayors' Council*)  
**SUBJECT:** Rail to UBC

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**RECOMMENDATION:**

It is recommended that the Mayors' Council receive this report.

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**PURPOSE:**

The purpose of this report, attached technical report, and briefing slides is to provide the Board and Mayors' Council with background on the Rail to UBC project, an overview of the conclusion that SkyTrain technology will be recommended as the basis for future work and a work plan to advance the project to the next stage. Management is seeking questions, discussion and feedback from the Committee in anticipation that staff recommendations from this report will be brought back to the next meeting for consideration.

**BACKGROUND:**

The 99 B-Line route on the Broadway Corridor is the busiest bus route in Canada and the United States, moving 60,000 transit customers a day on articulated buses that run every 3 minutes in peak times. Even with buses running this frequently it is also the region's most overcrowded bus route. After downtown Vancouver, UBC and Central Broadway are the most significant transit destinations in the region. By 2025, when the Millennium Line extension to Arbutus is forecast to open, it is estimated that peak ridership on the 99 B-Line between Arbutus and UBC will be essentially at the maximum that can be handled by a bus.

More than ten years ago TransLink and the Province partnered with the City of Vancouver, UBC, University Endowment Lands, Metro Vancouver and the Musqueam Indian Band on the "UBC Line Rapid Transit Study", which was completed in 2012. This work initially screened more than 200 combinations of technology, route and alignment prior to focusing analysis on seven alternatives in detail including Best Bus, Bus Rapid Transit (BRT), two Light Rail Transit options (LRT), Rail Rapid Transit (RRT / SkyTrain) and two combination options of each. Three alternatives showed promise and were moved forward for consideration:

1. LRT 1: LRT from Commercial/Broadway to UBC
2. RRT: SkyTrain extension of the Millennium Line to UBC
3. Combo 1: SkyTrain extension of the Millennium Line to Arbutus with LRT from Main Street-Science World Station to UBC, with a connection at Arbutus.

In 2014 the Mayors' Council 10-year Vision recommended moving forward with the Broadway Subway Project from VCC-Clark to Arbutus:

“This Vision calls for rapid transit between Commercial Drive and the University of British Columbia. The first 10 years of the Vision targets implementing the first phase: extending the Millennium Line westward from its current terminus at VCC-Clark to Arbutus, with frequent B-Line bus connections continuing to UBC from Arbutus... During the design process for the first phase, all stakeholders will work together to conclude how and when to complete the next phase of rail to the Point Grey campus.”

In 2016, with the project development funding approved in the Phase One Plan, a project office was established to develop the business case for the Broadway Subway Project and bring the project to procurement-readiness. In 2018, the Broadway Subway Project received Provincial approval of the business case and funding for construction through Phase Two Plan (see attached briefing deck for further background information).

With a Millennium Line Broadway Extension to Arbutus underway, TransLink has worked with partners on a technical assessment of connecting rail rapid transit to UBC to determine what, if any, technology alternatives to a further SkyTrain extension, could meet the forecast long-term capacity requirements, and thus warrant additional consideration as we advance planning. The result of that work is the focus of this memo.

#### **DISCUSSION:**

Phase Two of the 10-Year Vision includes \$3 million of funding for Reference Case/Pre-Business Case Development for rapid transit to UBC, which is critical groundwork to design the optimal project that can be the basis for the region to secure funding commitments and move to procurement readiness. Next steps in this project development process include:

- Assessing vertical and horizontal alignment options;
- Preparing detailed concept designs;
- Public and stakeholder engagement;
- Coordination with land use planning at Jericho Lands and UBC;
- Begin discussions related to financial and/or in-kind contributions and agreements from senior governments, UBC, developers along the proposed corridor and the City of Vancouver. Ongoing coordination with partners – including City of Vancouver, First Nations (including the MST Development Corporation), UBC, UEL, and others – related to land use policy and supportive policy agreements; and
- Consideration of potential land value capture opportunities and contributions along the corridor as potential funding sources.

This work, funded from the Phase Two Plan, will result in a recommendation of a preferred concept design to carry forward into a reference case design (required to develop a business case) and procurement readiness program, which would need to be funded through a future investment plan. All decisions to advance to next stages, including business case design and project funding would be brought forward to the Mayors' Council and TransLink Board. See attached presentation for further information on the potential project delivery timeline and planning approach.

Before beginning this Phase Two funded work, management will be requesting clear direction from the Mayors' Council on the rapid transit technology that will be the basis of the project development.

### **Technology choice**

The Mayors' Council 10-Year Vision did not define the technology and alignment for rail to UBC, and as such there is no policy guidance if SkyTrain should be the basis or if any of the LRT concepts should be considered that were shortlisted for the entire corridor, prior to the decision to extend the Millennium Line to Arbutus. Due diligence was required to assess (1) what is the updated forecasted transit ridership to UBC, and (2) given that the extension to Arbutus is now proceeding, what technology and alignment options for a rail connection to UBC can provide sufficient long-term capacity, appropriate for rapid transit assets, to warrant additional consideration.

Since late 2017, TransLink has been collaborating with the City of Vancouver and UBC on updating the initial 2012 alternatives analysis with new information and, specifically, assessment of:

- Ridership forecasts and capacity requirements over the medium and longer term, based on the most current land use assumptions and modelling tools;
- Key technology assumptions, including confirming and updating LRT operating assumptions to achieve the maximum capacity achievable;
- Updated cost estimates of the options; and
- Whether demand for UBC could be met with a multiple corridor approach, rather than funnelling all demand onto the Broadway corridor.

This work demonstrated that a SkyTrain extension to UBC is the only technology that would accommodate the forecast ridership on the Broadway corridor and allow for future expansion in the longer term (beyond 2045). The option of an LRT from Main Street Science World Station (with a connection to the SkyTrain at Arbutus) would be at maximum capacity by 2045, which is anticipated to be approximately 15 years from when a line could be expected to be operational if it were to proceed.

However, given that people travel to UBC from across the region and that the LRT options on Broadway would experience capacity issues in 2045, the updated assessment also looked at whether the transit ridership could be captured by investing in an LRT network on two corridors, rather than just on the Broadway corridor. The analysis shows that if two LRT lines were constructed – one along Broadway connecting to Main Station and a second along the 41<sup>st</sup> corridor connecting to either the Canada Line at Oakridge or the Expo Line at Metrotown station – there would be sufficient capacity to meet the forecasted transit ridership in 2045. Compared to the SkyTrain extension, the most extensive LRT network scenarios result in similar ridership to UBC but would likely generate higher ridership systemwide, roughly proportionate to the increase in capital cost. However, given that this would represent significantly more kilometers of rapid transit and given the need for a new operations and maintenance centre, two LRT lines would be considerably costlier than a single SkyTrain extension and require substantial supportive corridor and land use changes. Furthermore, the combined capacity could not be materially increased in the future if needed and the forecasts show that within 15 years of operation, demand is already approaching 80% of their practical capacity. In contrast, a SkyTrain line's opening day capacity could be roughly doubled over time if needed.

