



**CITY OF RICHMOND**

**REPORT TO COMMITTEE**

**TO:** Public Works and Transportation Committee      **DATE:** April 11, 2000  
**FROM:** Gordon Chan, P. Eng.  
          Manager, Transportation                              **FILE:** 6480-01  
**RE:     **TRANSLINK PROGRAM PLAN 2000 – ROUTING OF #480 RICHMOND-UBC****  
****SERVICE****

---

**STAFF RECOMMENDATION**

1. That the routing of the #480 Richmond-UBC bus service via Granville Street/41<sup>st</sup> Avenue in the City of Vancouver be supported in principle as an introductory service; and that this service be monitored by TransLink and City staff over a one year period to determine the ridership response and operational performance characteristics.
2. That TransLink and City staff report back to Council with the results of the monitoring of the #480 introductory bus service noted above and advise Council on any required routing and service changes based on public feedback and service performance.

Gordon Chan, P. Eng.  
Manager, Transportation

Att. 2

<b>FOR ORIGINATING DIVISION USE ONLY</b>
<b>CONCURRENCE OF GENERAL MANAGER</b>

## STAFF REPORT

### ORIGIN

On February 14, 2000, staff presented a report to Council outlining the service improvements proposed by TransLink for implementation as part of the TransLink 2000 Program Plan. At that meeting, Council endorsed a number of recommendations in support of the Richmond-related transit service improvements proposed for implementation in the current year, including:

*“Expansion of direct service connecting Richmond and UBC on the #480 by operating a regular service at 30-minute frequency all day.”*

As part of the design and implementation process for the #480 Richmond-UBC bus service improvement, Richmond, Vancouver, and TransLink staff have been working together to determine the routing (i.e. Granville Street/41<sup>st</sup> Avenue and SW Marine Drive) for this service. The purpose of this staff report is to: provide a comparison of two possible route options; present an implementation strategy involving an introductory service on Granville Street/41<sup>st</sup> Avenue for service commencement in September, 2000; and outline a monitoring program for the proposed service.

### ANALYSIS

#### **1. Existing Route**

Currently, the #480 Richmond-UBC bus service is a year-round limited peak period service that uses different routes during the AM and PM peak periods.

AM Peak Period – via Granville Street and 41<sup>st</sup> Avenue - Three trips travel from Steveston to Richmond Exchange, then to UBC via the Oak Street Bridge, Granville Street and 41<sup>st</sup> Avenue.

PM Peak Period - via SW Marine Drive - Three trips travel from UBC to Richmond Exchange and Steveston via SW Marine Drive and Oak Street.

#### **2. New Route Options**

TransLink has made a commitment in the 2000 Program Plan to operate the #480 bus service as an all-day two-way service between the Lansdowne Exchange in Richmond and UBC. In Richmond, the routing is via Lansdowne Road, and Garden City Road to the Oak Street Bridge. In Vancouver, there are two possible route options for the #480 Richmond-UBC bus service (i.e. Granville Street/41<sup>st</sup> Avenue and SW Marine Drive).

Option 1 - via Granville Street and 41<sup>st</sup> Avenue (Attachment 1): The #480 would operate in two directions via Granville Street and 41<sup>st</sup> Avenue with limited stops at 70<sup>th</sup> Avenue, 41<sup>st</sup> Avenue, West Boulevard, MacKenzie Street, Dunbar Street, and Camosun Street.

Option 2 - via SW Marine Drive (Attachment 2): The #480 would provide two-way service via SW Marine Drive with limited stops at Arbutus Street, MacDonald Street, Dunbar Street, and Camosun Street.

The results of the analysis of the two route options conducted by TransLink are summarized in the table below.

### Comparison of Route Options

<b>Key Considerations</b>	<b>Granville Street/41<sup>st</sup> Avenue</b>	<b>SW Marine Drive</b>
AM Peak Travel Time – Simulated	48 min.	45 min.
Route Directness	Less Direct	More Direct
AM Peak Boardings to UBC – Projected	71 passengers/hour	72 passengers/hour
AM Peak Boardings to Richmond – Projected	49 passengers/hour	31 passengers/hour
Existing Bus Service	About 20 buses per direction in the peak hour.	Limited one-way service in peak periods.
New Bus Stop Requirement	Existing bus stops can be used.	New bus stops required. Residents need to be consulted.
Public Consultation Requirement (Vancouver)	No	Yes

