

RICHMOND/AIRPORT – VANCOUVER RAPID TRANSIT PROJECT MANAGEMENT PLAN

Introduction

A Richmond/Vancouver rapid transit link has been part of regional planning policy since 1980. It is an element of the *Livable Region Strategic Plan*, the plan which provides the framework for regional land use and transportation decisions for the Greater Vancouver region.

Since that time, planners have monitored growth in Vancouver, Richmond and the Airport, and noted that the rate of growth is faster than initially anticipated, particularly at the Airport. The Airport has *already* reached the employment levels originally predicted for 2021. In addition, the rate of residential development in downtown Vancouver is exceeding predictions, and job and residential growth in Richmond City centre is strong.

During the consultation process for the recently adopted TransLink *Strategic Transportation Plan*, these trends prompted considerable interest in a rapid transit link to connect Richmond and the Airport with Vancouver. As a result, a Richmond/Airport - Vancouver link has been advanced for study in 2000/2001.

The study will be managed by TransLink, but will be overseen and evaluated by a partnership comprised of eight agencies: TransLink; Transport Canada; the Province; GVRD; City of Richmond; City of Vancouver; the Vancouver International Airport Authority; and the Vancouver Port Authority (the Agencies). This document sets out the goals and organizational structure for the overall study, as well as the work program for the next phase (Needs Assessment/Concept Feasibility) of the study.

Study Outline – Goals and Key Milestones

Overall Study Goals

Existing regional policy clearly contemplates a rapid transit line connecting Richmond to Downtown. The question is one of timing. This study will address whether there is an appetite among the Agencies to proceed with a rapid transit line linking Richmond, the Airport and Downtown in the next decade.

To address this issue, the overall study has three independent phases. At the conclusion of each Phase, the Agencies will agree, by executing a memorandum of understanding, to proceed to the next phase.

Phase 1 is the preparation of this Management Plan, which sets out the management and administrative structure and workplan for Phase 2 of the Study. Assuming the Agencies agree with the Management Plan, in Phase 2 the Agencies will assess, in consultation with the community, whether there is a need to build the line now. If the Agencies conclude that a need exists, Phase 3 will define the specifications for a rapid transit line, and a structure, including potential private sector participation, to finance, build and operate it.

Schedule and Key Milestones

| Phase | Detail | 2000 | | | | | | | 2001 | | | | | | | 2 | | | | | |
|-------|--|------|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|---|
| | | J | J | A | S | O | N | D | J | F | M | A | M | J | J | | A | S | O | N | D |
| 1 | Management Plan | | | | | | | | | | | | | | | | | | | | |
| 2 | Needs Assessment/ Concept Feasibility | | | | | | | | | | | | | | | | | | | | |
| 3 | Rapid Transit Line Definition | | | | | | | | | | | | | | | | | | | | |

| PHASE | GOAL | KEY MILESTONES |
|---|---|---|
| <p>Phase 1 Management Plan</p> <p>Phase 2 Needs Assessment/ Concept Feasibility</p> | <ul style="list-style-type: none"> • prepare management plan (this document) which sets out management and administrative structure for the study and the work program for Phase 2 • define need/problem including: <ul style="list-style-type: none"> - ridership demand factors (including air/sea passenger and freight traffic) - congestion issues in relation to regional land use policy objectives - development opportunities - key linkages with regional transportation system • summarize the results of the needs assessment • verify with Agencies and the public, through consultation, whether support exists for construction of a rapid transit link in the next decade • identify general specifications for a rapid transit line to a level necessary for a needs assessment and feasibility including: <ul style="list-style-type: none"> - corridor and technology options - public realm design considerations/imperatives/mitigation strategies - potential future extensions - overall cost estimates • explore/define structures for potential private sector participation | <ul style="list-style-type: none"> • complete on approval of management plan by all Agencies and the execution of a Memorandum of Understanding among all Agencies for the conduct of Phase 2 • complete on approval of Needs Assessment/Concept Feasibility and the execution of a Memorandum of Understanding among the Agencies for the conduct of Phase 3 |

