

NO: C001

COUNCIL DATE: June 12, 2017

COUNCIL-IN-COMMITTEE

TO: **Mayor & Council**

DATE: **June 9, 2017**

FROM: **General Manager, Engineering**

FILE: **8740-01**

SUBJECT: **Surrey Light Rail Transit Update**

RECOMMENDATION

The Engineering Department recommends that Council receive this report for information.

INTENT

The purpose of this report is to provide an update on the Surrey Light Rail Transit (“LRT”) project with a summary of activities carried out to achieve project readiness that includes the Provincial Due Diligence review, Early Works, public re-engagement and consultation, as well as the status of the 104 Avenue Land Use Study. This report also presents the organization charts of the City’s and TransLink’s LRT Project Teams.

BACKGROUND

The provision of rapid transit in Surrey is supported by nearly 40 years of regional policies and transportation plans. Since the 1976 Livable Region proposal, where the town centres in the region were proposed to be connected by a rapid transit network, a succession of regional strategic plans have identified the need to connect Surrey City Centre with other regional centres as well as the town centres within Surrey. These plans include the Livable Region Strategic Plan (1993), Transport 2021 (1993), the South of Fraser Area Transit Plan (2008), Metro Vancouver’s Regional Growth Strategy (2011) and TransLink’s Regional Transportation Strategy (2013).

In 2009, TransLink and the Province jointly launched the Surrey Rapid Transit Alternatives Analysis (the “SRTAA”) study. By early 2013, a shortlist of rapid transit alternatives emerged for further consideration by decision makers. At the November 2013 Regular meeting, Council endorsed the 27-kilometre LRT network as one of its priority capital projects for Federal funding. In the following year in June, after reviewing the extensive technical findings and submissions by TransLink and the City, the Mayors’ Council adopted the LRT network in its 10-Year Vision Plan to serve communities in Surrey and South of the Fraser. The 27-kilometre Surrey LRT project is to be implemented in two phases, with the initial phase (delivered within seven years) covering the Surrey-Newton-Guildford (the “SNG”) Line and the following phase (delivered in 12 years) by the Surrey-Langley (the “SL”) Line on Fraser Highway.

In early 2015, the TransLink-led technical program on the planning and design of the Surrey LRT commenced. A funding announcement was made by the Federal and Provincial governments in the summer of 2016 that enabled TransLink to begin implementing Phase 1 of its 10-Year Investment Plan. The \$58 million of funding announced in 2016 allowed the planning and design work to continue on the Surrey LRT project, as well as the start of LRT related Early Works. At the February 20, 2017 Regular meeting, Council endorsed the official LRT vision statement included in Corporate Report No. R038, a copy of which is attached as Appendix "1":

Street-oriented LRT will transform Surrey into connected, complete and livable communities, making the City and Region more vibrant, accessible, competitive and sustainable.

DISCUSSION

Due Diligence Review

In 2016, the Province initiated the Due Diligence process for the Surrey LRT project, primarily to review the benefits and costs established at the end of a design period ending in the Fall of 2016. This Due Diligence process is consistent with that being applied to all of the major capital projects in the region, namely: Surrey LRT; Millennium Line Extension on Central Broadway; and the Pattullo Bridge Replacement. The review was coordinated and has continued to be managed by Partnerships BC. The main purpose of the Due Diligence review is to prepare the Surrey project for a Business Case submission to the BC Treasury Board. By early 2017, a panel was appointed by the Province to conduct further Due Diligence on the various aspects of the project design. Some of the items currently under review include light rail operation, land use potential to optimize ridership, property access, and traffic management during construction.

The Surrey LRT Due Diligence is near completion and the Business Case is scheduled for submission to the Province in the Fall of 2017.

Early Works

Funding for the Early Works of the Surrey LRT project was announced by the Federal and Provincial governments in June 2016, followed by TransLink's approval of matching funds in November of 2016. A total of \$58 million has been allocated for the LRT Early Works in Phase 1 of TransLink's 10-Year Investment Plan.

The scope of the Early Works funding includes: water main and storm sewer utility relocation on 104 Avenue; replacement of the Bear Creek Bridge on King George Boulevard near 88 Avenue; and the raising of BC Hydro transmission structures on 104 Avenue and King George Boulevard. Other Early Works, which are being undertaken by TransLink, include the planning and design of the Newton and Guildford LRT terminus with provisions of improved bus exchange facilities.