The detailed findings of this analysis can be found in the attached technical report.



## **NEXT STEPS IN ADVANCING RAIL TO UBC:**

TransLink will be seeking policy direction from the Mayors' Council and TransLink Board in the coming months on technology to advance into project development. Funding is approved in the Phase Two Plan to complete this work.

Work completed in 2018 concludes that an extension of the Millennium Line provides sufficient capacity to meet demand beyond 2045 and is expandable to meet the longer-term transportation needs of the corridor and UBC. The work also provides confidence that other, potentially lower-cost, alternatives have been explored. Single LRT alignments connecting to the Expo or Millennium Line cannot provide sufficient capacity to meet ridership demand. While an expanded network of multiple LRT lines could meet ridership objectives, this comes at significantly higher cost than a single SkyTrain line and the second line along 41<sup>st</sup> Avenue has yet to be identified in any Municipal, Regional or Provincial documents as a candidate for rapid transit, beyond the rapid bus plans currently in development. All LRT alternatives come with deliverability issues, including the challenge of locating an operational and maintenance facility in the City of Vancouver/UBC.

Based on the technical work completed to date and barring any policy direction to reconsider the initial project objectives, it is anticipated that Management will recommend SkyTrain as the preferred technology to advance to the next stage, including development of alternative concept designs and preliminary business case inputs.

Please refer to the attached Rail to UBC presentation for further information on the potential timeline and planning approach. Based on this timeline, development of a Business Case could begin as early as mid-year in 2020 at an estimated cost between \$30 and 40 million that is not currently funded. The Mayors' Council and TransLink Board would provide direction at each critical decision point.

### *Regional Engagement*

Current work on the UBC Study has been led by staff at TransLink, with involvement from the City of Vancouver, UBC, and the Province, including funding contributions by the City of Vancouver and UBC. Engagement with regional decision makers (including the Mayors' Council and TransLink Board), First Nations (including the MST Development Corporation), other stakeholders, and the public is anticipated to begin in early-mid 2019.

Results from the Rail to UBC Study will complement TransLink's upcoming Regional Transportation Strategy update, including consideration of regional rapid transit priorities and funding requirements.

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## **ATTACHMENTS**

#1 Rail to UBC Presentation (below)

#2 Technical Report ([linked](#))

Item 3.1 – Attachment #1

# Rail to UBC Briefing

Geoff Cross, VP, Planning and Policy

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## Meeting Purpose

- Advancing the planning work committed to in the endorsed 2019 Mayors' Council workplan
- Describe the next phase of work for connecting Rail to UBC
- Present technical assessment of connecting rail rapid transit to UBC
  - Due diligence to determine if technology alternatives to a further SkyTrain extension exist that would meet the forecast long-term capacity requirements and warrant additional consideration as we advance planning

### Key Decision for the Mayors' Council and Board in January and February meetings

- Mayors' Council to provide agreement on technology parameters to study in next stage of work

### Next Stage of Work: Design Development and Pre-Business Case (2019-2020)

Funded

- Evaluate vertical and horizontal alignment
- Develop concept designs
- Begin funding and project agreement discussions

### Future Phases (to be confirmed)

Not Funded

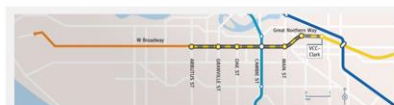
- Business case
- Secure funding and project agreements

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# The Broadway Corridor

- 99 B-Line is the busiest bus route in Canada and the United States, moving 60,000 transit customers each weekday
- Bus every 3 minutes in peak times
- The shortened 99 B-Line between Arbutus and UBC is anticipated to be at capacity in the peak hour/peak direction on opening day of the Broadway Subway (2025)



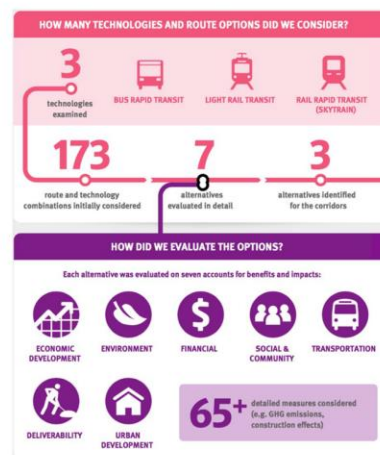
## Broadway Subway Project

- 5.7 km extension of the Millennium Line, connecting VCC-Clark Station to Arbutus Street
  - 99 B-Line to connect Arbutus with UBC
  - Tunneled beneath the most congested section of Broadway corridor
- Construction anticipated to begin 2020 and to open 2025; to be delivered by the Government of BC
- Project cost: \$2.83 billion

# Rail to UBC – Background

## 2012 UBC Line Rapid Transit Study Evaluation Results

- Defined mission, vision and objectives
- Initial screening of more than **200** technology and alignment options
- **Seven** alternatives evaluated, including Best Bus, BRT, 2 LRT options, RRT, and 2 combination options
- **Three** alternatives showed promise in meeting objectives
  - LRT 1: LRT Commercial to UBC
  - RRT: SkyTrain Extension to UBC
  - Combo 1: SkyTrain to Arbutus + LRT from Main St. Station to UBC



## Rail to UBC – Background

### 2014 Mayors' Council Decision and 10-Year Vision

- In 2014 the Mayors' Council decided to move forward with SkyTrain from VCC-Clark to Arbutus
- Regarding a connection to UBC, the Mayors' Council 10-Year Vision commits to provide a rail connection to UBC, but did not define the technology and alignment:
  - “This Vision calls for rapid transit between Commercial Drive and the University of British Columbia. The first 10 years of the Vision targets implementing the first phase: extending the Millennium Line westward from its current terminus at VCC-Clark to Arbutus, with frequent B-Line bus connections continuing to UBC from Arbutus. . . . **During the design process for the first phase, all stakeholders will work together to conclude how and when to complete the next phase of rail to the Point Grey campus.**”
- A rail connection to UBC is not currently funded

## Rail to UBC – Background

### Status of Funding

#### Broadway Subway

- June 2018 Phase Two Plan: Funding for construction

#### Rail to UBC

- June 2018 Phase Two Plan: \$3 million to develop concept designs and undertake pre-business case work

## Work Completed in 2018

### 2018 Rail to UBC Transit Study

- Provides an update of the 2012 evaluation to consider technology options, operating assumptions, demand forecasts, and costs.
- Helps answer key questions:
  - Technology
    - Given that SkyTrain is now going to Arbutus, is LRT still a reasonable option?
    - Are there any other alternatives not considered in the 2012 analysis that need to be assessed? (e.g. other corridors or technologies)
  - Demand and Capacity
    - How much new transit ridership does each of the options attract over time?
    - Which options can provide sufficient capacity over the useful design life (over 50 years) to meet possible demand?
    - What are the relative costs of alternatives?