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| <p>Phase 3 Rapid Transit Line Definition</p> | <ul style="list-style-type: none"> • determine the planning specifications for a rapid transit link, including corridor and technology, to a level appropriate for evaluation of alternatives • develop evaluation framework, which may involve a competitive bidding process, through which options may be considered (the evaluation process will likely involve identifying a primary corridor for implementation in the next decade, and a secondary corridor for implementation over the 20-30+ year term) • secure funding for the design, construction and operation of a rapid transit line, which may include the participation of the private sector and a corresponding financial arrangement among the Agencies • determine the extent of private sector involvement | <ul style="list-style-type: none"> • complete on presentation of report to the Agencies which will provide the specifications for a rapid transit line and a funding structure for consideration and approval by all Agencies; depending on the potential to involve the private sector, the report may contemplate a further work program for a bidding process, which may include preliminary engineering and/or refinement of specifications; and which may involve technology and/or corridor options |
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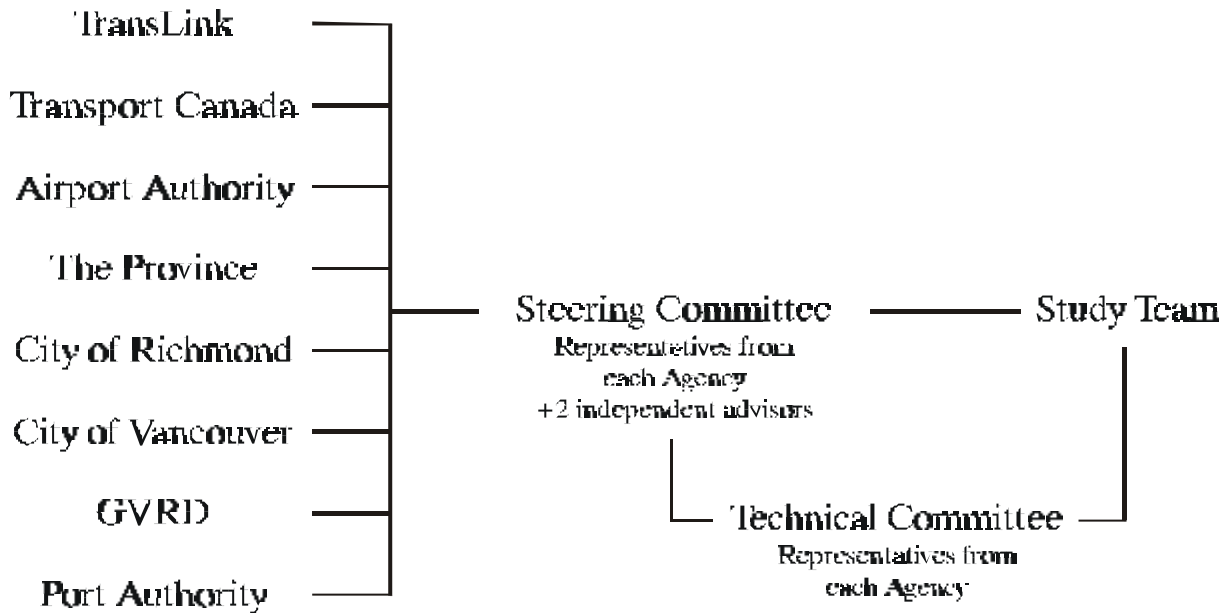
Management Plan

This document is the Management Plan. It has 7 parts:

- 1. Project Oversight:** describes an organizational structure for the Study, which contemplates the participation of the following agencies: TransLink (as the lead agency); Transport Canada; the Province; GVRD; City of Richmond; City of Vancouver; Vancouver International Airport Authority and the Vancouver Port Authority
- 2. Project Management:** describes the Study team
- 3. Phase 2 Deliverables and Work Program:** describes the elements of the Phase 2 Work Program
- 4. Phase 2 Resources:** describes the resources for Phase 2
- 5. Phase 2 Budget:** describes the budget for Phase 2
- 6. Phase 2 Funding and Schedule:** describes funding for Phase 2 and Schedule
- 7. Phase 3 (Rapid Transit Line – Definition) Work Program:** briefly outlines the elements of a workplan for Phase 3.

1. Project Oversight

PARTNERSHIP OF 8 KEY AGENCIES



Steering and Technical Committees

Steering Committee

A Steering Committee will oversee the Study. The Steering Committee members will be as follows:

1. a representative senior staff person from each Agency; and
2. two independent advisors to be nominated by the Project Manager (see below), and approved by the Steering Committee, based on the following:
 - experience in rapid transit projects, but with no current involvement in rapid transit planning or construction in the lower mainland; and
 - experience in transportation planning projects administered by a number of agencies.

The Steering Committee will:

1. establish key principles for the Study;
2. endorse the detailed work program for Phase 2, Phase 3 (if it proceeds), and an implementation phase (if it proceeds) as developed by the Study Team;
3. provide guidance to the Study Team;
4. receive for information consultant contracts;

5. review and provide comment on reports to Agencies (noting that from time to time, there may not be consensus among the Steering Committee members, reports to Agencies may reflect differing views of particular issues); and
6. review and approve expenditures, as agreed by the Steering Committee, and such additional roles as the Steering Committee, in consultation with the Study Team, may determine appropriate from time to time.