The Early Works are integral to the overall construction of the Surrey LRT project. The completion of the works at the end of 2018 will streamline the procurement and construction schedule of the SNG Line.

Project Readiness

City LRT Project Team

Recruitment of the team members has taken place to fully launch the City LRT Project Team. The City team will fully participate in the delivery of the overall project from an owner's perspective including on-going design works, community consultation, procurement documents, funding strategies, and the Early Works on 104 Avenue and King George Boulevard. The City team will be actively working with a broader group, including a TransLink team and a group of consultants, over the next two years to deliver the LRT project.

The City team is led by Scott Neuman, Project Director, and members comprised of committed and experienced internal staff, complemented with talented and skilled candidates from outside the City. There are remaining key roles to be filled, which staff are actively recruiting for completion of the team by July. The City's team structure and lead team members are shown in Appendix "II" attached to this report.

The City team will be working closely with TransLink's Project Team and their consultants. In terms of TransLink's project readiness, it has appointed its Project Director for the Surrey LRT project with a complement of supporting staff dedicated to the delivery of the Surrey Light Rail. TransLink's project team organization chart is shown in Appendix "III" of this report.

As well, the City's General Manager, Engineering continues to sit on the South of Fraser Rapid Transit Project Board from which he participates in providing direction on project activities and schedule. Membership of the Project Board includes representatives from the BC Ministry of Transportation and Infrastructure, BC Ministry of Community Sport and Cultural Development, Partnerships BC, TransLink and the City of Surrey.

Co-location of Project Office

TransLink and the City are planning to co-locate their respective Project Teams into a single project office, scheduled for the Fall of this year. The Coast Mountain Bus Company offices located adjacent to the Expo Line Gateway Station is the current candidate for the project office. It is recognized by all parties that the co-location of the Project Teams will enhance partnership and efficiencies for the timely and successful delivery of the Surrey LRT project.

Public Re-Engagement and Consultation

A public re-engagement took place in December 2016 with a series of stakeholder meetings intended for the review of the SNG LRT project, with an emphasis on city-building and the introduction of the various elements of LRT operation. The main public re-engagement was conducted in January 2017, with three public open houses sharing general project information and visual presentation of the LRT project. Both the December and January re-engagement events were jointly hosted by TransLink and the City. A summary report of the January re-engagement was substantially completed, and staff will transmit the document to Council concurrent to the report's public release.

Follow-up public consultation events are set for later this month on June 17, June 22 and June 29. Details of the venue and public notification have been issued this week. The scope of the consultation will focus on the quality of the LRT service, and further details of LRT operation will be presented to the public. As well, the open houses will outline the environmental review process, including the schedule and scope that the project is committed to undertake to fully address all environmental issues.

It is anticipated that another round of public consultation will be presented in the Fall of this year to share and seek public response to the findings of the environmental review. Additional details of the SNG reference design ready for the Provincial Business Case submission will also be presented at the Fall open houses. Staff will apprise Council in early September as details of the events are known.

104 Avenue Land Use Study

The Guildford Town Centre - 104 Avenue Corridor planning process was approved by Council in 2016, covering an area roughly bounded by 100 Avenue, 140 Street, 108 Avenue, Highway 1 and 160 Street. This planning process will propose land uses, densities, a transportation network, parks and greenways, and public facilities for this area including Guildford Town Centre, the area within 800 metres of the LRT corridor between City Centre and Guildford, and the area along 104 Avenue between Guildford and Highway 1 for Council's consideration and approval. The intent of the plan is to facilitate land uses, densities and urban design that supports the success of the LRT investment, to enhance the vitality of the Guildford Town Centre, and to reinforce sustainable and attractive urban neighbourhoods.

The Guildford - 104 Avenue planning process will be closely coordinated with the planning for the SNG LRT project itself. A consulting team led by DIALOG has been retained by the City to conduct a market assessment, to engage in public and stakeholder consultation, and to prepare a land use and transportation plan. The team is currently working on the market assessment and environmental studies, and commence public consultation in September 2017. The schedule of public consultation for the Guildford - 104 Avenue plan will be coordinated with the public consultation on the LRT project to ensure clear and consistent engagement.

Project Schedule

As indicated in the 2014 Mayors' Council 10-Year Vision plan, the 27-kilometre Surrey LRT project is to be delivered in two phases: the first phase to be completed within seven years; and the second phase within 12 years.