## What Options Were Studied

- One baseline option and three rail options were studied—they are based on the alternatives identified as *most promising* from the 2012 study. All assume the Broadway Subway Project to Arbutus is complete.
  - **Baseline** – B-Line from Arbutus to UBC
  - **Modified LRT 1** – LRT from Arbutus to UBC
  - **Combo 1** – LRT from Main Street-Science World to UBC
  - **Rapid Rail Transit (RRT)** – SkyTrain from Arbutus to UBC

# 2018 Rail to UBC Options

**Baseline:** BSP and Optimized B-Line



**Option 1:** Modified LRT 1



**Option 2:** Combo 1



**Option 3:** RRT/SkyTrain



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# Ridership Forecasts and Capacity

	Baseline: B-Line + BSP	Modified LRT 1	Combo 1	RRT/SkyTrain
	Baseline – BSP and Optimized B-Line	At-Grade LRT from Arbutus to UBC	At-Grade LRT from Main Street-Science World to UBC	Millennium Line extension from Arbutus to UBC
<b>CAPACITY</b>				
Practical Capacity	2,100	6,120	6,120	10,600
<b>PEAK DIRECTIONAL LOAD (2045)</b>				
% of Practical capacity	124%	96%	108%	94%
AM peak hour load	2,600	5,900	6,600	10,000
<b>EXPANDABLE CAPACITY</b>	Yes (up to 3,000)	None	None	Yes (up to 22,100)
<b>ESTIMATE OF YEARS UNTIL LINE MAX CAPACITY REACHED</b> (assuming service begins in 2030)	-	15-20 years	10-15 years	50+ years
<b>DAILY BOARDINGS (2045)</b>				
On Arbutus-UBC Segment	28,800	66,100	100,500	118,800
On Broadway-Subway Segment	141,400	139,800	114,900	192,700
Main Street-Science World-UBC Segment	n/a	n/a	135,500	n/a
<b>CROWDING ON PARALLEL CORRIDORS (2045)</b>				
Number of routes crowded or overcrowded	High 9 of 10 routes	High 8 of 10 routes	High 8 of 10 routes	Low 2 of 10 routes
<b>DAILY REGIONAL TRANSIT TRIPS (2045)</b>				
Percent increase over baseline	-	0.3%	1.2%	1.0%

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# Ridership Forecasts and Capacity



## Baseline: B-Line + BSP

- By 2030, the B-Line would be overcrowded (124% in the peak) and parallel corridors would experience overcrowding



## Modified LRT 1

- By 2045, Modified LRT 1 would be nearing practical capacity (96% in the peak) and parallel corridors would experience overcrowding



## Combo 1

- By 2045, Combo 1 (LRT) would be over capacity (108% in the peak) and parallel corridors would experience overcrowding



## RRT/SkyTrain

- By 2045, RRT would be nearing practical capacity under the initial service plan/configuration, but capacity can be doubled with frequency and longer trains.

# Preliminary Cost Estimates In 2018 Dollars

	Baseline: B-Line + BSP	Modified LRT 1	Combo 1	RRT/SkyTrain
	Baseline – BSP and Optimized B-Line	At-Grade LRT from Arbutus to UBC	At-Grade LRT from Main Street-Science World to UBC	Millennium Line extension from Arbutus to UBC
<b>CAPITAL COST (2018\$)</b>	-	<b>\$1.7B to \$2.0B</b>	<b>\$2.8B to \$3.2B</b>	<b>\$3.3B to \$3.8B</b> (assumes fully tunnelled, partially elevated alternatives to be explored)
<b>CAPITAL COST Year of Expenditure (YOE) Assuming 2030 completion</b>	-	<b>\$2.1B to \$2.5B</b>	<b>\$3.5B to \$4.0B</b>	<b>\$4.1B to \$4.8B</b>

Note: Preliminary estimates are in 2018 dollars for purposes of comparison. Costs at the actual time of construction would be impacted by inflation between 2018 and construction period. For example, assuming procurement in 2025, and 2.5% annual inflation, eventual Year of Expenditure (YOE) dollars would be roughly 25% higher.

# LRT Network Concepts Considered

Since ridership for SkyTrain drew riders from other corridors and ridership demand of a single LRT line experienced capacity issues within 15 years (2045), a network approach with two LRT lines was considered.

Four alignment variations were analyzed, all of which connected Arbutus Station to UBC and added LRT along 41st Ave corridor to either Canada Line or Expo Line.

*Note: The LRT Network scenarios were run to consider theoretical demand and capacity to UBC. Alignment along 41st Avenue was used as a hypothetical proxy to study a southern alignment connecting to UBC.*

LRT Network 1



LRT Network 2



LRT Network 3



LRT Network 4



# LRT Network findings

	LRT Network 1	LRT Network 2	LRT Network 3	LRT Network 4
	Modified LRT 1 + 41st LRT to Canada Line	Combo 1 + 41st LRT to Canada Line	Modified LRT 1 + 41st LRT to Expo Line	Combo 1 + 41st LRT to Expo Line
<b>CAPACITY</b>	<b>12,240</b>			
Practical capacity (rail capacity to UBC)	(2 LRT lines)			
<b>PEAK DIRECTIONAL LOAD (2045)</b>				
% of practical capacity	73%	80%	81%	85%
AM peak hour load (2 LRT lines)	8,900	9,800	9,900	10,400
<b>EXPANDABLE CAPACITY</b>	None			
<b>ESTIMATE OF YEARS UNTIL LINE MAX CAPACITY REACHED</b> (assuming service begins in 2030)	20-40 years	15-30 years	20-40 years	15-30 years
<b>CAPITAL COSTS (2018\$)</b>	\$3.7B to \$4.3B	\$4.8B to \$5.5B	\$5.1B to \$5.9B	\$6.2B to \$7.1B
<b>DAILY REGIONAL TRANSIT TRIPS (2045)</b>				
Percent increase over baseline	0.8%	1.7%	1.7%	2.6%
<b>DELIVERABILITY</b>	<ul style="list-style-type: none"> <li>• At-Grade Alignment</li> <li>• Business and property impacts</li> <li>• OMC Requirements</li> </ul>			