The result of the assessment indicates that there is no appreciable difference between the two route options in terms of ridership and travel time. Some commentaries on the two alternatives are offered as follows:

- The Granville Street/41<sup>st</sup> Avenue route could potentially expose the #480 to a larger market than the Marine Drive route, as there is more population along this route. This route would also provide a new direct service between Richmond and the Kerrisdale area. However, there may be a perception that the Granville Street/41<sup>st</sup> Avenue route provides some duplication of service, as there are currently over 20 buses in the peak hour on both Granville Street and 41st Avenue. Based on public comments, it is also likely that Richmond residents will perceive this route as less direct and slower than the SW Marine Drive route.
- The SW Marine Drive route is a more direct route and offers faster running times in the off peak periods due to the shorter route distance. Current transit services on SW Marine Drive are limited (one-way, peak hour only). Before new service and new bus stops can be introduced on SW Marine Drive, area residents need to be consulted by the City of Vancouver staff.

### 3. Preference for the SW Marine Drive Route

In staff's assessment, it would be preferable for the #480 bus service to operate on SW Marine Drive. The rationale for the preference for the SW Marine Drive route is outlined below:

- Based on feedback obtained from various transit-related public consultation activities held in Richmond over the past two years, the SW Marine Drive route appeared to be the preferred route for the #480 service. Many residents said that the SW Marine Drive route would be faster and more direct.
- Richmond residents also indicated that the SW Marine Drive route would provide a more distinct Richmond-UBC service.
- The SW Marine Drive route may offer a travel time advantage over the Granville Street/41<sup>st</sup> Avenue route due to the shorter route distance. Although there may be some volatility in travel times in the AM peak period, the travel times during mid-day and in the off-peak direction on SW Marine Drive would be faster than the Granville Street/41<sup>st</sup> Avenue route.

- Additional passenger boardings along 41<sup>st</sup> Avenue may create crowded conditions on the bus.
- SW Marine Drive is part of the Major Road Network (MRN). Adopting this route for the #480 would offer new service on a MRN element that currently has very limited transit service.

#### **4. Introductory Service on Granville Street/41<sup>st</sup> Avenue**

Richmond, Vancouver and TransLink staff have been working together to review the two #480 route options. As noted above, there is not sufficient technical evidence to indicate that one route option is superior to another. An implementation plan was then developed taking into account the time required to address the service design, scheduling, and approval requirements. The proposal now is to provide an introductory service using Granville Street/41<sup>st</sup> Avenue. The concern with the SW Marine Drive option is that area residents will need to be consulted about the introduction of new service and bus stops. The public process could jeopardize the September, 2000 start date.

#### **5. Monitoring**

TransLink and City staff will monitor the effectiveness of this introductory service on Granville Street/41<sup>st</sup> Avenue relative to the SW Marine Drive routing in terms of travel time, ridership, and customer satisfaction. This review will be completed as part of the Vancouver-UBC Area Transit Plan process. In one year, staff will bring a further report to Council on the result of the monitoring program and advise Council if the service should be kept on Granville Street/41<sup>st</sup> Avenue or moved to SW Marine Drive. Council will also be advised of other required service changes based on the result of the monitoring program.

#### **FINANCIAL IMPACT**

None to the City.

