

TO: CITY MANAGER

1996 NOVEMBER 20

FROM: DIRECTOR PLANNING & BUILDING

OUR FILE: 01.215.5

**SUBJECT: GVRD/PROVINCIAL TRANSPORTATION AGREEMENTS**

**PURPOSE:** To provide Council with information and recommendations concerning two Transportation Agreements between the GVRD and the Province that will involve the City of Burnaby.

**RECOMMENDATIONS:**

1. **THAT** the Mayor be authorized to sign the Protocol Agreement on the Development of Light Rapid Transit in Greater Vancouver on behalf of the City of Burnaby based on the understandings as outlined in this report and summarized in the conclusions.
2. **THAT** a copy of this report be forwarded to the Deputy Minister for the Crown Corporations Secretariat and the Chair of the GVRD Board as the City of Burnaby's response to the two GVRD/Provincial Transportation Agreements.
3. **THAT** a copy of this report be forwarded to the Cities of Vancouver, Coquitlam, Port Moody and New Westminster.

**REPORT**

**1.0 BACKGROUND**

On 1996 November 1, the GVRD Board received two reports concerning proposed Protocol Agreements between the GVRD and the Province. The first of these provides a framework agreement for negotiation of transportation governance and funding in Greater Vancouver. The second outlines a protocol agreement on the development of light rail transit in Greater Vancouver.

With respect to the first report on the transportation governance and funding issue, the Board approved the framework and authorized the Chairperson to sign it on behalf of the GVRD. At the same time, the Board directed that the framework be presented to the member Municipal Councils seeking their input on the framework.

On the matter of the Protocol Agreement on the Development of Light Rail Transit, the Board approved the agreement subject to execution by the Province of the Agreement for a Comprehensive Review of Transportation Governance and Funding, and authorized the Chairperson to sign the agreement on behalf of the GVRD. The Agreement has been forwarded to the VRTC (Vancouver Regional Transit Commission) and the Cities of Burnaby, Coquitlam, New Westminster, Port Moody and Vancouver with a recommendation that it be approved.

This report assesses the implications of these two Agreements for the City of Burnaby and presents recommendations to Council.

## **2.0 FRAMEWORK AGREEMENT FOR NEGOTIATIONS OF TRANSPORTATION GOVERNANCE AND FUNDING IN GREATER VANCOUVER**

### **2.1 Background**

On 1996 July 26, the GVRD Board defined its overall approach to transportation governance and funding as follows:

- Move forward on transportation on a broad and strategic level;
- Find ways of using some of its existing tax sources to buy a place at the table, including a realignment of responsibilities with the province, while offering to develop new transportation revenue sources;
- Pursue a virtual governance model but be willing to work on major institutional changes if the Province and municipalities are willing; and
- Play the central role in regional transportation.

As a follow up to the above, the GVRD Board on 1996 October 4 decided to:

- request that the provincial government enter into a formal process to:
  - define the optimum provincial, regional and municipal role and functions in transportation in the region; and
  - identify potential improvements to current transportation governance arrangements in the region.
- invite the Vancouver Regional Transit Commission to participate with the GVRD in the dialogue with the Province.

The new approach provides a broad mandate for the GVRD to negotiate without limitation on the overall scope of transportation organization and the sources of funding for transportation in the region. The intent of the GVRD initiative is to pursue a central role at the region level in determining the future shape of the transportation system in Greater Vancouver.

A virtual governance model is preferred by the GVRD and would not necessarily involve substantial changes in responsibilities such as the operation and funding of facilities and services. Rather, it would involve securing through formal agreements overall responsibilities for the Region in the planning and funding of regional transportation with the delivery of transportation services either remaining with existing agencies or possibly devolved to new operating agencies. The incentive offered to the Province to consider this realignment of responsibilities for transportation is the potential agreement by the GVRD to increased local funding of transportation. Whether this involves a negotiated transfer of other local government funding responsibilities to the Province remains to be seen.

## **2.2 Content**

Under the Framework Agreement, the GVRD and the Province are to conduct negotiations to review all aspects of the planning, development, financing, administration and operation of highways, roads, bridges, tunnels, cycling and pedestrian facilities, transit services, and measures intended to affect the demand for these facilities and services in Greater Vancouver and all sources of financing including both public and private. The Agreement (see **Attachment A**) covers the scope of the review, the conduct of the review and the schedule for the discussions.