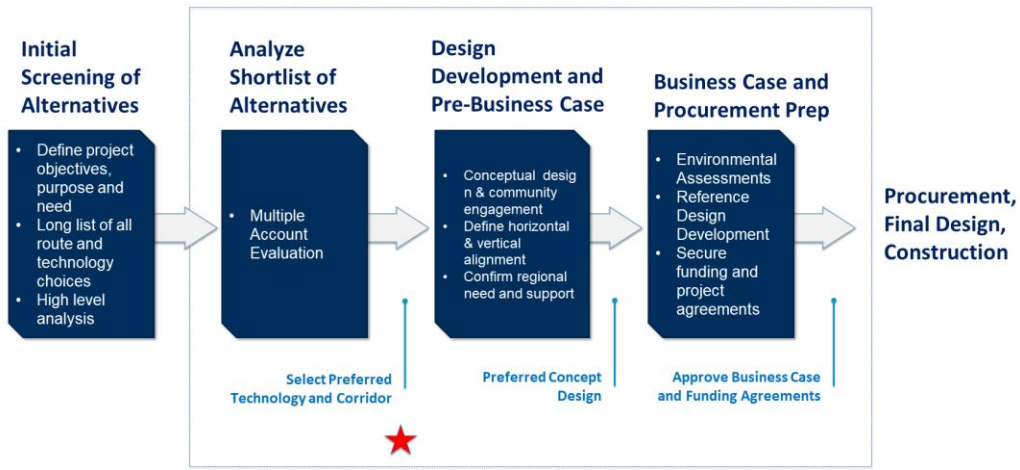
# LRT Network findings

	LRT Network 1	LRT Network 2	LRT Network 3	LRT Network 4
	Modified LRT 1 + 41st LRT to Canada Line	Combo 1 + 41st LRT to Canada Line	Modified LRT 1 + 41st LRT to Expo Line	Combo 1 + 41st LRT to Expo Line
<b>CAPACITY</b> Practical capacity (rail capacity to UBC)	<b>12,240</b> (2 LRT lines)			
<b>PEAK DIRECTIONAL LOAD (2045)</b> % of practical capacity AM peak hour load (2 LRT lines)	<b>73%</b> 8,900	<b>80%</b> 9,800	<b>81%</b> 9,900	<b>85%</b> 10,400
<b>EXPANDABLE CAPACITY</b>	None			
<b>ESTIMATE OF YEARS UNTIL LINE MAX CAPACITY REACHED</b> (assuming service begins in 2030)	20-40 years	15-30 years	20-40 years	15-30 years
<b>CAPITAL COSTS (2018\$)</b>	\$3.7B to \$4.3B	\$4.8B to \$5.5B	\$5.1B to \$5.9B	\$6.2B to \$7.1B
<b>DAILY REGIONAL TRANSIT TRIPS (2045)</b> Percent increase over baseline	0.8%	1.7%	1.7%	2.6%
<b>DELIVERABILITY</b>	<ul style="list-style-type: none"> <li>• At-Grade Alignment</li> <li>• Business and property impacts</li> <li>• OMC Requirements</li> </ul>			

## Analysis

- At the corridor level, only a SkyTrain extension will provide the sufficient capacity in the long-term.
- A network alternative of two LRT corridors could also meet the forecast demand and generate additional ridership, but has limited long-term capacity and would be more expensive than SkyTrain.
- Unless additional objectives are identified by Board and Mayors' Council or questions identified, Management will be recommending a SkyTrain extension for the next stage of design development and pre-business case work.

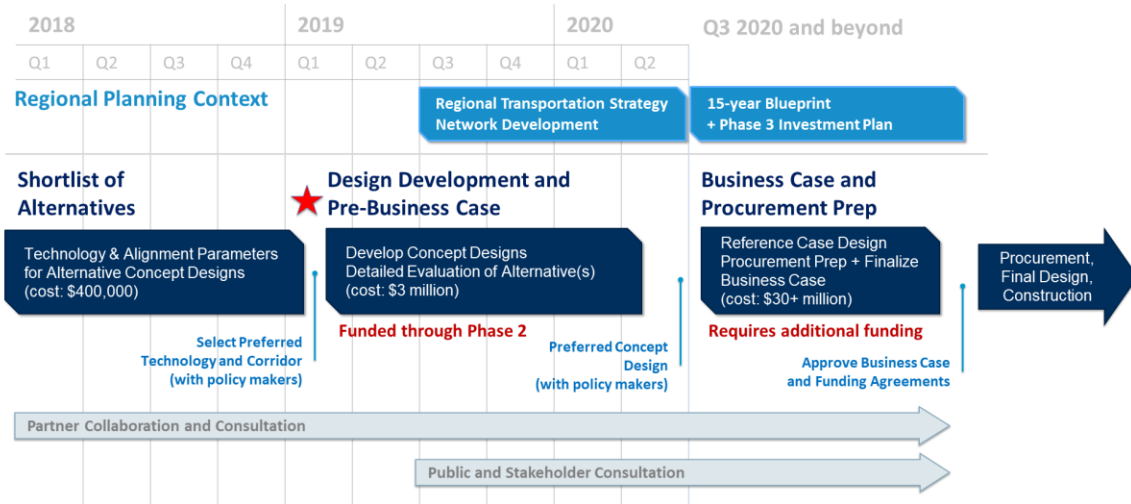
# Multi-phase Alternatives Analysis Process



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# Rail to UBC Timeline and Approach



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## Scope for the next stage of work

- Prepare detailed concept designs
- Assess vertical and horizontal alignment options
- Public and stakeholder engagement
- Coordination with land use planning for Broadway corridor, Jericho Lands, and UBC
- Obtain a final alignment (and technology) recommendation from TransLink Board and Mayors' Council
- Begin discussions related to financial and/or in-kind contributions and agreements from senior governments, UBC, developers along the proposed corridor and the City of Vancouver

## Scope for the next stage of work

- Prepare detailed concept designs
- Assess vertical and horizontal alignment options
- Public and stakeholder engagement
- Coordination with land use planning for Broadway corridor, Jericho Lands, and UBC
- Obtain a final alignment (and technology) recommendation from TransLink Board and Mayors' Council
- Begin discussions related to financial and/or in-kind contributions and agreements from senior governments, UBC, developers along the proposed corridor and the City of Vancouver

**TO:** Mayors' Council on Regional Transportation

**FROM:** Mike Buda, Executive Director, Mayors' Council Secretariat  
Geoff Cross, Vice President, Transportation Planning and Policy

**DATE:** February 2, 2019

**SUBJECT:** **ITEM 5.1 – Committee Terms of Reference and Work Plan**

---

**RECOMMENDATIONS:**

The Mayors' Council New Mobility Committee recommends that the Mayors' Council:

1. Approve the Mayors' Council New Mobility Committee Terms of Reference and Work Plan;
  2. Approve the Joint New Mobility Committee Terms of Reference and Work Plan;
  3. Receive this report.
- 

**PURPOSE:**

To provide a Terms of Reference and Work Plan for the Mayors' Council and Joint Committees for consideration by the Mayors' Council.