If the Steering Committee considers it necessary or desirable, they may convene a peer review panel to review specific Study deliverables; the composition of the panel will be at the discretion of the Steering Committee.

Independent Advisors

The independent advisors will:

1. provide advice to the Steering Committee;
2. participate in Technical Committee meetings;
3. if requested by the Steering Committee or individual Agencies, report or comment directly to individual Agencies on particular issues;
4. have a role in the resolution of issues, either as members of the Steering Committee, or more formally, as outlined below (*Issue Resolution/Consultation Process*).

Technical Committee

A Technical Committee consisting of representatives from those Agencies who wish representation on such a Committee will advise the Steering Committee. The Technical Committee will:

1. provide technical advice and support to the Agencies' representatives on the Steering Committee;
2. be available to the Study Team and consultants for advice generally, or on issues of particular significance in or to the Agency they represent.

A Technical Committee member will provide comments and advice directly to the Agency's Steering Committee representative. In addition, depending on the issue, all or some of the Technical Committee members will attend Steering Committee meetings. While the independent advisors will attend Technical Committee meetings, and may provide a liaison role between the Technical and Steering Committees it is not intended that they be the source of information from the Technical Committee; the Study Team and Technical Committee members will advise the Steering Committee directly.

Issue Resolution/Consultation Process

The goal is for all Agencies to agree on:

1. whether or not there is a case for a Richmond/Airport Vancouver rapid transit link to be built in the next decade, and the general performance and design specifications for the line;
2. following completion of the Needs Assessment/Concept Feasibility Phase, if the decision is to proceed to Phase 3, a Memorandum of Understanding for completion of Phase 3 - Rapid Transit Line Definition;
3. following completion of the Phase 3 - Rapid Transit Line Definition, a project implementation plan for a Richmond/Airport - Vancouver rapid transit line.

Recognizing that the Agencies have different interests, issues may arise. The Agencies acknowledge that depending on the nature of the issue, the respective boards/councils of the Agencies may have statutory authority to determine the outcome or resolution of an issue. This process is not intended in any way to derogate from that authority, but is intended to provide a structure through which the issue may be formally discussed among the Agencies concerned.

In the event of an issue that cannot be satisfactorily resolved at the Steering Committee, the following process will apply:

1. the Project Manager, through the Steering Committee, will identify those Agencies that have an interest in the issue and in consultation with them, will describe the issue;
2. the most senior staff members of the Agencies with an interest in the dispute (including the Steering Committee member) will meet with the Project Manager to resolve the issue;
3. if unsuccessful, the Project Manager, in consultation with the independent advisors will prepare an information report to the Agencies outlining the nature of the issue, and will present the report directly to the Agency board/council for their consideration and direction;
4. the Mayors of the municipalities or designated representatives of the affected Agencies will meet with the Project Manager and independent advisors to discuss the issue, with a view to resolving it;
5. if following the meeting the issue remains unresolved, the issue will be referred to a three person panel consisting of a chair who is acceptable to all the interested Agencies and the independent advisors; the recommendation of the panel will not be binding, but in the spirit of the cooperative nature of the Study, the Agencies agree to act in good faith and consider seriously the advice of the panel.

2. Project Management

The Study will be managed by a Study Team, consisting of:

1. a Project Manager
2. a Technical Program Manager
3. a Planning/Land Use Program Manager
4. an assistant to the Project Manager
5. an administrator

The Study Team will conduct analysis and technical reviews and manage contract and other consultant staff. The Study Team will retain consultants or use seconded Agency staff in the following areas:

1. Transportation and engineering analysis
2. Land use analysis
3. Financial Analysis
4. Alternative construction/financing/management methods and models, including public/private partnerships
5. Public consultation

The Project Manager will act on behalf of, and take direction from, all of the Agencies through the Steering Committee. The Project Manager will be guided by the Steering Committee but may also report directly to the municipal councils or designated representatives. Reports at key decision points will be written and presented to the Agencies by the Study Team, with, at the discretion of the Agency, an accompanying report from the Agency.

The management process seeks to establish the Steering and Technical Committees as representative committees. The Study Team will, as a group act on behalf of all of the Agencies, so as to avoid a requirement for any Agencies to duplicate the work of the Study Team. The Study Team will rely on Agency staff for input on issues that are specific to an Agency (e.g. street design issues within Richmond or Vancouver).