Given the current planning by the TransLink Board and the Mayors' Council, coupled with the funding commitment by the Federal and Provincial governments, it is anticipated that full funding of the Surrey LRT could be achieved by the end of this year. Concurrently, a project Business Case will be submitted to the BC Treasury Board in the Fall to secure a Provincial funding agreement. The following is the broad timeline of the key activities for the project delivery, with the completion of construction and beginning of revenue service dependent on the successful proponent's workplan and contract details:

Spring 2018	Issuance of Request for Approval
Mid-2018	Shortlist of Proponents for Request for Proposal
Remaining 2018	Negotiation with Proponents
Early to Mid-2019	Appointment of Concessionaire
Mid-2019	Start of Construction

SUSTAINABILITY CONSIDERATIONS

The development of LRT in Surrey supports the objectives of the City's Sustainability Charter. In particular, this initiative relates to the Sustainability Charter themes of Built Environment and Neighbourhoods and Infrastructure. Specifically, the development of LRT in Surrey supports the following Desired Outcomes:

- Neighbourhoods and Urban Design DO1: Surrey is well-connected within the City and to the rest of the region by fast and efficient public transit and active all-ages-and-abilities transportation infrastructure;
- Transportation DO11: An integrated and multi-modal transportation network offers affordable, convenient, accessible and safe transportation choices within the community and to regional destinations; and
- Transportation SD9: Continue to work with relevant authorities to plan and implement light rail transit in Surrey, and improve transit service throughout the City.

CONCLUSION

Significant progress is being made on the technical program of Surrey LRT. The progress is reflected in the substantive work completed on the Due Diligence review that will help prepare the Business Case to be submitted to the Province towards the Fall of 2017 for a funding agreement. Progress is also being made on the 104 Avenue Land Use Study that will guide and facilitate development along 104 Avenue concurrent to the shaping influence of LRT. To continue the advancement of the project, the City is actively preparing the Early Works that are scheduled to be carried out in 2018.

It is recommended that Council receive this report as information.

Fraser Smith, P.Eng., MBA
General Manager, Engineering

FS/JA/SBN/PL/cc

Appendix "I" – Corporate Report No. R038;2017
Appendix "II" – City LRT Project Team Organization Chart
Appendix "III" – TransLink LRT Project Team Organization Chart

NO: R038

COUNCIL DATE: February 20, 2017

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **February 16, 2017**

FROM: **General Manager, Engineering**

FILE: **8740-01**

SUBJECT: **Surrey Light Rail Transit Vision**

RECOMMENDATION

The Engineering Department recommends that Council:

1. Receive this report as information;
2. Authorize staff to implement the Light Rail Transit (LRT) vision and framework for the full development of urban integration and design guidelines including development planning along all LRT corridors in the City; and
3. Endorse the LRT vision in transforming Surrey into 'Connected-Complete-Livable' communities, and more specifically, the official vision statement:

“Street-oriented LRT will transform Surrey into connected, complete and livable communities, making the City and Region more vibrant, accessible, competitive and sustainable.”

INTENT

The purpose of the report is to present the Surrey LRT vision and the associated framework. This work will support discussions seeking endorsement from TransLink and will enable on-going work to meet the needs of urban integration and LRT related development planning along LRT corridors.

BACKGROUND

The provision of rapid transit in Surrey is supported by nearly 40 years of regional policies and transportation plans. Since the 1976 Livable Region proposal, where the town centres in the region were proposed to be connected by a rapid transit network, a succession of regional strategic plans have identified the need to connect Surrey City Centre with other regional centres and the town centres within Surrey. These plans include the Livable Region Strategic Plan (1993), Transport 2021 (1993), the South of Fraser Area Transit Plan (2008), Metro Vancouver's Regional Growth Strategy (2011) and TransLink's Regional Transportation Strategy (2013).

Mayors' Council 10-Year Vision

In 2009, TransLink and the Province jointly launched the Surrey Rapid Transit Alternatives Analysis (SRTAA) study. An extensive review was carried out for nearly 700 alternatives that combined different rapid transit technologies (i.e., Bus Rapid Transit (BRT), Light Rail Transit (LRT) and SkyTrain) with a range of identified corridor options. After consulting with stakeholders through an initial screening, and eventual high-level qualitative and quantitative evaluation process, three rapid transit corridors emerged as the most preferred, namely 104 Avenue, King George Boulevard and Fraser Highway.