**BACKGROUND:**

At its December 13, 2018 meeting, the Mayors' Council approved the creation of three committees. The Mayors' Council also committed that these committees meet jointly with the Board of Directors as needed, to facilitate joint consideration of responsibilities that are shared between the two bodies.

The Mayors' Council Committee requires a Terms of Reference and Work Plan to guide its procedures and activities. When the Board and Mayors' Council meets as a joint committee, a Joint Terms of Reference is also needed to provide guidance to the co-Chairs to facilitate these joint meetings. The Terms of Reference and Workplans are necessarily very similar, but both bodies need independent authority on how to operate.

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**ATTACHMENTS**

- #1** Terms of Reference and Work Plan for Mayors' Council Committee
  - #2** Terms of Reference and Work Plan for Joint Committee
-

Mayors' Council New Mobility Committee**TERMS OF REFERENCE AND WORK PLAN****Purpose**

The primary responsibilities of the New Mobility Committee are to assist the Mayors' Council to:

- Oversee the Regional Transportation Strategy update process
- Help to prepare TransLink and the region for a future defined by uncertainty and rapid changes in the mobility landscape, driven by Automated, Connected, Electric and Shared mobility (ACES). (To leverage these changes in support of regional objectives, TransLink is advancing a suite of initiatives under the broader banner of TransLink Tomorrow.)
- Oversee the policy framework for the Low-carbon Fleet Strategy (LCFS)

The committee has been designed to act as venue to organize workshops with members to explore new concepts and ideas in mobility. This role means that not all meetings will operate as traditional committee meetings, but will rather be formatted as workshops, including with guest speakers, and more collaborative, creative discussion.

**Composition and Membership**

Committee members are appointed by the Mayors' Council. Other Mayors' Council members may attend as observers to participate in the debate but will not be eligible to vote or receive remuneration.

**Committee Chair and Vice-Chair**

The Committee Chair and Vice Chair are appointed by the Mayors' Council. The Chair and Vice-Chair will be responsible for convening and co-chairing all Committee meetings and reporting activities and recommendations to the Mayors' Council. The Chair and Vice-Chair may invite representation from other agencies or stakeholders to participate on the Joint Committee, as appropriate. The Chair and Vice-Chair, with staff advice, will determine the agenda for each meeting.

**Governance and Authority**

The Committee will provide advice and recommendations to the Mayors' Council for action. The Committee has no authority to direct management or to commit TransLink or the Mayors' Council.

**Quorum and Voting**

Quorum shall be a majority of committee members. Committees are advisory in nature, and in general it is expected that most decisions are based on consensus. In the event of a call for a recorded vote, resolutions will be carried if passed by a majority of all members present.

**Frequency of Meetings**

Committee meetings are scheduled monthly but may be cancelled or changed as determined by the Chair and Vice Chair with reasonable notice.

## **Resources**

The Mayors' Council Secretariat will provide staff support and other required resources, with assistance from TransLink if requested and when available, to the Committee when it is working on issues defined in the Mayors' Council's 2019 Work Plan or as directed by the Mayors' Council. The Executive Director will ensure that accurate minutes of each Committee meeting are prepared and provided to each Committee member in a timely fashion.

The Committee may also request support from a group of senior TransLink and local government staff who sit on the Regional Transportation Advisory Committee (RTAC), and other key partners and stakeholders.

## **Proposed 2019 Work Plan**

Major committee work plan items for 2019 are expected to be, but are not limited to:

1. Regional Transportation Strategy update process oversight
2. Influencing provincial ride-hailing legislation
3. Manage the development of the Low-carbon Fleet Strategy (LCFS) policy framework
4. Create a forum to explore new mobility concepts and policy in areas like autonomous vehicles, ride-hailing, mobility-as-a-service, changes to TransLink service area, etc.
5. Follow up on the Mobility Pricing Independent Commission report (including future of the fuel tax)

Agenda items that relate to areas of joint responsibility of the Board and Mayors' Council will be considered at Joint Committee meetings.

Joint New Mobility Committee**TERMS OF REFERENCE AND WORK PLAN****Overview**

The TransLink Board and the Mayors' Council have both approved joint committee participation by their respective members. TransLink's enabling legislation does not provide a formal mechanism for joint decision-making, therefore joint committee meetings will be legally constituted as separate meetings of the respective TransLink Board and Mayors' Council Committees, governed by their respective rules of procedure. However, for the purposes of providing guidance to the Board and Mayors' Council Committee Co-Chairs in facilitating joint meeting ("Joint Committees"), the following Joint Terms of Reference and Work Plan will be used (subject to the respective bodies' established rules of procedure).

**Purpose**

The primary responsibilities of the Joint New Mobility Committee are to facilitate improved coordination between the Board and Mayors' Council by assisting both bodies to:

- Oversee the Regional Transportation Strategy update process
- Help to prepare TransLink and the region for a future defined by uncertainty and rapid changes in the mobility landscape, driven by Automated, Connected, Electric and Shared mobility (ACES). (To leverage these changes in support of regional objectives, TransLink is advancing a suite of initiatives under the broader banner of TransLink Tomorrow.)
- Oversee the policy framework for the Low-carbon Fleet Strategy (LCFS)

The committee has been designed to act as venue to organize workshops with members to explore new concepts and ideas in mobility. This role means that not all meetings will operate as traditional committee meetings, but will rather be formatted as workshops, including with guest speakers, and more collaborative, creative discussion.

**Governance and Authority**

The Joint Committee will provide advice and recommendations to the TransLink Board of Directors and Mayors' Council for action. The Joint Committee has no authority to direct management or to commit TransLink or the Mayors' Council.

**Composition and Membership**

The Joint Committee's membership includes representation from the TransLink Board of Directors and Mayors' Council on Regional Transportation. Committee members will be appointed by the Mayors' Council and TransLink Board of Directors.