The review would be conducted by negotiators appointed by both parties with support from a Technical Support Committee co-chaired by the Manager, GVRD Strategic Planning and eight local government appointees nominated by the Regional Administrative Advisory Committee (RAAC) to represent municipal administrative, planning, engineering and financial perspectives. It is intended that the parties will reach agreement on the basic principles by March 1997 and agreement on a proposal and implementation schedule by September 1997.

## **2.3 Implications for the City of Burnaby**

At this point, the outcome of the negotiations on transportation governance and funding cannot be determined. Regular progress reports are to be provided to RAAC. Clearly, the potential changes to the way transportation is organized and financed could have major implications for the role of the City in the provision of transportation in Burnaby and the type and extent of local funding sources for transportation. In this regard, the following warrants attention by the City:

### **(i) Virtual Governance**

The virtual governance model for regional transportation governance would place the GVRD in a coordinating role for transportation services and

facilities defined as regionally significant. This approach would involve creating a set of working arrangements or implementation agreements between the GVRD and existing transportation agencies to govern transportation in the region. This virtual governance model would require these agencies to relinquish some of their autonomy over transportation facilities defined as regionally significant. In this regard, it is considered important from the City's perspective for the Ministry of Transportation and Highways and BC Transit to have autonomy to work directly with municipalities on local or non-regional items. Some attention in the negotiations should therefore be directed to defining what constitutes matters of "regional significance" to clearly leave scope for the City to deal directly with the Ministry of Transportation and Highways and B.C. Transit on local or non-regional matters such as intersection and signal improvements, pedestrian/urban trail overpasses or local bus route changes.

(ii) Revenue Sources

Critical to the GVRD Governance and Financing proposal is the need for the GVRD to have control over the revenue sources. In this regard, the GVRD envisions certain conditions under which an existing revenue source, the property tax, could be used for regional transportation. Under the provisions of the B.C. Transit Act, the property tax is currently available to fund transit to the Vancouver Regional Transit Commission, but has not been enacted. As the GVRD has adopted a strategy on transportation governance which envisions "buying a place at the table", the outcome of these negotiations could be a greater role for the GVRD in return for use of the residential property tax to fund transportation.

## 2.4 The Point of Departure for Negotiations

A critical question for all member municipalities in the GVRD that needs focus in the negotiations is the magnitude of the base level of funding the Province would contribute over the long term to a new transportation financing and governance structure in the region.

Under the Growth Strategies Act, provincial activities in support of a regional growth strategy may be the subject of an implementation agreement. In 1996 January, the Regional Board approved a draft of a Master Implementation Agreement between the GVRD and the Province to embody a broad commitment of the Province to the fundamental goals and policies of the Livable Region Strategic Plan. One of the clauses contained in the latest version of the draft Agreement provides for preparation of an Implementation Agreement(s) under the growth strategies legislation regarding the provision of major road, highway and

transit infrastructure and services within the GVRD. The purpose of the agreement would be “to set transportation facility and service construction and funding that would achieve the objectives of the Livable Region Strategic Plan, including a more compact form”. With this type of commitment in place, the point of departure for the negotiations should be to focus on the level of continued Provincial funding commitments and a mechanism to obtain joint agreement on logical sequential transportation improvements to implement the Livable Region Strategic Plan as embodied in Transport 2021, with provision for the Region to “top up” funding priorities as circumstances and conditions require. This approach could be distinguished from an approach where the prime purpose of the negotiations would be to secure planning and funding responsibility for regional transportation by “buying a place at the table” using existing and future tax sources including the property tax. Without a clear long term commitment from the Province for the return of a “fair share” of regional provincial tax contributions for transportation improvements needed to implement the adopted regional growth strategy, there is a real danger that the GVRD communities could be left with an increasing financial burden if regional planning and development autonomy is traded off against guaranteed Provincial contributions over the life of the agreement.