Subsequent evaluation resulted in a handful of shortlisted options being identified with varying technology choices, geographical coverage and associated costs. In June 2014, the Mayors' Council in development of the region's 10-Year Vision Plan reviewed this material along with updated analysis and selected LRT as the preferred technology. The Mayors' Council's transit and transportation vision provides LRT South of Fraser in two phases:

- Phase 1: Surrey-Newton-Guildford (SNG) Line - connecting Surrey City Centre with Newton and Guildford town centres along King George Boulevard and 104 Avenue, and delivered within 7 years of adopting the vision; and
- Phase 2: Surrey-Langley (SL) Line - operating along Fraser Highway from King George Boulevard to Langley City, planned for service within 12 years after adoption of the vision.

Technical planning of Surrey Light Rail has been proceeding since early 2015, led by TransLink in close communication with City of Surrey staff and key stakeholders.

On November 23, 2016, a substantial funding commitment for Phase 1 was approved by the TransLink Board of Directors and Mayors' Council following extensive public consultation. This allowed planning, design and consultation efforts for the SNG Line to be advanced to the pre-procurement stage.

DISCUSSION

Eglinton Crosstown LRT Project Experience

Street-oriented, modern, low-floor LRT is being planned all across Canada, including Edmonton, Calgary, Toronto and Mississauga. These growing cities are rethinking rail transit and the transformative benefits an urban-style LRT system can bring to create modern urban centres that support jobs, business, residential and community life.

In September 2016, Surrey hosted the City of Toronto's Chief Planner, Jennifer Keesmaat, who shared the experiences of Toronto in preparing for and constructing a similar "urban LRT" line along Eglinton Avenue and explained how urban LRT gives cities the opportunity to build and design connected centres, keep people and jobs local, and re-envision streets and communities.

Pointing to the vision that inspired the Eglinton LRT project in Toronto, the lecture brought new perspectives and key lessons learnt from Canada's largest city to Surrey, with key focus on the value of establishing an overall civic vision and overall urban integration plan, rather than 'traditional' travel time driven model, which tend to underplay the true transformative urban benefits ground based LRT technology brings in integrating communities, improving the user experience, animating the streetscape with more pedestrian activity and local vibrancy.

Having a vision and urban integration plan ensures that the new LRT infrastructure is well-integrated throughout the entire corridor, and considers elements beyond just the immediate track infrastructure such as streetscapes, sidewalks, cycle tracks, landscaping and plazas. Leveraging benefits from private development, by encouraging interfaces between active ground floor fronting businesses, lends to the look and feel of a successful LRT system.

Toronto's experience ended in highlighting opportunity to leverage investment in rapid transit to reshape their communities along the corridor by building a compelling vision and reaching agreement on municipal integration with delivery agency early. Toronto's experience also stresses the value and public benefit of using LRT (in this case, Eglinton) as more than just transportation from point A to point B, but rather as a catalyst for revitalization along the whole corridor the system serves.

Vision Development Consistent with the Region and City Plans

To be part of the transformation occurring in other growing cities around Canada and around the world, City staff are undertaking a similar exercise to develop a vision for Surrey LRT that will be integral to building an integrated regional transportation system in Surrey, one which brings life to Surrey's streets and builds city-shaping. In this sense, a vision for Surrey LRT is crucial not only in building a great transit system, but also in building a great city.

In this sense, the City of Surrey identified the need for its own vision that will build internal and external alignment and which articulates the unique value of LRT while reflecting Surrey Council and TransLink Board priorities.

The vision will articulate the transformative aspects of LRT technology, more specifically making communities vibrant, connecting places where people can live and work, linking communities by a street-oriented rail network, and bringing together mobility and affordability. Creating a shared vision establishes the framework for discussions with the region, as well as for public communications and engagement work.

Over recent years, the City of Surrey has developed a series of strategic city-shaping plans and undertaken a number of initiatives to ensure that the City's transportation, land use and livability goals are supported and integrated with rapid transit. To this end, on October 20, 2014, Surrey City Council adopted the revised City Official Community Plan (OCP) to guide urban development in Surrey Metro Centre with multiple nodes in five town centres. The updated OCP focuses on rapid transit as a means of linking communities to focus and stimulate development and build the future of the City by leveraging the construction of an on-street, urban style LRT system. The City engaged extensively to develop the OCP's nine interconnected 'building blocks' centred on a core theme of creating a greener, more complete, more compact and connected community, that is resilient, safer, inclusive, healthier and more beautiful. These are illustrated in Appendix "I" and form the basis for the City's LRT vision elements.