**Joint Committee Co-Chairs**

The Joint Committee will be Co-Chaired by one member from the TransLink Board of Directors and one member from the Mayors' Council on Regional Transportation. The Co-Chairs will be responsible for convening and chairing all Committee meetings and reporting activities and recommendations to their respective decision-making bodies (i.e. Mayors' Council and TransLink Board). The Co-Chairs may invite

representation from other agencies or stakeholders to participate on the Joint Committee, as appropriate. The Co-Chairs, with staff advice, will determine the agenda for each meeting.

### **Quorum and Voting**

Quorum shall be a majority of the Mayors' Council appointees plus a majority of the TransLink Board appointees. Committees are advisory in nature, and in general it is expected that most decisions are based on consensus, without the need for a formal recorded vote. In the event of a call for a recorded vote, resolutions will be carried if passed by a majority of the Mayors' Council appointees present plus a majority of the TransLink Board appointees present.

### **Frequency of Meetings**

Committee meetings will be convened on an as needed basis, as determined by the Co-Chairs.

### **Resources**

TransLink and the Mayors' Council will provide staff support and other required resources to the Joint Committee when it is working on issues noted under the Committee's Purpose or as directed by the Mayors' Council and the TransLink Board. The Corporate Secretary and the Executive Director will ensure that accurate minutes of each Joint Committee meeting are prepared and provided to each Committee member in a timely fashion.

The Joint Committee will be also supported by a group of senior TransLink and local government staff who sit on the Regional Transportation Advisory Committee (RTAC), and other key partners and stakeholders. This staff working group is chaired by TransLink staff and is available to undertake tasks and activities as directed by the Committee.

### **Proposed 2019 Work Plan**

Major joint committee work plan items for 2019 are expected to be, but are not limited to:

1. Regional Transportation Strategy update process oversight
2. Influencing provincial ride-hailing legislation
3. Manage the development of the Low-carbon Fleet Strategy (LCFS) policy framework
4. Create a forum to explore new mobility concepts and policy in areas like autonomous vehicles, ride-hailing, mobility-as-a-service, changes to TransLink service area, etc.
5. Follow up on the Mobility Pricing Independent Commission report (including future of the fuel tax)



TO: Mayors' Council on Regional Transportation

FROM: Geoff Cross, Vice President, Planning and Policy

DATE: February 6, 2019

SUBJECT: **ITEM 5.2 – Provincial Ride-Hailing Regulations**

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**RECOMMENDATION:**

That the Mayors' Council on Regional Transportation:

1. Endorse TransLink's recommendations to the Select Standing Committee on Crown Corporations regarding operating regulations for transportation network services (i.e. ride-hailing);
  2. Receive this report
- 

**PURPOSE**

This report provides an overview of TransLink's submission to the Select Standing Committee on Crown Corporations on the development of operating regulations for transportation network services (also known as ride-hailing services) and recommends that the Mayors' Council endorse this submission.

**BACKGROUND**

The Provincial Government introduced *Bill 55: The Passenger Transportation Amendment Act* to the legislature on November 19, 2018. The intent of the Act is to modernize the legislation governing vehicles for hire and prepare more fully for the entry of app-based ride-hailing and passenger-directed services.

Between January 30 and February 2, 2019, the Province's Select Standing Committee on Crown Corporations met to receive expert testimony and input on approaches for establishing operating regulations for ride-hailing services in four areas:

1. What criteria should be considered when establishing service boundaries?
2. How should regulations balance the supply of service with consumer demand, including the application of the Passenger Transportation Board's current public convenience and necessity regime as it pertains to transportation network services?
3. What criteria should be considered when establishing price and fare regimes that balance affordability with reasonable business rates of return for service providers?
4. What class of drivers' licence should be required for ride-hailing drivers to ensure a robust safety regime without creating an undue barrier for drivers?

TransLink presented to the Committee on January 31 and provided input on questions 1 through 3.

## DISCUSSION

TransLink's verbal presentation and written submission to the Select Standing Committee on Crown Corporations are both attached to this report. The key messages contained in our submission are as follows:

### **TransLink supports the timely introduction of transportation network services in ways that align with key regional objectives**

Ride-hailing services have the potential to add a new and flexible mobility service offering to our integrated regional transportation system if introduced properly. If left unchecked, these services may disproportionately contribute to increasing congestion, vehicle travel, and other issues as observed in other jurisdictions. TransLink's position is that any regulatory framework needs to strike a balance of allowing these services to provide the unique customer values and experiences they are known for, while ensuring they support key regional public interest objectives:

1. **Increase affordable choices:** grow the number of affordable transportation choices available across all Metro Vancouver communities, especially for times and locations where transit, walking, and cycling are less viable.
2. **Minimize congestion:** minimize the impacts on traffic congestion from the incremental increase in kilometers driven from ride-hailing services.
3. **Increase universal accessibility:** improve mobility options for riders of all abilities
4. **Improve rider experience:** provide a safe, consistent, and reliable experience for riders.
5. **Leverage public assets:** leverage and complement existing, publicly funded local and regional transit and transportation services and infrastructure.

These objectives were developed with input from local government and partner agency staff across Metro Vancouver, and complement the principles advanced by Metro Vancouver in its recent submission to Select Standing Committee.

### **TransLink has concerns with the approach of applying vehicle/driver caps and service boundaries currently being considered by the Province to manage potential impacts**

Service caps and boundaries put an artificial limit on supply that does not account for the dynamic nature of travel demand. These mechanisms are likely to result in distortions in available supply, eroded service through trip refusals, and limit the ability of these services to provide offerings like pooled/shared services, among other impacts. Ride-hailing introduced under such a regulatory regime is likely to result in a poor customer experience and not fully align with key regional objectives above.

### **TransLink recommends the Province consider a more balanced, market-driven regulatory approach**

TransLink's recommends an approach to regulating transportation network services that strikes a balance of ensuring that key regional objectives can be supported, without minimizing the unique opportunity that these services can provide to our regional transportation system.

1. Avoid the establishment of service boundaries; but if these are felt to be required these should align with broader commuter-sheds, rather than administrative boundaries

2. Use a market-based approach of variable per trips fees to manage demand rather than a supply management approach that will artificially constrain supply
3. Allow transportation network services the freedom to adjust fares dynamically.

### **TransLink is seeking Mayors' Council endorsement of the submitted recommendations**

The New Mobility Joint Committee reviewed the above recommendations by staff and concurred with the advice that the current proposal by the Provincial government is likely to not achieve the full promise of ride-hailing for customers and could negatively impact the region's transportation system.

Should the Mayors' Council agree with TransLink's submitted recommendations, Management is seeking a formal endorsement of our submission on regulations as guidance to the Province for a successful introduction of ride-hailing to the region and the Province.