### **3.0 PROTOCOL AGREEMENT ON THE DEVELOPMENT OF LIGHT RAIL TRANSIT IN GREATER VANCOUVER**

#### **3.1 Background**

In 1995 September, the Province announced its provincial transportation strategy which included the development of a LRT line in the Lougheed/Broadway/Coquitlam corridor by 2005, and in New Westminister to Lougheed Mall by 2008. Subsequently in 1995 October, the GVRD Board endorsed the Plan and directed GVRD staff to work with provincial and BC Transit staff to prepare an implementation program involving the following elements:

- Undertaking the public consultation, planning and engineering needed to determine the details of how the Broadway/Lougheed/Coquitlam and New Westminister/Lougheed Mall LRT lines will be built. This will proceed in tandem for both lines;
- Researching the optimum staging and phasing of the program and its associated capital and ongoing operating costs;
- Researching the opportunities for public/private partnerships and other innovative ways to finance, build and operate the rapid transit lines;
- Entering into partnerships involving the GVRD and its member municipalities, and in particular Vancouver, Burnaby, Coquitlam, Port Moody, and New Westminister, to ensure that land use and zoning policies support the rapid transit investments and

other transit initiatives within the context of the Livable Region Strategic Plan;

- Working with the GVRD and its member municipalities on the changes to transit funding and related governance needed to support this program.

These efforts would have defined a major role for the GVRD in all phases of the development of the LRT including planning, engineering, financing and public consultation. On the other hand, the roles of the affected municipalities were not clearly defined. Also at this time, governance and funding issues were included within the anticipated protocol agreement on LRT.

### 3.2 Content

The protocol agreement (see **Appendix B**) is the culmination of negotiations between the Province and the GVRD to define the roles and responsibilities of the various parties in the planning of the LRT corridor. The agreement defines the scope and administrative framework and schedule for the development of the announced LRT system. The scope of the protocol agreement is noted as the LRT development phase including preliminary design, engineering and public consultation. A number of conditions are defined for the LRT development phase in the specified corridors including the type of rapid transit, the rights-of-way, the application of grade separation, the in-service dates, land use planning, etc. Issues such as transportation funding and governance as they relate to LRT development are the subject of a separate agreement as previously discussed. This work is to be initiated by year end and be complete by 1998 at which time a "go / no go" decision is to be made by the Parties. Resolution of the government and funding issues which are the subject of the Agreement in section 2.0 above is essential prior to this decision.

### 3.3 Implications for the City of Burnaby

The protocol agreement for the development of LRT in Greater Vancouver essentially defines the scope of involvement by the City of Burnaby in a project critical to the future development of the community and shape of the transportation system. In this regard it is most important that the City have the major role in decisions on the planning and integration of LRT and the shape of the development along the line in Burnaby which supports the LRT system. In this regard the following matters warrant Council's attention:

(i) Direct Municipal Discussions

The relationship of the LRT to adjacent land uses and municipal transportation elements is a key element to the City's OCP response to Livable Region Strategic Plan. As such, it will be necessary for the City to

have direct discussions with key participants in the project including B.C. Transit, the Project Coordination Office, the project consultants and affected property owners. The administrative framework as outlined in the Agreement provides for Burnaby representation on the Steering Committee, the Technical Review Committee and the Land Use Planning and the LRT Planning & Engineering technical support groups. This framework is seen by the City as a means to augment the needed direct discussions as outlined above, rather than replace them.

(ii) Public Consultations

Significant portions of the Lougheed/Broadway LRT corridor in Burnaby are involved with recent locally based major planning initiatives including the Lougheed and Brentwood Town Centre areas. Other areas along the corridor need a comprehensive review assessment as part of our ongoing OCP review. It is essential that no public consultation occurs without a local City context and presence to ensure the appropriate linkages with our ongoing planning processes.

(iii) Grade Separations

The protocol agreement defines a number of conditions governing the development of LRT including the requirement for a primarily at-grade system on existing rights-of-way with grade separations *only where absolutely necessary to contain costs* (item 1 (i)). It is the view of staff that grade separation needs to be reviewed on an individual basis subject to technical merit, as well as cost considerations. While desire to contain costs is recognized, grade separations may be required to incorporate LRT in the community while maintaining the efficient operation of the road system and the livability of adjacent neighbourhoods and town centres.