#### **CONCLUSION**

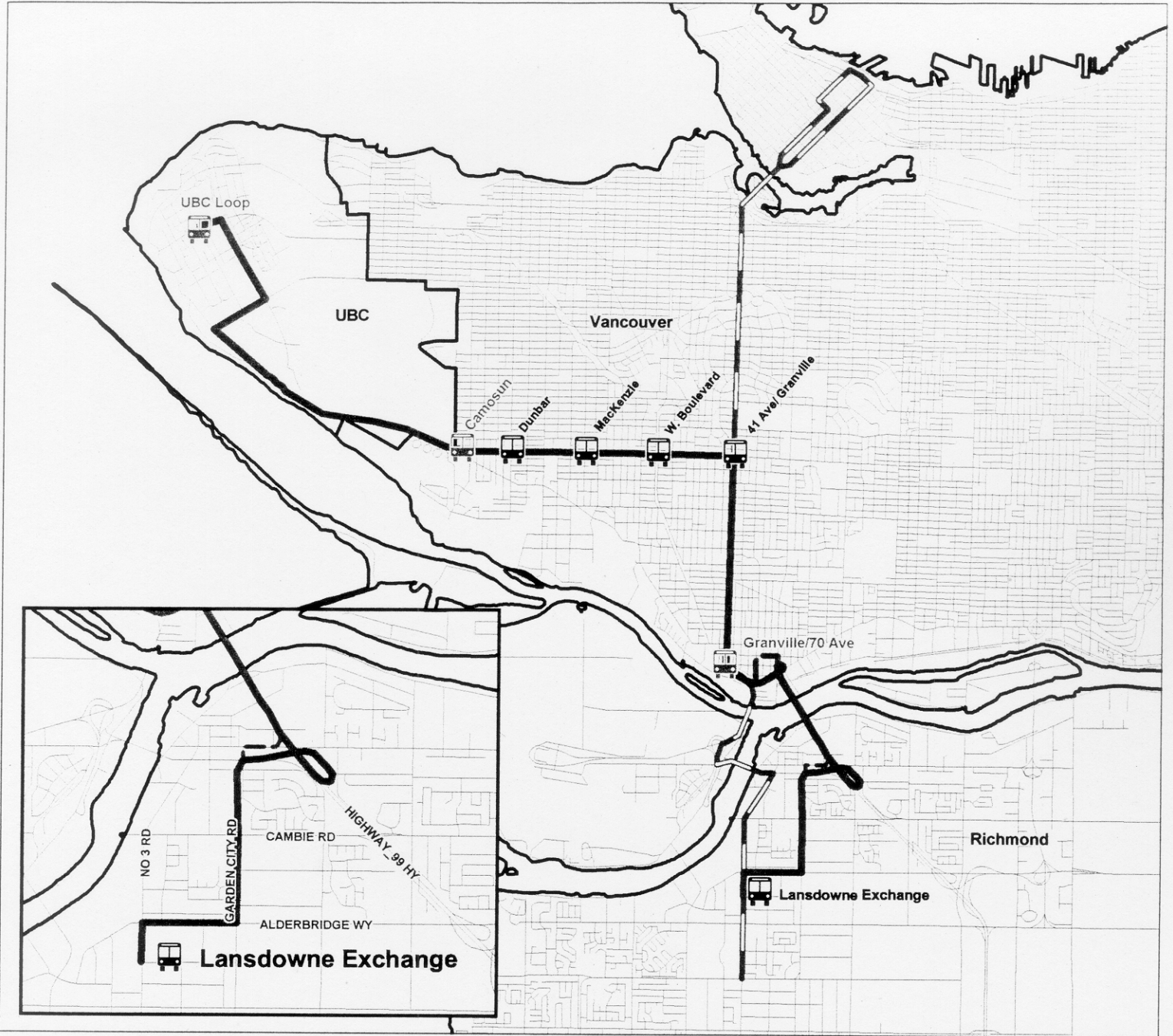
The #480 Richmond-UBC service will be improved greatly with 30-minute service all-day commencing in September, 2000. Staff have been working with City of Vancouver and TransLink staff to determine the best route for the service. Two route choices were considered: Granville Street/41<sup>st</sup> Avenue or SW Marine Drive. Although there is no appreciable technical difference between the two route options, Richmond's preference has been for the service to operate on SW Marine Drive because this route is a more direct route and provides a more distinct Richmond/UBC service. Due to the time constraints related to Vancouver's public consultation requirements for the SW Marine Drive route, staff are recommending that Council support placing the #480 on the Granville Street/41<sup>st</sup> Avenue route as an introductory service. The effectiveness of this introductory service in terms of running time, ridership, and other operational performance factors will be monitored. A further report will be presented to Council in one year to advise Council if any route and service changes are required.