Alternatively, should the Mayors' Council disagree with TransLink's recommendations or reach a consensus on different recommendations, Management is requesting that this report be received for information.

### **NEXT STEPS**

TransLink will report back to the Mayors' Council on the final proposed operating regulations determined by the Province when these become available.

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### **ATTACHMENTS**

1. TransLink's Presentation to Select Standing Committee on Crown Corporations (dated January 30, 2019)
  2. TransLink's Written Submission to Select Standing Committee on Crown Corporations (dated February 1, 2019)
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## TransLink Input to Select Standing Committee on Crown Corporations: Regulation of Transportation Network Services

Kevin Desmond, CEO  
Geoff Cross, VP, Planning and Policy

January 30, 2019



**TransLink is Metro Vancouver's regional and multi-modal transportation authority with a mandate to provide a regional transportation system that moves people and goods.**





**REGIONAL  
TRANSPORTATION  
STRATEGY**  
Strategic Framework  
July 2013



translink.ca/mts For the purposes of the South Coast British Columbia Transportation Authority Act, this document constitutes the long term strategy for the regional transportation system, prepared in 2013.

## Policies and strategic direction outlined in the Regional Transportation Strategy used to inform our input and proposed recommendations

Including:

- Support for sustainable travel modes and choices
- Utilizing pricing to manage supply and demand
- Ensuring accessibility of services and fleet

**T** Together all the way



## 2018 CEO Testimony Highlights: Transportation network service regulations should be designed to support key public objectives

1. **Increase Affordable Choices:** Grow the range of affordable transportation choices available across all Metro Vancouver communities, especially for times and locations where transit is less viable.
2. **Minimize Congestion:** Minimize the impacts on traffic congestion from the incremental increase in kilometers driven from transportation network services.
3. **Increase Universal Accessibility:** Improve mobility for all riders of all abilities.
4. **Improve Rider Experience:** Provide a safe, consistent, and reliable experience for riders and customers.
5. **Leverage Public Assets:** Leverage and complement existing, publicly-funded local and regional transit and transportation services.

**T** Together all the way



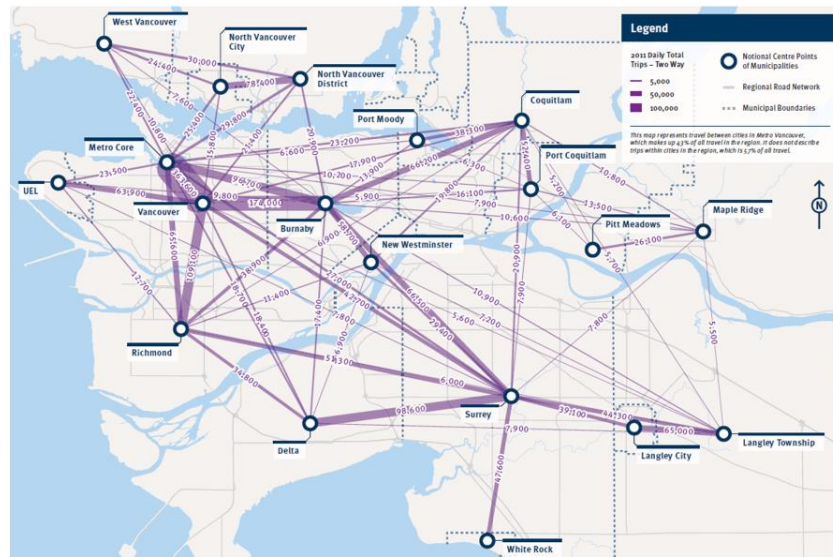
## **Question 1: Service area boundaries: What criteria should be considered when establishing boundaries?**

## **Narrow service boundaries will have negative customer impacts**

- Impacts likely to include:
  - Distortions in available supply, with more drivers/services concentrating in select areas, e.g., downtown Vancouver
  - Eroded service quality, through trip refusals
  - Increasing congestion, resulting from vehicles 'dead-heading' back to their home jurisdiction
  - Frustrate the ability to provide sufficient accessible services

To the extent that operating boundaries are needed, these should recognize and reflect actual travel and mobility patterns

Travel behaviour is not shaped by jurisdictional boundaries



This figure shows the volume and destination of daily trips in Metro Vancouver on a normal weekday in 2011 (Source: 2011 Regional Trip Diary).

**T** Together all the way



**Provincial Question 2: Supply & Demand**  
**How should regulations balance the supply of service with consumer demand, including the application of the PTB's current public convenience and necessity regime as it pertains to transportation network services?**

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## Fleet caps may prevent the travelling public from seeing the full potential of these new services

- Caps put an artificial limit on supply that does not account for the dynamic and unpredictable nature of travel demand and are likely to result in periods of under-supply during key times (like during sporting events) and over-supply (during midday periods).
- Caps likely to erode ability for transportation network services to provide sufficient available fleet to support important new offerings that enhance public convenience and improve the efficiency, equity and affordability of the transportation system, such as:
  - pooled/shared services
  - complementary services for HandyDART customers
  - “first and last mile” connections to transit

## To manage congestion, use per-trip fees rather than fleet caps & operating boundaries

- In place of caps, consider a license fee structure that is tailored to managing the incremental congestion impacts of transportation network services (fee can vary based on trip time and location, with higher fees in effect when and where congestion is high).
- Variable per-trip fees are the best mechanism to manage congestion impacts, while also maximizing other public benefits (e.g. more abundant, reliable, and affordable passenger directed vehicles).
- Revenue neutral system can be designed: within each region, fees could be allocated to discount or incentivize transportation network service trips in areas or during times with fewer affordable options, (e.g., “first/last mile” connections, late/overnight trips, universally accessible trips), helping to increase the availability of more affordable choices overall.



**Provincial Question 3: Fares:  
What criteria should be considered when establishing price and fare regimes that balance affordability with reasonable business rates of return for service providers?**

**Flexible & dynamic fares are the key tool enabling real-time matching of supply and demand, ensuring reliable customer service**

- More flexible pricing would allow transportation network service companies to charge lower fares during periods of low demand and higher fares during times of higher demand in order to attract more drivers and ensure short wait times and reliable service at all times of day.
- Consider setting a minimum fare that allows walking, cycling and transit to continue to be affordable and attractive options when and where these modes are available.
- Even with flexible/dynamic fares, these should have some degree of price transparency to ensure riders can make informed transportation choices.