(iv) Livable Region Strategic Plan (LRSP) Growth Targets

Item I (3) under Scope of the Protocol Agreement indicates that the LRT system is to be reinforced by complementary land-use plans, development process and other commitments by municipalities *to achieve LRSP growth targets* (our emphasis) and to maximize LRT market potential. Staff are unclear as to which specific LRSP growth targets are being referred to. At the time of the adoption of the LRSP by the GVRD Board on 1995 October 27, the Plan makes reference to two growth management targets; one for the Greater Vancouver Regional District as a whole and the other for the Growth

Concentration Area. No growth management municipal targets are included in the approved Plan. Identification of LRSP growth targets at the municipal level is the subject of current OCP reviews being undertaken and will be included in the required Regional Context Statements. It was clearly indicated to the GVRD at the time of our response to the LRSP that it necessary for the City to complete a revised OCP to more specifically define the City growth opportunities in the context of the LRSP objectives. Furthermore, the City wanted to be assured that the Growth Concentration Area targets were determined to be realistic and achievable following the response of the respective municipalities (including those not involved in the subject LRT review). As such, a review of municipal LRSP growth targets is beyond the scope of this study, particularly given the linear context of the LRT Corridors under consideration.

Section D of the agreement makes reference to the Land Use Planning group that will be the prime responsibility of the 5 other cities involved with the LRT project. In the language of the agreement, it is indicated that the GVRD will designate an individual responsible for facilitating coordination between municipalities "in the preparation of the regional context statements". With respect to the preparation of the regional context statements, it is the understanding of the City that this refers only to those aspects as related to the relationship of land use planning and LRT and not the entire Regional Context Statement.

#### 4.0 CONCLUSIONS

The two GVRD/Provincial Transportation Agreements as reviewed in this report could have potentially significant implications for the City of Burnaby and other member municipalities of the GVRD. It will be necessary for the City to closely monitor the outcomes of these agreements.

The following summarizes the main items of municipal interest as has been noted in this report under the two agreements:

##### **Framework Agreement for Negotiations of Transportation Governance and Funding**

- the City of Burnaby is expecting to have representation on the Technical Support Committee as one of the eight local government appointees as nominated by the Regional Administrative Advisory Committee (RAAC);




- the City considers it important for the Ministry of Transportation and Highways and B.C. Transit to have autonomy to work directly with municipalities on local or non-regional transportation items;
- the negotiations need to address and clearly define what constitutes matters of “regional significance” to clearly leave the scope for the City to deal directly with provincial agencies on local and non-regional matters. RAAC should be asked to comment on the proposed definition.
- the point of departure for the GVRD in the negotiations with the Province should be to focus on an appropriate level of continued Provincial funding commitments for transportation and to secure specific Implementation Agreements with the Province under the Growth Strategies Act that focus their resources on improvements consistent with the Livable Region Strategic Plan as embodied in Transport 2021, with provision for the Region to “top up” funding priorities as circumstances and conditions require.
- an update on the outcome of the negotiations should be provided to member City Councils for their evaluation prior to it being forwarded to the GVRD Board for approval.


**Protocol Agreement on the Development of Light Rail Transit in Greater Vancouver**

- the City of Burnaby will be represented on all the Committee and Working Groups associated with this agreement;
- the City will continue to have direct discussions with key participants in the project including B.C. Transit, the Project Coordination Office, the project consultants, affected property owners, adjacent neighbourhood areas and neighbouring municipalities;
- no public consultations associated with the LRT project should occur without a local City context and presence to ensure the appropriate linkages with our ongoing planning processes;
- grade separation needs along the corridor should be reviewed on an individual basis subject to technical merit as well as cost considerations;

- a review of the City's growth targets as related to the LRSP is the subject of our OCP review and is beyond the scope and mandate of the LRT project. Discussions of general targets along the corridor are appropriate, but in themselves will not constitute the City's OCP response to the Livable Region Strategic Plan;
- with respect to the reference to Regional Context Statements, it is the City's understanding that this refers only to those aspects as related to the relationship of land use planning and LRT and not the City's entire Regional Context Statement that will be incorporated within the OCP.