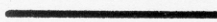

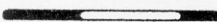


Tegan Smith, M.C.P.  
Transportation Planning Analyst

TS:Ice



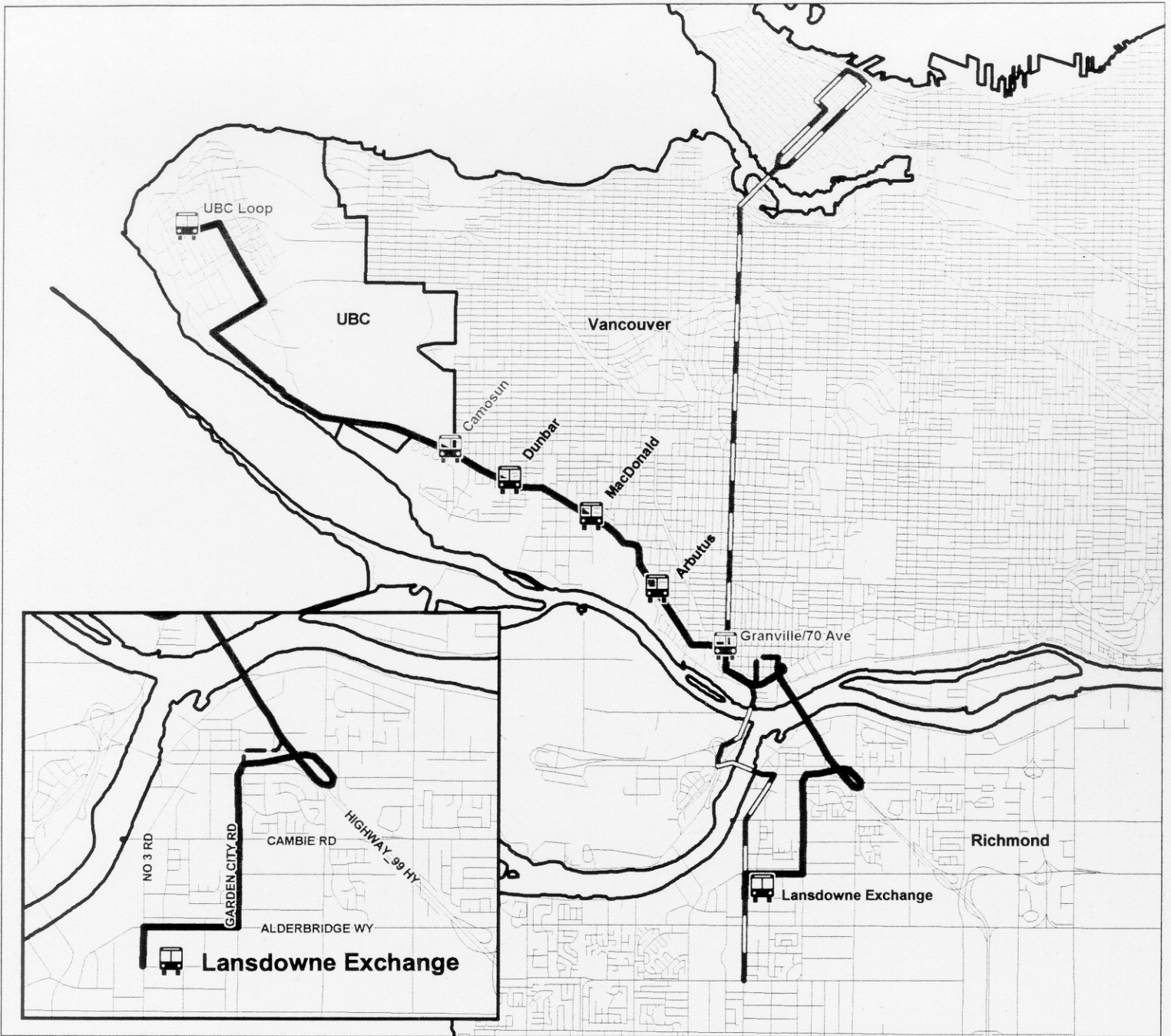
# #480 Richmond/UBC Proposed Routing Option 1: Granville Street and 41st Avenue



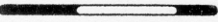




-  Proposed #480 In-bound Route
-  Out-bound Route
-  #98 B-Line
-  Proposed New #480 Stops
-  Current #480 Stops

Trip Distance ~ 21.3 km  
Service Frequency: 30 mins.

**#480 Richmond/UBC  
Proposed Routing Option 2: SW Marine Drive**



-  Proposed #480 In-bound Route
-  Out-bound Route
-  #98 B-Line
-  Proposed New #480 Stops
-  Current #480 Stops

**Trip Distance ~ 20.4 km  
Service Frequency: 30 mins.**



**TransLink**

1700 – 4720 Kingsway  
Burnaby, BC V5H 4N2  
Canada

Tel (604) 453-4500

Fax (604) 453-4626

www.translink.bc.ca

Greater Vancouver  
Transportation Authority

To: GVTA Board of Directors

From: Ken Dobell, CEO

Date: April 26, 2000

Subject: **Planning for Richmond Rapid Transit**

## CHAIR

George Pui

## DIRECTORS

Don Bell

John Cashore

Jennifer Clarke

Doug Drummond

Marlene Grinnell

Marvin Hunt

Jon Kingsbury

Kiichi Kumagai

Doug McCallum

Gordon Price

Fred Randall

Helen Sparkes

Tim Stevenson

Loulay

CEO

Ken Dobell

*Recommendation:*

- A. That the Board approve a cooperative planning program for a rapid transit link connecting Richmond, the Airport, and Vancouver, as set out in this report but subject to the agreement of the proposed participants.
- B. That staff be directed to enter into discussion with the proposed partners to seek formal agency approval.