Furthermore, the LRT vision provides for better places to live, built on transportation excellence, and aligns with regional plans and policies:

- SCBCTA (TransLink) Act: The purpose of the act is to move people and goods and support economic development, environment, and regional growth strategy.
- Regional Transportation Strategy (RTS): The Strategy sets out an approach on investing in system expansion with increasing focus on walkways and bike networks to and within the Frequent Transit Network (FTN). In addition, the Strategy encourages development of corridor and area plans that improve access to frequent transit areas and affordable housing, while nurturing the principles of healthy communities with prosperous businesses, safe streets, clean air and thriving natural environments.

- Mayors’ Council 10-Year Vision: The Vision calls for concurrent investment in connecting municipal infrastructure and direct contributions - TransLink to play a catalyst role in cost-sharing upgrades.
- BC on the Move: The plan commits to provide more travel choices in urban areas by investing in cycling, walking and transit throughout the Province.

LRT Vision Framework

Based on assessment of other successful LRT systems and dialogue with senior staff, the City established a LRT vision framework to guide the full development of urban integration and design guidelines along all LRT corridors in the City. The framework includes three crucial vision elements that lead into the associated vision statement.

The three elements are key in defining the project vision, more specifically;

Connected-Complete-Livable

These elements and components inform the intent, look and outcome of the LRT system the City is striving to deliver and are further defined below and illustrated as renderings and real life examples in Appendix “II”.

Vision Elements	Description
Connected	<ul style="list-style-type: none"> • Connecting people, places and communities quickly, safely and seamlessly to destination as well as connections to the region • Bring fast transit to the doorstep, create safe, seamless pedestrian connections, improve accessibility, reinforce and promote short trips to local parks, libraries, community centres, cultural hubs
Complete	<ul style="list-style-type: none"> • Creating “Complete” streets through entire corridor that includes sidewalks, cycling tracks, boulevard/public realm interface with businesses • Integrated multi-modal trips and make it safe, attractive and comfortable for all to get around • Consistent standards will bring out quality and unique Corridor identity
Livable	<ul style="list-style-type: none"> • Livable communities are beautiful, affordable and healthy places where people and jobs want to be • Livable will evolve Surrey’s unique community identity and allow for sustainable, green infrastructure and landscape; reinforce and connect natural heritage and features

In December 2016, the City introduced the LRT vision elements of Connect-Complete-Livable, with a broad selection of stakeholders and an associated ‘word cloud’ (Appendix “III”), which illustrated a variety of characteristics representing the LRT vision which was met with overall support.

The City has further refined the visioning work, distilling the key elements into a single vision statement:

“Street-oriented LRT will transform Surrey into connected, complete and livable communities, making the City and Region more vibrant, accessible, competitive and sustainable.”

Moving LRT Vision forward

The LRT vision will be integral to Surrey's community, Transportation and city-shaping vision and will allow build constituency, establish an emotional connection and support municipal integration.

The vision framework will guide the plans and policies forward as well as inspire and engage Surrey citizens, partners, businesses and community leaders on LRT vision. More immediately, it will help direct the urban integration and design guidelines as the project matures, including the next phase of development planning that:

- Articulates how LRT infrastructure will integrate or "fit in" with evolving urban environment of the corridor on "opening day" and at "ultimate buildout";
- Illustrates the corridor vision and design principles in order to enrich further public resident consultation, corridor interface with private development and public realm at large and to assist the LRT project procurement process; and
- Illustrates and develops guidelines with respect to character defining element of individual neighbourhood along alignment for private sector development.

CONCLUSION

Based on the above, it is recommended that Council:

- Receive this report as information;
- Authorize staff to implement the Light Rail Transit (LRT) vision and framework for the full development of urban integration and design guidelines including development planning along all LRT corridors in the City; and
- Endorse the LRT vision in transforming Surrey into 'Connected-Complete-Livable' communities, and more specifically, the official vision statement:

"Street-oriented LRT will transform Surrey into connected, complete and livable communities, making the City and Region more vibrant, accessible, competitive and sustainable."