## TransLink's recommendations to the Select Standing Committee on Crown Corporations

1. **Boundaries:** avoid service boundaries; but if required these should closely align with broader commute-sheds, rather than administrative boundaries.
2. **Supply/demand:** use a market-based approach (variable per-trip fees) to manage demand rather than a supply-management approach (fleet caps & operating boundaries) to artificially constrain supply.
3. **Fares:** allow transportation network services the freedom to adjust fares dynamically, as this is the best way to match supply and demand and ensure service reliability.



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February 1, 2019

Bowinn Ma, Committee Chair  
Select Standing Committee on Crown Corporations  
C/O Parliamentary Secretary Office  
Room 224, Parliamentary Buildings  
Victoria, BC V8V1X4  
Email: [crowncorporationscommittee@leg.bc.ca](mailto:crowncorporationscommittee@leg.bc.ca)

Dear Chair,

**Re: Input to Select Standing Committee on Crown Corporations on Transportation  
Network Services Regulations**

Thank you for the invitation to provide input to the Select Standing Committee on Crown Corporations regarding operating regulations for transportation network services in British Columbia.

Following up on our verbal testimony to the Committee on January 30, I respectfully submit a more detailed summary of our recommendations for structuring operating regulations for transportation network services to ensure they provide value to our region and province.

**TransLink is Metro Vancouver's regional and multimodal transportation authority**

TransLink's mandate is to ensure that the residents, businesses, services, and visitors of the Lower Mainland have access to affordable, reliable, and safe transportation options. Every day, over 600,000 people rely on our regional transit system. Hundreds of thousands more make use of the roads, bridges and walking and cycling infrastructure we help fund, manage and operate with our local, provincial and federal partners.

**TransLink supports the timely introduction of transportation network services**

The present and future reality of mobility is changing with the rise and growing popularity of shared mobility services (like car- and bike-share) and transportation network services (like ride-hailing). In Metro Vancouver, we have already seen the benefits that car- and bike-share services can provide in terms of increasing mobility options and enabling a more integrated transportation system. We believe that transportation network services can provide similar opportunities if properly introduced.

We agree that service regulation is critical, especially given the potential for significant disruption and impacts that we have seen in other jurisdictions, including increasing road congestion and decreases in trips made by walking, cycling and transit. We have concerns, however, that the enabling legislation included in Bill 33: *Passenger Transportation Amendment Act* and the regulations being considered by the Provincial Government will limit the effectiveness and

availability of these services, as they don't allow some of the key elements that make their unique business model function.

It is our position that any regulatory framework needs to strike a balance of allowing these services to provide the unique customer values and experiences they are known for, while helping support key regional and provincial public interest objectives.

**We recommend avoiding any service area boundaries; but if these are felt to be required these should align with broader commuter-sheds, rather than administrative boundaries**

Arbitrary administrative boundaries, while helpful for managing some services or functions, are not appropriate for mobility services. People travel locally, between communities, or across a region for different trips. In Metro Vancouver – for example – almost half of daily trips occur between municipalities. Establishing narrow service boundaries for transportation network services are likely to have negative impacts, including:

- Distortions in available supply, with drivers and services concentrating in areas only where demand is likely to be at its highest, e.g., Downtown Vancouver
- Eroded service quality, through trip refusals
- Increasing congestion, resulting from vehicles “dead-heading” back to their home jurisdiction without a passenger
- Limiting the ability to have a sufficiently sized fleet capable of providing reasonably available services for riders with accessibility needs

To the extent that operating boundaries are envisioned, TransLink recommends that these recognize and reflect actual travel and mobility patterns to the degree possible.

**We recommend using a market-based approach (variable per trip fees) to manage demand rather than a supply-management approach (fleet caps and operating boundaries) to artificially constrain supply**

Fleet or driver caps put an artificial limit on supply that does not account for the dynamic nature of travel demand. This will result in periods of under-supply during key times (like during sporting events or on weekend evenings) and over-supply (like during midday periods). Caps are likely to erode the ability for transportation network services to provide enough available fleet to support important new offerings that enhance public convenience and improve the efficiency, equity and affordability of the transportation system, including:

- Pooled or shared services
- Complementary services for HandyDART customers
- “First and last mile” connections to transit

In place of caps, TransLink recommends that the Committee consider a license fee structure that is tailored to managing the incremental congestion impacts of transportation network services. Fees could be variable based on trip time, distance, and location, with higher fees in effect when and where congestion is high.

Revenue neutral systems can be designed. Within each region of the province, revenue collected from fees can be allocated to increase the availability of affordable transportation network service options that support key regional objectives, including:

- Incentivizing pooled or multi-occupancy trips

- Incentivizing drivers/services to increase the proportion of fleet vehicles that are universally accessible (for example, by providing direct subsidies to service operators to outfit vehicles with wheelchair lifts or ramps)
- Incentivizing drivers/services to accept trips for customers with accessibility needs (for example, by waiving per-trip fees)
- Incentivizing trips in areas or during times with fewer affordable options (for example, "first and last mile" connections to transit, late and overnight trips)
- Incentivizing trips that connect to and from transit

A market-based regime of fees (and subsidies) that are set, collected, and redistributed at the regional district level would allow each part of the province to effectively manage any incremental congestion impacts created by transportation network services, while also maximizing other public benefits including more abundant, reliable, and affordable passenger directed vehicle service available to communities of all sizes.

We recommend allowing transportation network services the freedom to adjust fares dynamically, as this is the best way to match supply and demand, and ensure service reliability

Flexible fares are an essential component of the transportation network service business model. By charging lower fares during periods of low demand and higher fares during times of higher demand, these services can attract drivers and ensure real-time matching of supply and demand, shorter wait times and reliable services during all times of day.

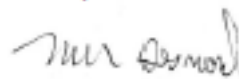
The idea of more dynamic and variables fares for mobility services is one that TransLink supports and is aligned with recommendations in our recently completed Transit Fare Review that identified the benefits of such an approach for our regional transit system. We are now actively exploring how best to implement this.

Flexible fares, however, should not come at the expense of eroding the convenience of other available sustainable travel options and supporting affordability. To this end, we recommend that the Committee consider requiring a minimum fare that allows walking, cycling, and transit to continue to be affordable and attractive options when and where these modes are available. We also recommend that some degree of transparency is required with fares to ensure riders can make informed transportation choices that work for them.

TransLink welcomes opportunities to continue collaborating and providing input to the Province on this important file

British Columbia has an opportunity to learn from the experiences of transportation network services in other jurisdictions around the world and design an approach that works best for our needs. I trust that you will carefully consider the input that TransLink and other stakeholders have provided. I welcome the opportunity to continue working with the Committee and the Provincial Government on this file over the coming months.

Sincerely,



Kevin Desmond  
Chief Executive Officer