D.G. Stenson, Director  
PLANNING & BUILDING



JSB:RG/ma  
attachments (2)

cc: Director Engineering  
Director Finance  
Director Recreational & Cultural Services

**FRAMEWORK AGREEMENT FOR NEGOTIATION OF TRANSPORTATION  
GOVERNANCE AND FUNDING IN GREATER VANCOUVER**

**I. INTRODUCTION**

This protocol agreement defines the terms for a comprehensive review of the way in which transportation in Greater Vancouver is governed and funded. The review will be conducted through negotiations between the Province of British Columbia and the Greater Vancouver Regional District ("the parties"). Its overall purpose is to define the most appropriate arrangements for delivery and financing of urban transportation infrastructure and services as well as transportation demand management strategies to advance the shared objectives of the parties.

This is an implementation agreement under S. 942.3 of the Municipal Act. It follows from and is consistent with the Master Implementation Agreement on the Livable Region Strategic Plan that was given preliminary approval by the GVRD Board in January 1996 and is expected to be given final approval by the parties in late 1996. It is one of the initiatives selected by the parties to implement *Going Places: Transportation for British Columbians*, the provincial transportation strategy promulgated in September 1995 and the *Livable Region Strategic Plan* adopted by the GVRD Board in January 1996 and recognized in an Order by the Minister of Municipal Affairs as a regional growth strategy under S. 942 of the Municipal Act in February 1996.

The parties have already initiated a number of cooperative transportation planning efforts to follow up on these policies, including studies of transportation demand management, light rail and long-range road network planning for the South Coast.

The member municipalities of the GVRD have committed to the achievement of the land use objectives of the Livable Region Strategic Plan. Supportive transportation decisions are critical to the attainment of these objectives.

It is evident from these efforts that consideration needs to be given to the basic arrangements for governance and funding of transportation in the region with a view to ensuring that decisions pertaining to urban transportation facilities and services and transportation demand management support each other, *Going Places: Transportation for British Columbians* and the *Livable Region Strategic Plan*. Of prime importance is the allocation of existing and potential new funding between urban transportation initiatives. A fundamental objective of the parties is the conservation of resources.

**Limiting Conditions**

The parties intend that the review conducted under this agreement examine all possible options and not be limited by existing legislative or financial arrangements. It is

therefore possible that options and proposals may be generated that would require legislative changes and/or formal approvals by the GVRD and/or its member municipalities. Establishment of this agreement does not in any way commit any of these participants to the authorization of such changes.

The parties agree that, during the course of this review, the parties will consult each other prior to the implementation of any transportation initiatives that would be affected by the outcome of this review.

## **II. SCOPE OF REVIEW**

The review encompasses all aspects of the planning, development, financing, administration and operation of highways, roads, bridges, tunnels, cycling and pedestrian facilities, transit services and measures intended to affect the demand for these facilities and services in Greater Vancouver. The review will consider the utilization of existing funding sources, the potential for realignment of existing funding sources and the potential for utilization of alternative funding sources. The review will consider opportunities for the delivery of urban transportation services by the private sector.

## **III. CONDUCT OF REVIEW**

The review will take the form of negotiations between the parties with support from a joint technical committee.

### **Negotiation Structure**

Each party will appoint a negotiator to conduct negotiations on behalf of the parties. The mandate of the negotiators will be to negotiate proposals for consideration by the parties, subject to all the requirements for formal review and approval by the authorities having jurisdiction.

### **Joint Technical Support**

The parties will convene and co-chair a Technical Support Committee, representative of all affected public sector participants, that will organize and supervise research requested by the negotiators for the parties. Any out-of-pocket costs of such research will be jointly and equally funded by the parties.

## **IV. SCHEDULE**

It is intended that the results of this review include the funding and governance context for the implementation of the Broadway-Lougheed Highway-Coquitlam-New Westminster Light Rail line as one continuous line if a technical basis for this project is established through the Protocol Agreement on the Development of Light Rail in Greater Vancouver. It is therefore agreed that the review will commence with the signing of this agreement and that the following schedule will be pursued:

- March 1997 - agreement on basic principles; and

- September 1997 - agreement on a proposal and implementation schedule for new governance and funding arrangements for review by the parties, other authorities and the public.