**PURPOSE**

This report recommends the Board approve a proposal for a planning program for a rapid transit link connecting Richmond, the Airport, and Vancouver. It is a companion to the report recommending that the Board approve Granville as the endpoint for the western extension to SkyTrain in the Broadway corridor under the negotiator's agreement for cost sharing rapid transit.

**BACKGROUND**

TransLink's draft Strategic Transportation Plan identified the need for a review of the options for rapid transit connecting Richmond, the Airport, and Vancouver, but did not establish an immediate time horizon. As a result of input from the Airport, the Gateway Council, and Richmond, the plan was amended to establish this as a 2000/2001 work item.

Substantial work was done on rapid transit planning to Richmond in the early 1990s, and the Minister of Transport has recently completed a study reviewing this early work. None of this work, however, was carried forward to the point where the participants – Richmond, the Airport, Vancouver – and the potential funders agreed on an alignment. Some important matters – a decision on SkyTrain in the Lougheed corridor, the potential discontinuance of rail service on the Arbutus corridor, and the emergence of this line as a higher priority – have changed since that early work.

There are many reasons to initiate this program immediately:

- Richmond, the GVRD, and Vancouver all identified the importance of linking the detailed design of the western extension of SkyTrain on Broadway to a future rail transit connection from the south.
- CPR is undertaking planning work related to the potential discontinuance of rail service on the Arbutus corridor and sale of the right-of-way.
- Vancouver, Richmond, and TransLink have passed resolutions supporting the preservation of the Arbutus right-of-way for transportation.
- A recent status report from Transport Canada reviewing options for connecting the Airport to Vancouver suggests that the Arbutus right-of-way should be preserved.
- The Gateway Council has identified this as a priority in their transportation proposals.
- Preparatory work will be required if a link from the Airport to Vancouver is to be included as part of the 2010 Olympic bid proposal from Whistler and Vancouver.
- Staff at the Airport, Richmond, Vancouver, Transport Canada, and the Port have all indicated an interest in participating in the review.
- This project would be a strong candidate for inclusion in a federal funding program.
- An opportunity exists to link this program with current work in Vancouver through the use of a seconded project manager for the initial phase of the work.

Vancouver staff have agreed to recommend the secondment of their rapid transit project manager to TransLink on a part time basis for the remainder of her contract, and the Airport has agreed to provide some initial consultant funding. Initial Vancouver and Airport contributions would be credited to their share of the overall cost when the total cost is estimated and project agreements are reached.

A joint project team led by TransLink is proposed. The parties would contribute staff support and/or consulting funds, and the project team would report to all sponsoring parties. Guidance during the study would be provided by an advisory committee representing the parties.

## **DISCUSSION**

A multi-agency project of this nature requires a definition of the working and reporting relationships and dispute resolution processes, in addition to clear and agreed terms of reference for the work itself. A three phase program is proposed. Preparation of the project management plan would be the first phase of a three phase program:

- project planning,
- project definition, and
- project execution.

The three phase approach provides the opportunity to adjust the program as experience warrants. Agreements between the proposed participants (TransLink, Richmond, Vancouver, the Airport, the Province, the Port of Vancouver, and the Ministry of Transport



– the “Agencies”) at the end of the first and second phases would provide the foundation for subsequent work.

The Airport has agreed to provide initial funding for consultants for the initial phase of the project. The City of Vancouver has agreed to a part time secondment of Ms. Jane Bird, the City’s rapid transit project manager, to act as project manager on behalf of the interested agencies for the initial phase of the project. Given the linkages to the Central Broadway rail transit proposals and her immediate experience with a multi-agency process in Vancouver, this is most appropriate. Between May 15 and June 30, Ms. Bird will be seconded to TransLink on a part time basis specifically to prepare the project management plan for consideration by the Agencies.