3. Phase 2 (Needs Assessment/Concept Feasibility) Deliverables and Workplan

Phase 2 Deliverables

The product deliverables of the Needs Assessment/Concept Feasibility Phase will consist of:

Needs Assessment

- *developing and verifying with Agencies and public the case for a rapid transit link between Richmond, the Airport and downtown in the next decade*
- 1. a review of technical work undertaken over the last decade in a number of studies; summary and presentation of what has changed since that work was done and what new work needs to be done (some of which may be done as part of Phase 2); this new work could include identifying complementary initiatives (e.g. cruise ship berth; Airport expansion plans; proposed or anticipated land use changes);
- 2. identification of the elements of the case for a rapid transit link including ridership demand factors (including air and sea passenger and freight traffic), congestion issues in relation to regional and local policy objectives, development opportunities and key linkages with the regional transportation system (where necessary, limitations in present regulations or plans (e.g. municipal regulations; OCPs; expansion plans) will be identified; with particular agency approval, individual work programs to address those identified may form part of this phase;
- 3. on the basis of this work, an analysis to verify that construction of a rapid transit line would be justified in the near term by the benefits to the community and the Agencies;
- 4. preparation of materials to communicate the analysis to the Agencies and the public, and assessing support levels from the Agencies and the public for construction of the line in the next decade;
- 5. a summary of the results of public consultation;

Concept Feasibility

- *defining the general specifications for a rapid transit line to a level necessary for a needs assessment and feasibility analysis and developing a program to define the capital funding options, including the potential involvement of the private sector.*
- 6. definition of general performance and design specifications of a rapid transit connection including:
 - a. corridor and technology options
 - b. public realm design considerations/imperatives/mitigation strategies
 - c. potential future extensions
 - d. overall cost estimates
- *if warranted by initial results, the following work will be preparatory to Phase 3*
- 7. development of early concepts for an evaluation framework by which corridor and technology options could be considered
- 8. preparation of proposal call language and specifications for any new technical work (some of which may be completed as part of Phase 2, some of which may carry over to the Phase 3 - Rapid Transit Line Definition)

9. preparation of proposal call language and specifications for new land use/urban design work, in consultation with municipalities and the regional district; (some of which may be completed as part of Phase 2, some of which may carry over to Phase 3 - Rapid Transit Line Definition)
10. reviewing and investigating the possibilities for capital funding options, including potential involvement of the private sector, and the potential for design-build-operate
11. if we decide to proceed, developing the work program for Phase 3 - Rapid Transit Line Definition.

Phase 2 Workplan

1. Review and Summary of Previous Technical Work

The Study Team and/or consultant staff will review and summarize all prior technical work. During this review, the Study Team will consult with Agencies and stakeholders to identify issues and concerns related to prior work and identify any new opportunities to enhance the utility or functionality of a rapid transit connection. The Study Team, in consultation with the Agencies, will identify the elements of an analysis of the need for a rapid transit line in the next decade.

2. Additional Agency and Stakeholder Consultation

The Study Team will enter into discussions with Agencies and stakeholders to identify other initiatives (development, potential land use changes, opportunities for goods movement or courier services, bonded transportation from the airport to cruise facilities) which may be complementary. These discussions may lead to the definition of technical studies to be conducted in the current work program and/or the work program for Phase 3 - Rapid Transit Line Definition.

Internal working groups at the Airport and Port may be structured to assist in evaluating specific needs and opportunities at the Airport and Port - in particular opportunities that may be common to both Agencies (e.g. downtown check-in for cruise ship passengers; sea/air freight connections). Other task-specific working groups may be established for issues identified in the Agency and stakeholder consultation.

3. Public Consultation

The public consultation process in the Needs Assessment/Concept Feasibility Phase will be established by the Project Manager in consultation with the Steering Committee, the public consultation consultant and introductory discussions with community groups. It will include:

- a. Open houses and public meetings in each of Vancouver and Richmond to review past technical studies and new work and to verify whether in the community's view construction would be justified in the near term and to seek input to gain an understanding as to how groups wish to be consulted in Phase 3;
- b. Structuring advisory groups to provide input on the general specifications; these groups may be drawn from neighbourhood and interest groups; where possible, the advisory groups will be created in a format consistent with municipal practice. In

some cases, the advice of previous advisory groups and processes may be applicable;

- c. Broader public consultation and opinion research, which may include focus groups and quantitative research to determine the value to the region generally of the rapid transit link and the specific connections;

4. WorkPlan for Phase 3

If initial results warrant preparing for Phase 3, Phase 2 will include preparation of a preliminary work plan and Memorandum of Agreement for Phase 3 - Rapid Transit Definition.