**V. AUTHORIZED SIGNATURES**

*Signed on behalf of the Province of British Columbia*

\_\_\_\_\_  
**Minister Responsible for Transit**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Minister of Municipal Affairs**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Minister of Transportation and Highways**

\_\_\_\_\_  
**Date**

*Signed on behalf of the Greater Vancouver Regional District*

\_\_\_\_\_  
**Chairperson**

\_\_\_\_\_  
**Date**

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## PROTOCOL AGREEMENT ON THE DEVELOPMENT OF LIGHT RAIL TRANSIT IN GREATER VANCOUVER

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### Introduction

This protocol agreement is intended to define the terms of the relationship between the Province of British Columbia (the Province), BC Transit, the Vancouver Regional Transit Commission (VRTC), the Greater Vancouver Regional District (GVRD) and Vancouver, Burnaby, Port Moody, Coquitlam, and New Westminster (collectively referred to as "the Parties") within an administrative framework tasked with the initial development stages of Light Rail Transit (LRT) in the Broadway-Lougheed-Coquitlam-New Westminster corridor.

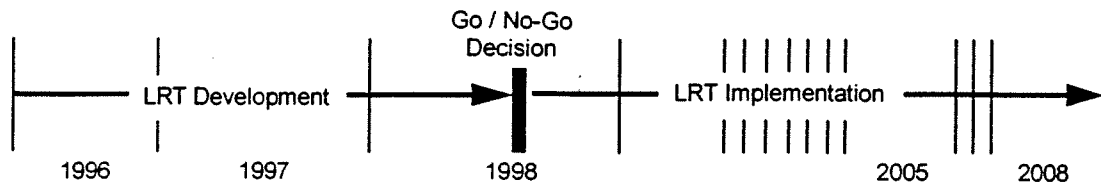
This protocol agreement is pursuant to the Province's announcement of September 14, 1995, to proceed subject to certain conditions being met, with the implementation of, an LRT connecting Central Broadway with Lougheed Mall and Coquitlam Centre by 2005, and connecting Lougheed Mall with New Westminster by 2008. The announcement was made pursuant to *Going Places: Transportation for British Columbians*, a transportation strategy for British Columbia; and forms an integral part of *In Transit: People Moving People*, BC Transit's 10 Year Development Plan. Implementation of LRT in the specified corridors is also consistent with the GVRD's *Livable Region Strategic Plan* (LRSP) to combine compact metropolitan area development with transportation improvements that give priority to non-automobile modes of travel in Greater Vancouver. On February 10, 1996, the Minister of Municipal Affairs issued an order recognizing the LRSP as a regional growth strategy pursuant to Part 28.1 of the Municipal Act. This protocol agreement is an implementation agreement under S. 942.3 of the Act.

### I. SCOPE OF PROTOCOL AGREEMENT

This protocol agreement is intended to cover the "*LRT Development*" phase during which planning, preliminary design, engineering and public and stakeholder consultation pertaining to development of the LRT in the specified corridors will be undertaken and completed.

This phase will commence in 1996 and end in 1998 at which time a "go / no-go" decision must be made by the Parties. Resolution of the governance and funding issues which are the subject of the "Framework Agreement For Negotiation of Transportation Governance and Funding in Greater Vancouver" is essential prior to this decision. If and only if the decision is made to proceed, the "*LRT Implementation*" phase will be initiated. (See Figure 1).

**Figure 1 - LRT Development and LRT Implementation**



The objective of the *LRT Development* phase is to determine the scope/design, schedule, budget, land-use and development process requirements for the LRT. This is to be done subject to the following conditions:

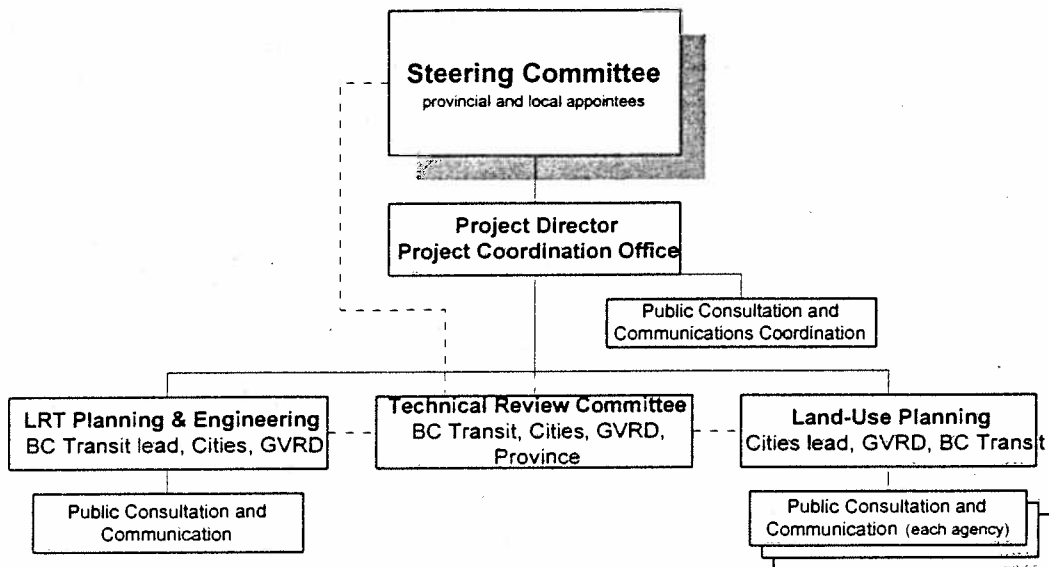
1. The LRT system is to be primarily in the form of at-grade conventional LRT and primarily on existing rights-of-way, with enhancements such as grade separations only where absolutely necessary to contain costs while providing sufficient people moving capacity to support development of a more compact metropolitan area.
2. The in-service date of the Broadway-Coquitlam section of the line is to be no later than 2005, and the in-service date of the New Westminster-Lougheed section of the line is to be no later than 2008.
3. The LRT system is to be reinforced by complementary land-use plans, development process and other commitments by municipalities to achieve LRSP growth targets and to maximize LRT market potential. Municipalities should also seek to accommodate bus priority measures which are equally integral to the regional transit development strategy.
4. Transportation funding and governance arrangements satisfactory to all affected parties are to be developed under the Framework Agreement For Negotiation of Transportation Governance and Funding in Greater Vancouver.
5. Consultations are to be undertaken with communities, neighbourhoods and businesses to address local concerns raised by LRT Implementation, the emphasis being on identifying measures for mitigating any negative local impacts and improving the quality of transit service.

The commitments of provincial, regional and municipal governments are to be formalized in regional context statements in Official Community Plans and agreements under the auspices of the *Growth Strategies Act*.

## II. ADMINISTRATIVE FRAMEWORK FOR LRT DEVELOPMENT WORK PROGRAM:

The administrative framework for the work program including planning, design, preliminary engineering and public consultation associated with LRT Development is outlined below and represented graphically in Figure 2. The framework as described here represents an initial agreement between the Parties. It may be altered within the LRT Development period by agreement of all Parties (in negotiation of funding and governance under the Framework Agreement For Negotiation of Transportation Governance and Funding in Greater Vancouver) as may be necessary to incorporate public-private partnership components or otherwise modify the project implementation.

**Figure 2 - Administrative Framework for LRT Development Work Program**



### A. Steering Committee

A Steering Committee comprised of eleven members will be appointed. The Province will appoint four members and Vancouver, Burnaby, Port Moody, Coquitlam, New Westminister, the GVRD and the VRTC will each appoint one member. Two Co-Chairs of the committee will be appointed: one by the Province and one from the representatives of local and regional governments. Each member will represent the interests of the body they represent, and membership will be contingent on the holding of the respective office or appointment. The Steering Committee will use a consensus-based approach to decision-making.

The Steering Committee will approve and oversee the planning, design, preliminary engineering and public consultation for the *LRT Development* phase subject to the budget available.



The Steering Committee will be required to submit a final report to the Parties upon completion of its work. The report will include:

1. options and recommendations pertaining to project scope/design, schedule and budget;
2. options and recommendations pertaining to land-use plans, development processes and other commitments required for support of the project;
3. description and outcome of public consultations; and
4. recommendations as to how *LRT Implementation* should proceed.

The Steering Committee will also be required to produce quarterly progress reports and to meet at least once quarterly.