1. *Project Management Plan*

The elements of the project management plan will include:

- a project management structure
- resource requirements to manage the project and related budget
- a preliminary schedule for the project definition and project execution phases
- a structure providing for participation of the Agencies in the project definition phase (phase 2), likely involving a team of representatives of the Agencies and consulting resources, and providing for dispute resolution
- an outline of the key elements of the project definition phase

While the project management plan will be prepared on behalf of TransLink, it will be prepared for consideration by the Agencies, with a view to their agreement to full participation in the project definition phase, through seconded resources and/or funding commitments.

On completion of Phase 1, the project management planning, the Agencies will enter into a formal agency agreement which will describe the Agencies’ involvement in Phase 2. Assuming the project management plan is acceptable to the Agencies, Ms. Bird would continue to lead the project under arrangements negotiated during this period.

2. *Project Definition*

Phase 2, project definition, would begin immediately following the project management plans and the agreement of the Agencies for this phase, and be finalized by early 2001. The project definition would include:

- significant consultation with all involved agencies,
- a review of existing technical work,
- definition of the work program for corridor and technology evaluation,
- terms of reference for additional planning and engineering work,
- a program for public consultation required in phase 3,

- preliminary public consultation with interest groups on the proposed process
- preparation of budget for the conduct of phase 3, and
- preparation of the agency agreement for phase 3, again including a dispute resolution procedure.

When the parties have accepted the agency agreement and budget, phase 3, project execution would begin. It is anticipated this phase would be completed early in 2001. TransLink would budget for its project contribution as part of its 2001 budget..

### 3. *Project Execution*

Project execution would result in the approval of the agencies for the selection of the preferred corridor and technology in accordance with the objectives and process established in Phase 2. It would include:

- full agency involvement,
- tendering and completing all necessary engineering and planning studies,
- full public consultation,
- preparation of technical and policy reports, including proposed cost sharing, and
- agency decision making on the corridor and technology.

This three phase process will ensure effective and appropriate participation by all agencies and provide appropriate mechanisms to deal with multi-agency decision making. Throughout phase 2 and phase 3, information and decision making would be linked to the detailed development of plans for the western extension, ensuring that agency concerns to ensure compatibility of planning for the two lines will be met.

## **ALTERNATIVES**

TransLink could pursue an alternative model for project management. Options would include TransLink seeking proposals for the entire project immediately, or requesting the province to assign Rapid Transit 2000 to carry out the review, with input from the parties.

Given the varied interests involved in the project, and the desirability of linking to the recent process for the Broadway corridor, the CEO believes the proposed process best suits agency needs for clarity of process and decision making as well as clear project definition.

## **CONCLUSION**

An immediate start on the evaluation of corridors and technology for rapid transit to connect Richmond, the Airport, and Vancouver is recommended. The process for planning should provide for full participation and decision making by all involved agencies.





TransLink  
1700 – 4720 Kingsway  
Burnaby, BC V5H 4N2  
Canada  
Tel (604) 453-4500  
Fax (604) 453-4626  
www.translink.bc.ca

Greater Vancouver  
Transportation Authority

To: GVTA Board of Directors  
From: Ken Dobell, CEO  
Date: April 30, 2000  
Subject: **Richmond Rapid Transit Study – GVRD Participation**

- CHAIR
- George Puil
- DIRECTORS
- Don Bell
- John Cashore
- Jennifer Clarke
- Doug Drummond
- Marlene Grinnell
- Marvin Hunt
- Jon Kingsbury
- Kiichi Kumagai
- Doug McCallum
- Gordon Price
- Fred Randall
- Helen Sparkes
- Tim Stevenson
- Len Traboulay

CEO  
Ken Dobell

*Recommendation:*

That the Board add the Greater Vancouver Regional District to the proposed group of participating agencies for the Richmond Rapid Transit Study.

**PURPOSE**

This supplementary report recommends adding the Greater Vancouver Regional District to the list of participating agencies in the proposed Richmond Rapid Transit Study.

**BACKGROUND**

A separate report recommends adding the GVRD to the list of participating agencies in the Richmond Rapid Transit Study. Since the study may propose alignments that will have land use implications, the GVRD has a direct interest in it.

**DISCUSSION**

Given the potential implications of a rapid transit line for land use in Richmond and Vancouver, GVRD participation is appropriate and necessary. This issue was raised by the Chief Administrative Officer of the GVRD, who indicated that they should and will participate.

**ALTERNATIVES**

There is no practical alternative -- GVRD participation will ensure that their views are considered and reflected in the study as it proceeds.

**CONCLUSION**

The GVRD should be requested to participate in the Richmond Rapid Transit Study.