Fraser Smith, P.Eng., MBA
General Manager, Engineering

PL/MD/SI/cc

Appendix "I" – City Vision Elements
Appendix "II" – Connected-Complete-Livable
Appendix "III" – Word Cloud

City Vision Elements



Connected-Complete-Livable

LRT: Transforming Surrey



Vision Elements: *Connected, Complete, Livable*



LRT Vision Element: *CONNECTED*



Connecting people, places and communities quickly, safely and efficiently

CONNECTED: Gold Coast - Australia



LRT Vision Element: *COMPLETE*



Complete streets make it safe, attractive and comfortable for all to get around

COMPLETE: Strasbourg – France



LRT Vision Element: *LIVABLE*



*Livable communities are unique, beautiful and healthy places
where people and jobs want to be*

LIVABLE: Strasbourg - France

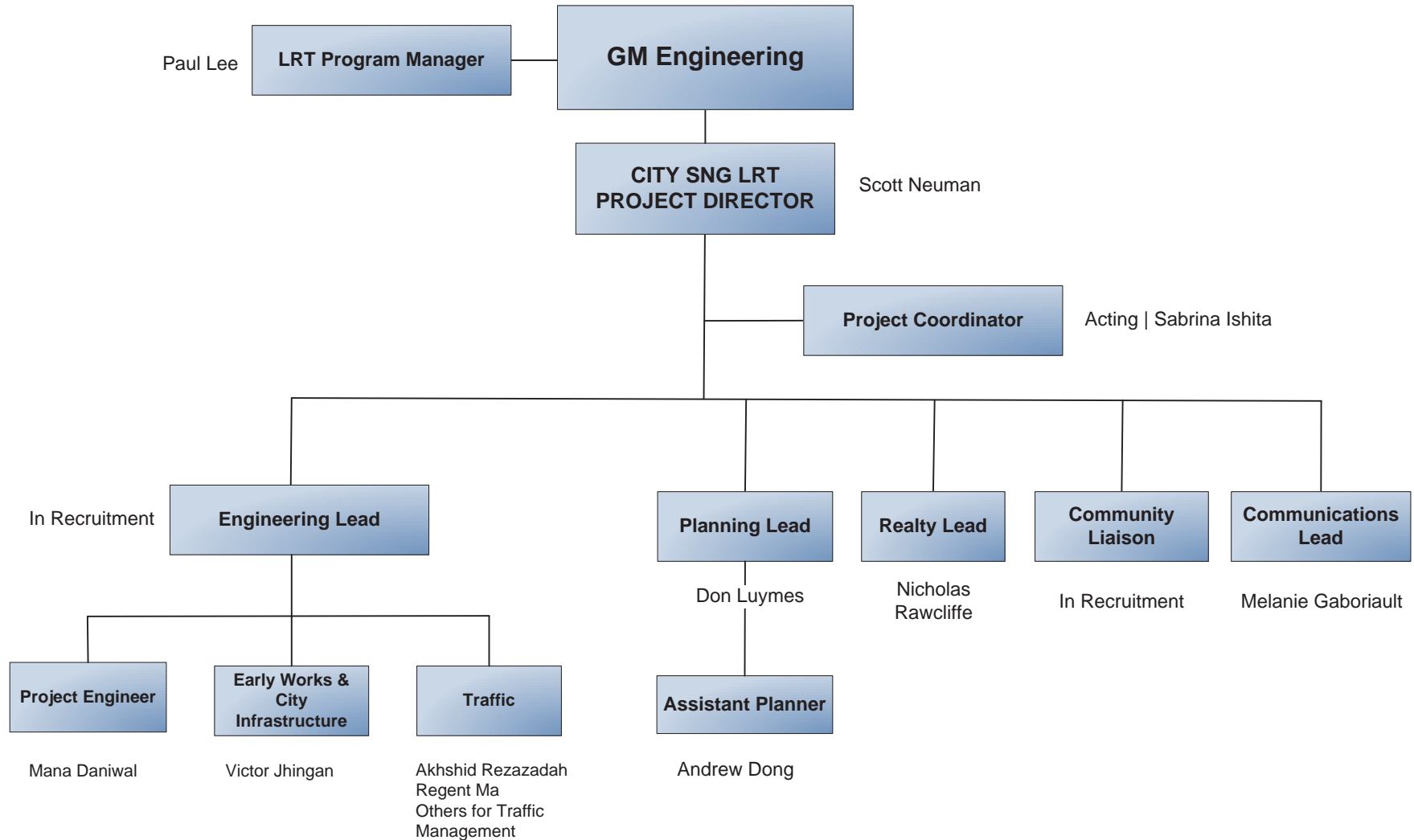


Word Cloud



Surrey LRT Project Team

June 8, 2017



TransLink Project Team Update