#### **B. Project Director and Project Coordination Office (PCO)**

A Project Director will be selected by the Steering Committee from a list provided by the Province. The Project Director will have responsibility for coordination and completion of the LRT Development work program including all public consultation, planning, design, and preliminary engineering during *LRT Development* and will be the senior management spokesperson for the project. The Project Director will be accountable and report regularly to the Steering Committee.

The first task for the Project Director will be to prepare and submit a workplan and detailed budget for approval by the Steering Committee for planning, design, preliminary engineering and public consultation for *LRT Development*.

The Project Director will directly manage staff in a Project Coordination Office (PCO). PCO staff will be selected by the Project Director.

#### **C. LRT Planning and Engineering**

BC Transit will designate an individual responsible for LRT Planning and Engineering. This individual will work with the Project Director and will be responsible for developing and overseeing a workplan for defining the scope/design, schedule and budget for *LRT Development* and for public consultation in this regard, conducted in cooperation with the municipalities.

#### **D. Land-Use Planning**

Each municipality through which the specified LRT corridors run will designate an individual responsible for Land-Use Planning. These individuals will work with the Project Director and will be responsible for developing and overseeing the workplan including public consultation for defining the land-use and development process

requirements needed to support *LRT Implementation*. The GVRD will designate an individual responsible for facilitating coordination between municipalities in the preparation of regional context statements and for advising the Project Director with respect to the achievement of the LRSP growth targets.

#### **E. Technical Review Committee**

A Technical Review Committee will be established which will include senior staff from BC Transit, the Province, the GVRD, and the key municipalities. The main responsibility of the Technical Review Committee will be to review technical issues and reports arising from the LRT Planning and Engineering and Land-Use Planning activities to ensure appropriate integration and to provide independent advice to the Project Director on work associated with *LRT Development*. The committee will also act as a sounding board for the PCO by reviewing draft material. The PCO will provide administrative support to the Technical Review Committee.

#### **F. Funding**

Funding of planning, design, preliminary engineering and public consultation for *LRT Development* will be treated as project funding if and only if that work is undertaken within the administrative framework outlined in this protocol agreement and approved by the Steering Committee.

Funding is subject to the following:

1. The Province and the VRTC will fund 100% of the eligible expenses of the Steering and Technical Review Committees and 100% of the costs of the Project Director, Project Coordination Office and LRT Planning and Engineering. Eligible expenses of the Steering and Technical Review Committees are restricted to the direct costs of staging meetings and exclude compensation for any committee members for time or travel. Funding will not exceed amounts approved by Treasury Board and the VRTC.
2. Municipalities and the GVRD will fund 100% of project costs for Land-Use Planning. BC Transit will make available staff at its cost to participate in Land Use Planning processes.

Final cost-sharing of project funding for LRT implementation will be determined through funding and governance negotiations. VRTC funding as stipulated above will be considered local funding. If no agreements are reached in this regard, the Parties will be responsible for LRT Development costs as stipulated above.

#### **IV. SCHEDULE**

1. Representatives on the Steering Committee and the Technical Review Committee will be appointed by December 15, 1996.
2. A Project Director will be appointed by January 30, 1997.
3. A workplan and budget for planning, designing, preliminary engineering, and public consultation will be submitted by the Project Director to the Steering Committee by March 31, 1997.
4. Progress and compatibility will be reviewed by September 1997 in conjunction with the "Framework Agreement For Negotiation of Transportation Governance and Funding in Greater Vancouver."

**Signed on behalf of the Province of British Columbia**

\_\_\_\_\_  
**Minister Responsible for Transit**

\_\_\_\_\_  
**Date**

**Signed on behalf of the Greater Vancouver Regional District**

\_\_\_\_\_  
**Chairperson**

\_\_\_\_\_  
**Date**

**Signed on behalf of the Vancouver Regional Transit Commission**

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**Chairperson**

\_\_\_\_\_  
**Date**

**Signed on behalf of the City of Burnaby**

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**Mayor**

\_\_\_\_\_  
**Date**

**Signed on behalf of the City of Coquitlam**

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Date**

**Signed on behalf of the City of New Westminster**

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Date**

**Signed on behalf of the City of Port Moody**

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Date**

**Signed on behalf of the City of Vancouver**

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**Mayor**

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**Date**

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