4. Phase 2 Resources

The Project Manager will be selected by the Agencies. The Project Manager will select the Technical Manager, the Planner/Land Use Program Manager and an Administrator. The Project Manager will provide the Project Manager's Assistant.

Agencies may be invited to second staff to the Study, either as members of the Study Team, or to perform work that may otherwise be done by consultants. The Project Manager will determine the Study Team complement, with a view to compatibility of members and skill sets. For the term of the Study, seconded staff will be directed by the Project Manager. Agencies will receive credit toward their share of the funding for the Study in an amount equal to the salary of the seconded staff.

The Agencies will provide office space, fixtures and equipment for the Study Team. Those Agencies who provide these facilities will receive credit toward their share of the funding for Phase 3.

5. Phase 2 Budget

The budget set out below is for Phase 1 and Phase 2, based on staff and premises to March 31, 2001 as shown in black on the chart below.

| Phase | Detail | 2000 | | | | | | | 2001 | | | | | | | 2 | | | | | | |
|-------|--|------|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | J | J | A | S | O | N | D | J | F | M | A | M | J | J | | A | S | O | N | D | J |
| 1 | Management Plan | ■ | ■ | ■ | ■ | | | | | | | | | | | | | | | | | |
| 2 | Needs Assessment/ Concept Feasibility | | | | | ■ | ■ | ■ | ■ | ■ | ■ | | | | | | | | | | | |
| 3 | Rapid Transit Line Definition | | | | | | | | | | | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ |

The budget is conservative, since the full scope of work required cannot be identified prior to Agency and stakeholder consultation, review of previous technical material, and completion of any required preliminary technical consultant work.

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| Project Assistant - Sept 2000 | \$5,000 |
| Project Manager and Assistant - October to March (annualized 180,000) | \$90,000 |
| Technical Program Manager - October to March (annualized 80,000) | \$40,000 |

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| Land Use/Planning Manager - October to March | \$40,000 |
| Administrator - October to March (annualized 60,000) | \$30,000 |
| Public Consultation Process - November to March 2001 | \$100,000 |
| Consultants | \$150,000 |
| Office expenses/Contingency | \$45,000 |
| | \$500,000 |

Contributions in kind

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|--|-----------|
| Value of premises and furniture (Richmond) | \$40,000 |
| Seconded Project Manager from Vancouver – May 15 to Sept. 30 | \$18,000 |
| Value of Equipment (Richmond) | \$15,000 |
| TOTAL | \$573,000 |

The budget for Phase 3 - Rapid Transit Line Definition (shown lined on the chart above) has yet to be determined, and will be determined as part of the Memorandum of Understanding for Phase 3, *should it proceed*.

6. Phase 2 Funding and Schedule

Phase 2 Funding

The Vancouver International Airport Authority and Transport Canada have both recently completed work examining the potential for developing rail rapid transit service to the Airport. The Vancouver International Airport Authority has confirmed that it will contribute \$250,000 to the costs of Phase 2. *[Commencement of the study is subject to finalization of funding, which is anticipated in the near future.]*

The costs of Phase 3 - Rapid Transit Line Definition have yet to be determined. However it is proposed that they will be shared by the Agencies and past contributions, including contributions in kind, will be recognized. The cost sharing will form part of the Memorandum of Understanding that will be signed by all participating agencies prior to the commencement of Phase 3.

Phase 2 Schedule

The Needs Assessment/Concept Feasibility Phase will begin as soon as the Agencies have approved this Management Plan, which is expected to occur by late September, and end in March 2001.

On the assumption the Agencies will endorse the Plan, preparatory work may begin in August and September, to maintain the somewhat ambitious schedule outlined in this document.

7. Phase 3 (Rapid Transit Line – Definition) Work

Program

If at the conclusion of the Needs Assessment/Concept Feasibility Phase there is general agreement among the Agencies to proceed to the Phase 3 - Rapid Transit Line Definition, the Study Team will prepare a detailed workplan for Phase 3. The elements of the workplan will include:

1. developing the specifications for a rapid transit line and a funding structure for consideration and approval by all Agencies; these specifications may be developed as part of a corridor study, or as part of a competitive process involving the private sector; the specifications will include a technology and a corridor (or primary and secondary corridors) unless options are carried forward as part of a bidding process;
2. depending on the potential to involve the private sector, the work program may contemplate a bidding process on more than one corridor/technology, which may include preliminary engineering and/or refinement of specifications;
3. a program for the public consultation;
4. resource requirements and budget, including a funding formula; and
5. if warranted, a draft Memorandum of Understanding for development of the Rapid Transit Line
- 6.